

DISTRICT COURT, ARAPAHOE COUNTY, STATE OF COLORADO 7325 S. Potomac St. Centennial, Colorado 80112	▲ COURT USE ONLY ▲
People of the State of Colorado v. James Eagan Holmes, Defendant	Case No. 12CR1522 Division: 26
ORDER REGARDING MEDIA PETITIONERS' MOTION TO UNSEAL AFFIDAVITS OF PROBABLE CAUSE IN SUPPORT OF ARREST AND SEARCH WARRANTS AND REQUESTS FOR ORDERS FOR PRODUCTION OF DOCUMENTS (C- 24)	

INTRODUCTION

This matter is before the Court on Media Petitioners' Motion to Unseal Affidavits of Probable Cause in Support of Arrest and Search Warrants and Requests for Orders for Production of Documents [C-24], which was filed on January 16, 2013 (hereafter "Motion").¹

Media Petitioners ask the Court to unseal and release: (1) the

¹ Media Petitioners are the following nonparties: ABC, Inc.; The Associated Press; Cable News Network, Inc.; CBS News, a division of CBS Broadcasting Inc.; CBS Television Stations, Inc., a subsidiary of CBS Corporation; *The Denver Post*; Dow Jones & Company; Fox News Network, LLC; Gannett; KCNC-TV, Channel 4; KDVR-TV, Channel 31; KMGH-TV, Channel 7; KUSA-TV, Channel 9; *Los Angeles Times*; The McClatchy Company; National Public Radio Company; and *The Washington Post*.

probable cause affidavits in support of all arrest and search warrants (hereafter "affidavits"); and (2) any requests seeking the production of records (hereafter "records warrants").² The parties filed responses opposing the Motion. The defendant objects to the Motion in its entirety and the People object to the Motion in part. For the reasons articulated in this Order, the objections are overruled and the Motion is granted.

PROCEDURAL HISTORY

This case involves an alleged shooting on July 20, 2012. On that same day, the Court entered an Order to Seal Search Warrants, Affidavits, Orders, and Case File. As the litigation has unfolded, however, the Court has gradually unsealed and released documents in accordance with Colorado case law and the statutory legal standards set forth in the Colorado Criminal Justice Records Act ("CCJRA"), § 24-72-301, C.R.S. (2012).

The affidavits and records warrants remain sealed pursuant to the rationale articulated by the Court in previous Orders, including:

- (1) the Order Re: Motion to Unseal Court File (Including

² The Court infers that in referring to requests seeking the production of records, Media Petitioners mean records search warrants with attached affidavits in support thereof.

Docket)/("Suppression Order") (C-4c), issued August 13, 2012; (2) the Amended Order Unsuppressing Court File (C-12), issued September 25, 2012; and (3) the Order Re: Media's Motion to Unseal Redacted Information (Victims' Identities) (C-13), issued October 25, 2012 (hereafter "C-13 Order").

In a previous Order, the Court explained that it was reluctant to release the affidavits and records warrants before the combined preliminary hearing/proof evident-presumption great hearing (hereafter "preliminary hearing"). See C-13 Order at pg. 10. The preliminary hearing was completed on January 7, 8, and 9 of 2013, after the C-13 Order was issued. Following the hearing, the Court issued extensive findings of fact and conclusions of law in the Order Re: Preliminary/Proof Evident Hearing (C-19), issued January 10, 2013 (hereafter "C-19 Order"). The C-19 Order included a detailed summary of the evidence presented during the preliminary hearing. Media Petitioners filed their Motion on January 16.³ The Motion was fully briefed and became ripe for ruling on April 2.

³ Because of a clerical error, the Court did not become aware of the Motion until March 12, when the defendant was arraigned.

MEDIA PETITIONERS' MOTION AND PARTIES' OBJECTIONS

Media Petitioners seek to have the Court unseal and release the affidavits and records warrants. Media Petitioners remind the Court that it previously implied it would consider releasing the requested materials after the preliminary hearing was held. See C-13 Order at pg. 10 ("disclosure . . . would be imprudent at this stage of the proceedings where the [preliminary hearing] has yet to take place."). Relying on the Court's C-19 Order, which summarized in detail the evidence presented at the preliminary hearing, Media Petitioners note that there has been a "wealth of information already made public in the proceedings thus far." Thus, aver Media Petitioners, "there is no basis for the continued sealing of the documents" sought.

The People object to the Motion to the extent it seeks information identifying the named victims and witnesses, arguing that the release of such information at this juncture of the proceedings: (1) is detrimental to the administration of justice; (2) is contrary to the Colorado Victims' Rights Act and the Colorado Constitution; (3) jeopardizes the named victims' and witnesses' continued cooperation in this case; and (4) increases the named

victims' and witnesses' already heightened safety and privacy concerns. The People also object to the release of any police reports attached to the affidavits, as well as to the release of the records warrants, as being contrary to "the public interest."

The defendant opposes the Motion on the ground that the public's First Amendment right of access is fully satisfied by the ability to attend the hearings in this case, all of which have been held in open Court. According to the defendant, the additional requested disclosures will jeopardize his constitutional rights to due process, a fair trial, the presumption of innocence, and a fair and impartial jury.

ANALYSIS

A. *Standing*

At the outset, the Court concludes, as it has done in previous Orders, that Media Petitioners, as members of the public, have standing to be heard on the issue of whether the affidavits and records warrants should be unsealed and released. *See People v. Thompson*, 181 P.3d 1143 (Colo. 2008); *Star Journal Publ'g Corp. v. Cnty. Court.*, 591 P.2d 1028 (Colo. 1979); *see also* Colo. R. Civ. P. 121(c) §1-5(4) (Upon notice to all parties of record, and after

hearing, an order limiting access may be reviewed by the court at any time on its own motion or upon the motion of any person) (applicable as per Colo. R. Crim. P. 57(b)). Thus, the Court addresses the merits of their Motion.

B. Legal Standard Governing Motion

Under the CCJRA, the affidavits and records warrants are criminal justice records held by the Court in its official capacity. As such, these documents are subject to discretionary disclosure. See §§ 24-72-304, 305, C.R.S. (2012). The CCJRA states that records of criminal justice agencies that are not records of official action "may be open for inspection," unless such inspection would be "contrary to state statute, or is prohibited by any rules promulgated by the supreme court or by any order of the court." *Id.* at § 24-72-304(1), C.R.S. (emphasis added). Thus, subject to exceptions not pertinent here, "the General Assembly has consigned to the custodian of a criminal justice record the authority to exercise its sound discretion in allowing or not allowing inspection." *Harris v. Denver Post Corp.*, 123 P.3d 1166, 1170 (Colo. 2005).

While the Legislature did not establish a balancing test in the CCJRA for custodians considering the discretionary release of

criminal justice records to the public, the Colorado Supreme Court has concluded that such custodians should balance: “the pertinent factors, which include the privacy interests of individuals who may be impacted by a decision to allow inspection; the agency's interest in keeping confidential information confidential; the agency's interest in pursuing ongoing investigations without compromising them; the public purpose to be served in allowing inspection; and any other pertinent consideration relevant to the circumstances of the particular request.” *Id.* at 1175. Additionally, the Supreme Court has cited with approval ABA Standard 8-3.2, which provides that a Court may properly suppress Court documents if unrestricted access would pose a substantial probability of harm to the fairness of the trial, if suppression would effectively prevent such harm, and if there is no less restrictive alternative reasonably available to prevent the harm. *Star Journal Publ'g Corp.*, 591 P.2d at 1030.

C. Application

In striking the balance required by *Harris*, the Court first analyzes the interests of Media Petitioners and the public. The Court then addresses the parties' objections.

1. The Interests of Media Petitioners and the Public

Media Petitioners contend that they and other members of the public have a constitutional right protected by the First Amendment to the information sought which may only be curtailed by the showing of an overriding and compelling state interest. The Court agrees. *See Star Journal Publ'g Corp.*, 591 P.2d at 1030 (stating that First Amendment rights "may only be abridged upon a showing of an overriding and compelling state interest.").

In *Gordon v. Boyles*, 9 P.3d 1106 (Colo. 2000), the Supreme Court described the vital role a free press plays in this nation's democracy as follows:

Enlightened choice by an informed citizenry is the basic ideal upon which an open society is premised, and a free press is thus indispensable to a free society. Not only does the press enhance personal self-fulfillment by providing people with the widest possible range of fact and opinion, but it also is an incontestable precondition of self-government As private and public aggregations of power burgeon in size and the pressures for conformity necessarily mount, there is obviously a continuing need for an independent press to disseminate a robust variety of information and opinion through reportage, investigation, and criticism, if we are to preserve our constitutional tradition of maximizing freedom of choice by encouraging diversity of expression.

Id. at 1115–16 (quoting *Branzburg v. Hayes*, 408 U.S. 665, 726–27 (1972) (Stewart, J., dissenting) (footnotes omitted)).

The question raised by the Motion is whether an overriding and compelling state interest has been advanced by the parties which takes precedence over the First Amendment interests of Media Petitioners and the public. The Court concludes that they have not.

2. People's Objections

The Court is sensitive to the named victims' and witness' privacy and safety concerns, and appreciates the additional grounds raised by the People in opposing the release of these individuals' identifying information. However, the named victims' and witnesses' identifying information has already been publicly released. During the past eight months, through pleadings and hearings, information identifying the named victims and witnesses has become public. Thus, the People's objection, while generally valid, does not have merit under the circumstances present here. Of course, the Court will vigorously demand compliance with the provisions of the Victims' Rights Act, § 24-4.1-301 *et seq.*, C.R.S. (2012), and the Colorado Constitution.

The People's objection to the release of the records warrants and the police reports attached to the affidavits is equally unpersuasive. The investigation in this case has entered its ninth month now. Since July 20, a lot of details of the alleged incident have been released through the pleadings and pretrial hearings, including the three-day preliminary hearing held in January and the extensive C-19 Order issued shortly thereafter. Under these circumstances, the Court cannot in good conscience conclude that the release of the records warrants and the police reports attached to the affidavits would be contrary to "the public interest."

In sum, inasmuch as the named victims' and witnesses' identification has already been disclosed, and given how long this investigation has been pending and the information that has previously been released, the Court concludes that the fundamental nature of the First Amendment rights of Media Petitioners and the public may not be abridged. The People have failed to show that the release of the requested documents would pose a substantial probability of harm to the fairness of the trial. The People have likewise failed to establish that, to the extent any harm would result from the release of the affidavits and records warrants, the

continued suppression of all, or even portions, of those documents would effectively prevent such harm. Accordingly, the People's objections to the Motion are overruled.

3. The Defendant's Objections

The Court is obviously mindful of the defendant's constitutional rights. Indeed, the Court has repeatedly made clear that it will do its utmost to ensure that all of the defendant's constitutional rights are given effect in this case. However, the defendant has failed to demonstrate, or even state with any degree of specificity, how the release of the affidavits and records warrants under the circumstances present here would pose a substantial probability of harm to the fairness of the trial or to any of his constitutional rights. Moreover, even assuming, for the sake of argument, that any harm would result from the release of the affidavits and records warrants, the defendant has not shown that the continued suppression of those documents would effectively prevent such harm. Therefore, the Court concludes that at this juncture in the proceedings, and under the circumstances present, the defendant's interests in keeping the affidavits and records warrants sealed are outweighed by the First Amendment rights of

Media Petitioners and the public in having those documents released.

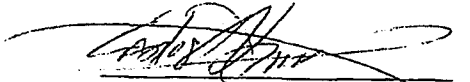
Based on the specific circumstances present at this stage in the litigation, the Court holds that the defendant has failed to advance an overriding and compelling state interest to abridge the First Amendment rights of Media Petitioners and the public. Accordingly, the defendant's objections to the Motion are overruled.

CONCLUSION

For all the foregoing reasons, the Court concludes that Media Petitioners' Motion has merit. Accordingly, it is granted. The Court hereby unseals and releases the affidavits and records warrants. To the extent that any of these affidavits and records warrants were suppressed, not sealed, they, too, are released. These documents shall be made available to Media Petitioners for inspection, subject to the requirements of CJD 05-01 and CJO 99-3, as well as the standard procedures of the Clerk's Office in the Arapahoe County Justice Center.

Dated this 4th day of April of 2013.

BY THE COURT:

A handwritten signature in black ink, appearing to read "Carlos A. Samour, Jr.", written over a horizontal line.

Carlos A. Samour, Jr.
District Court Judge