First Regular Session Seventy-fourth General Assembly STATE OF COLORADO

REREVISED

This Version Includes All Amendments Adopted in the Second House

LLS NO. 23-0162.03 Jacob Baus x2173

HOUSE BILL 23-1013

HOUSE SPONSORSHIP

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House Committees

Senate Committees

Judiciary Appropriations Judiciary Appropriations

A BILL FOR AN ACT

101	CONCERNING MEASURES TO REGULATE THE USE OF RESTRICTIVE
102	PRACTICES ON INDIVIDUALS IN CORRECTIONAL FACILITIES, AND,
103	IN CONNECTION THEREWITH, MAKING AN APPROPRIATION.

Bill Summary

(Note: This summary applies to this bill as introduced and does not reflect any amendments that may be subsequently adopted. If this bill passes third reading in the house of introduction, a bill summary that applies to the reengrossed version of this bill will be available at http://leg.colorado.gov/.)

Legislative Oversight Committee Concerning the Treatment of Persons with Behavioral Health Disorders in the Criminal and **Juvenile Justice Systems.** The bill prohibits the use of a clinical restraint on an individual, unless:

The use is to prevent the individual from committing

Reading Unamended SENATE

Amended 2nd Reading May 2, 2023

Reading Unamended April 24, 2023

Amended 2nd Reading April 21, 2023

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment. Capital letters or bold & italic numbers indicate new material to be added to existing law. Dashes through the words or numbers indicate deletions from existing law.

imminent and serious harm to the individual's self or another person, based on immediately present evidence and circumstances:

- All less restrictive interventions have been exhausted; and
- The clinical restraint is ordered by a licensed mental health provider.

The bill requires facilities that utilize clinical restraints to implement procedures to ensure frequent and consistent monitoring for the individual subjected to the clinical restraint and uniform documentation procedures concerning the use of the clinical restraint.

The bill limits the amount of time an individual may be subjected to a clinical restraint per each restraint episode and within a calendar year.

The bill prohibits the use of an involuntary medication on an individual, unless:

- The individual is determined to be dangerous to the individual's self or another person and the treatment is in the individual's medical interest;
- All less restrictive alternative interventions have been exhausted; and
- The involuntary medication is administered after exhaustion of procedural requirements that ensure a hearing, opportunity for review, and right to counsel.

The bill requires the department of corrections (department) to submit an annual report to the judiciary committees of the senate and house of representatives with data concerning the use of clinical restraints and involuntary medication in the preceding calendar year.

The bill requires the department to include specific data concerning the placement of individuals in settings with heightened restrictions in its annual administrative segregation report.

1 Be it enacted by the General Assembly of the State of Colorado:

SECTION 1. In Colorado Revised Statutes, add 17-1-167 as

follows:

5

7

4 17-1-167. Use of restraints for state inmates - criteria -

documentation - intake assessment - report - rules - definitions.

6 (1) By July 1, 2027, the department shall implement policies and

PRACTICES THAT CONFORM TO THE MINIMUM STANDARDS PRESCRIBED BY

THE MOST UPDATED RESTRAINT AND SECLUSION STANDARDS OF THE

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1	NATIONAL COMMISSION ON CORRECTIONAL HEALTH CARE. THE
2	DEPARTMENT SHALL CONTINUOUSLY AMEND ITS PRACTICES AND POLICIES
3	TO COMPLY, AT A MINIMUM, WITH THE THOSE MINIMUM STANDARDS.
4	(2) (a) A FACILITY OR QUALIFIED FACILITY SHALL ENSURE THAT
5	THE USE OF RESTRAINT IS DOCUMENTED AND MAINTAINED IN THE
6	ELECTRONIC HEALTH RECORD OF THE INDIVIDUAL WHO WAS RESTRAINED.
7	AT A MINIMUM, THE FACILITY OR QUALIFIED FACILITY SHALL DOCUMENT:
8	(I) THE ORDER FOR CLINICAL RESTRAINT, THE DATE AND TIME OF
9	THE ORDER, AND THE SIGNATURE OF THE LICENSED OR LICENSE-ELIGIBLE
10	MENTAL HEALTH PROVIDER WHO ISSUED THE CLINICAL RESTRAINT ORDER.
11	IF THE ORDER IS AUTHORIZED BY TELEPHONE, THE ORDER MUST BE
12	TRANSCRIBED AND SIGNED AT THE TIME OF ISSUANCE BY A PERSON WITH
13	AUTHORITY TO ACCEPT ORDERS. THE ORDERING LICENSED OR LICENSE-
14	ELIGIBLE MENTAL HEALTH PROVIDER SHALL SIGN THE ORDER AS SOON AS
15	PRACTICABLE.
16	(II) A CLEAR EXPLANATION OF THE CLINICAL BASIS FOR USE OF THE
17	CLINICAL RESTRAINT, INCLUDING THE LESS-INTRUSIVE INTERVENTIONS
18	THAT WERE EMPLOYED AND FAILED, AND EVIDENCE OF THE IMMEDIATE
19	CIRCUMSTANCES JUSTIFYING THE BELIEF THAT THE USE OF RESTRAINT WAS
20	TO PREVENT THE INDIVIDUAL FROM COMMITTING IMMINENT AND SERIOUS
21	HARM TO THE INDIVIDUAL'S SELF OR ANOTHER PERSON;
22	(III) THE SPECIFIC BEHAVIORAL CRITERIA THE INDIVIDUAL MUST
23	EXHIBIT FOR THE CLINICAL RESTRAINT EPISODE TO BE TERMINATED;
24	(IV) ANY MODIFICATIONS TO THE ORDER, AND THE TIME AND
25	DATE, AND THE SIGNATURE OF THE LICENSED OR LICENSE-ELIGIBLE
26	MENTAL HEALTH PROVIDER, OR MENTAL HEALTH CLINICIAN AS DEFINED BY
27	DEPARTMENT RULE OR DESIGNATED BY THE DEPARTMENT, WHO MODIFIES

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THE ORDER;

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2	(V) THE DATE AND TIME OF AN ORDER MODIFICATION, THE DATE
3	AND TIME OF THE MODIFICATION, AND THE SIGNATURE OF THE LICENSED
4	OR LICENSE-ELIGIBLE MENTAL HEALTH PROVIDER, OR MENTAL HEALTH
5	CLINICIAN AS DEFINED BY DEPARTMENT RULE OR DESIGNATED BY THE
6	DEPARTMENT, WHO ISSUED THE CLINICAL RESTRAINT ORDER. IF THE ORDER
7	IS MODIFIED BY TELEPHONE, THE MODIFICATION MUST BE TRANSCRIBED
8	AND SIGNED AT THE TIME OF ISSUANCE BY A PERSON WITH AUTHORITY TO
9	ACCEPT THE MODIFICATION. THE ORDERING LICENSED OR
10	LICENSE-ELIGIBLE MENTAL HEALTH PROVIDER, OR MENTAL HEALTH
11	CLINICIAN AS DEFINED BY DEPARTMENT RULE OR DESIGNATED BY THE
12	DEPARTMENT, SHALL SIGN THE ORDER AS SOON AS PRACTICABLE; AND
13	(VI) THE DATE AND TIME OF THE TERMINATION OF THE ORDER, THE
14	SIGNATURE OF THE PERSON WHO TERMINATED THE ORDER, THE
15	OBSERVATIONS, AND EVIDENCE THAT THE INDIVIDUAL EXHIBITED
16	BEHAVIOR JUSTIFYING THE TERMINATION OF THE ORDER.
17	(b) THE FACILITY OR QUALIFIED FACILITY SHALL ENSURE THE
18	DOCUMENTATION AND RETENTION REQUIRED PURSUANT TO THIS SECTION
19	ARE CONDUCTED PURSUANT TO ALL APPLICABLE STATE AND FEDERAL
20	LAWS REGARDING THE CONFIDENTIALITY OF THE INDIVIDUAL'S
21	INFORMATION AND SHALL ENSURE AN INDIVIDUAL MAY ACCESS THE
22	INFORMATION OR DEMAND RELEASE OF THE INFORMATION TO A THIRD
23	PARTY.
24	(3) A QUALIFIED FACILITY SHALL PERFORM AN EVALUATION UPON
25	EVERY INDIVIDUAL'S INTAKE TO THE RESPECTIVE FACILITY FOR THE
26	PURPOSE OF ASSESSING THE INDIVIDUAL'S RISK OF SELF-HARM BEHAVIORS
27	AND WHETHER THE INDIVIDUAL HAS BEEN PREVIOUSLY SUBJECTED TO

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1	CLINICAL FOUR-POINT RESTRAINTS. A LICENSED OR LICENSE-ELIGIBLE
2	MENTAL HEALTH PROVIDER, MENTAL HEALTH CLINICIAN AS DEFINED BY
3	DEPARTMENT RULE OR DESIGNATED BY THE DEPARTMENT, QUALIFIED
4	HEALTH-CARE PROVIDER, OR MENTAL HEALTH ADMINISTRATOR SHALL
5	INITIATE APPROPRIATE SAFETY PLANNING TO ADDRESS CONCERNS AND
6	ATTEMPT TO AVOID THE USE OF CLINICAL RESTRAINTS, IF POSSIBLE.
7	(4) (a) SUBJECT TO THE PROVISIONS OF THIS SECTION, A QUALIFIED
8	FACILITY SHALL NOT USE AN INVOLUNTARY MEDICATION ON AN
9	INDIVIDUAL UNLESS:
10	(I) THE INDIVIDUAL IS DETERMINED TO BE DANGEROUS TO THE
11	INDIVIDUAL'S SELF OR ANOTHER PERSON, AND THE TREATMENT IS IN THE
12	INDIVIDUAL'S MEDICAL INTEREST;
13	(II) THE QUALIFIED FACILITY HAS EXHAUSTED ALL
14	LESS-RESTRICTIVE ALTERNATIVE INTERVENTIONS;
15	(III) THE INVOLUNTARY MEDICATION IS ADMINISTERED AFTER
16	EXHAUSTION OF PROCEDURAL REQUIREMENTS ESTABLISHED PURSUANT TO
17	THIS SECTION; AND
18	(IV) THE MAJORITY OF THE INVOLUNTARY MEDICATION
19	COMMITTEE DESCRIBED IN SUBSECTION (4)(b) OF THIS SECTION APPROVES
20	OF THE INVOLUNTARY MEDICATION.
21	(b) THE QUALIFIED FACILITY SHALL CONVENE AN INVOLUNTARY
22	MEDICATION COMMITTEE, COMPRISED OF A LICENSED PSYCHIATRIST, A
23	LICENSED PSYCHOLOGIST, A LICENSED OR LICENSE-ELIGIBLE MENTAL
24	HEALTH PROVIDER, AND THE SUPERINTENDENT OF THE QUALIFIED FACILITY
25	OR THE SUPERINTENDENT'S DESIGNEE.
26	(c) AN ORDER FOR AN INVOLUNTARY MEDICATION MUST NOT:
2.7	(I) EXCEED ONE HUNDRED EIGHTY DAYS FROM THE DATE OF THE

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1	ORDER; AND
2	(II) PERMIT THE USE OF MORE THAN TEN DIFFERENT PSYCHOTROPIC
3	MEDICATIONS DURING THE ONE HUNDRED EIGHTY-DAY PERIOD. THIS DOES
4	NOT LIMIT THE AMOUNT OF DOSES OF THE MEDICATIONS TO BE
5	ADMINISTERED, AS MEDICALLY APPROPRIATE.
6	(d) A QUALIFIED FACILITY SHALL ENSURE THAT THE USE OF
7	INVOLUNTARY MEDICATION IS DOCUMENTED AND MAINTAINED IN THE
8	INDIVIDUAL'S ELECTRONIC HEALTH RECORD. AT A MINIMUM, THE
9	QUALIFIED FACILITY SHALL DOCUMENT:
10	(I) THE ORDER FOR INVOLUNTARY MEDICATION;
11	(II) THE DATE AND TIME OF THE ORDER; AND
12	(III) A CLEAR EXPLANATION OF THE CLINICAL BASIS FOR USE OF
13	THE INVOLUNTARY MEDICATION, INCLUDING THE LESS-INTRUSIVE
14	INTERVENTIONS THAT WERE EMPLOYED AND FAILED AND EVIDENCE OF THE
15	IMMEDIATE CIRCUMSTANCES JUSTIFYING THE DETERMINATION THAT THE
16	INDIVIDUAL IS DANGEROUS TO THE INDIVIDUAL'S SELF OR ANOTHER
17	PERSON AND THAT THE TREATMENT IS IN THE INDIVIDUAL'S MEDICAL
18	INTEREST.
19	(e) THE FACILITY OR QUALIFIED FACILITY SHALL ENSURE THE
20	DOCUMENTATION AND MAINTENANCE REQUIRED PURSUANT TO THIS
21	SECTION ARE CONDUCTED PURSUANT TO ALL APPLICABLE STATE AND
22	FEDERAL LAWS REGARDING THE CONFIDENTIALITY OF THE INFORMATION.
23	(f) This subsection (4) does not apply to emergency
24	MEDICINE ADMINISTERED PURSUANT TO DEPARTMENT POLICY.
25	(5) (a) On or before January 1, 2024 and on or before
26	JANUARY 1 EACH YEAR THEREAFTER, THE EXECUTIVE DIRECTOR OF THE
27	DEPARTMENT SHALL SUBMIT A REPORT TO THE JUDICIARY COMMITTEES OF

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1	THE SENATE AND HOUSE OF REPRESENTATIVES, OR ANY SUCCESSOR
2	COMMITTEES, CONCERNING THE USE OF CLINICAL RESTRAINTS AND
3	INVOLUNTARY MEDICATION IN THE PRECEDING CALENDAR YEAR. AT A
4	MINIMUM, THE REPORT MUST INCLUDE:
5	(I) THE TOTAL NUMBER OF CLINICAL AMBULATORY RESTRAINT
6	EPISODES AND CLINICAL FOUR-POINT RESTRAINT EPISODES;
7	(II) THE TOTAL NUMBER OF INVOLUNTARY MEDICATION ORDERS
8	ISSUED;
9	(III) THE AVERAGE AMOUNT OF TIME OF A CLINICAL AMBULATORY
10	RESTRAINT EPISODE AND CLINICAL FOUR-POINT RESTRAINT EPISODE;
11	(IV) THE AVERAGE DURATION OF INVOLUNTARY MEDICATION
12	ORDERS ISSUED;
13	(V) THE LONGEST CLINICAL AMBULATORY RESTRAINT EPISODE
14	AND THE LONGEST CLINICAL FOUR-POINT RESTRAINT EPISODE;
15	(VI) THE PERCENTAGE OF TOTAL CLINICAL AMBULATORY
16	RESTRAINT EPISODES THAT EXCEEDED TWO HOURS, AND THE PERCENTAGE
17	OF TOTAL CLINICAL FOUR-POINT RESTRAINT EPISODES THAT EXCEEDED
18	TWO HOURS;
19	(VII) THE PERCENTAGE OF TOTAL CLINICAL AMBULATORY
20	RESTRAINT EPISODES THAT INVOLVED AN INDIVIDUAL DIAGNOSED WITH A
21	BEHAVIORAL HEALTH DISORDER OR INTELLECTUAL OR DEVELOPMENTAL
22	DISABILITY, AND THE PERCENTAGE OF TOTAL CLINICAL FOUR-POINT
23	RESTRAINT EPISODES THAT INVOLVED AN INDIVIDUAL DIAGNOSED WITH A
24	BEHAVIORAL HEALTH DISORDER OR INTELLECTUAL OR DEVELOPMENTAL
25	DISABILITY;
26	(VIII) THE PERCENTAGE OF TOTAL INVOLUNTARY MEDICATION
2.7	ORDERS THAT INVOLVED AN INDIVIDUAL DIAGNOSED WITH A REHAVIORAL

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1	HEALTH DISORDER OR INTELLECTUAL OR DEVELOPMENTAL DISABILITY,
2	AND THE PERCENTAGE OF TOTAL CLINICAL FOUR-POINT RESTRAINT
3	EPISODES THAT INVOLVED AN INDIVIDUAL DIAGNOSED WITH A
4	BEHAVIORAL HEALTH DISORDER OR INTELLECTUAL OR DEVELOPMENTAL
5	DISABILITY;
6	(IX) THE PERCENTAGE OF TOTAL CLINICAL AMBULATORY
7	RESTRAINT EPISODES THAT INVOLVED AN INDIVIDUAL WHO WAS
8	SUBJECTED TO THE RESTRAINT FOR A SECOND OR SUBSEQUENT EPISODE
9	WITHIN THE YEAR, AND THE PERCENTAGE OF TOTAL CLINICAL FOUR-POINT
10	RESTRAINT EPISODES THAT INVOLVED AN INDIVIDUAL WHO WAS
11	SUBJECTED TO THE RESTRAINT FOR A SECOND OR SUBSEQUENT EPISODE
12	WITHIN THE YEAR;
13	(X) THE PERCENTAGE OF TOTAL INVOLUNTARY MEDICATION
14	ORDERS THAT INVOLVED AN INDIVIDUAL WHO WAS SUBJECTED TO A
15	SECOND OR SUBSEQUENT ORDER WITHIN THE YEAR;
16	(XI) THE TOTAL NUMBER OF INVOLUNTARY MEDICATION ORDERS
17	THAT EXCEEDED ONE HUNDRED EIGHTY DAYS; AND
18	(XII) AN IMPLEMENTATION PLAN TO CONFORM WITH THE
19	REQUIREMENTS PURSUANT TO SUBSECTION (1) OF THIS SECTION,
20	INCLUDING TIME LINES, A SUMMARY OF PROGRESS, AND A COMPLIANCE
21	REPORT.
22	(b) Beginning in 2024 and each year thereafter, the
23	DEPARTMENT SHALL PRESENT FINDINGS FROM THE REPORT DESCRIBED BY
24	THIS SECTION TO THE HOUSE OF REPRESENTATIVES AND SENATE JUDICIARY
25	COMMITTEES, OR ANY SUCCESSOR COMMITTEES, DURING THE HEARINGS
26	HELD PURSUANT TO THE "SMART ACT", PART 2 OF ARTICLE 7 OF TITLE 2.
27	(c) NOTWITHSTANDING THE REQUIREMENT IN SECTION 24-1-136

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1	(11)(a)(I), THE REQUIREMENT TO SUBMIT THE REPORT REQUIRED IN THIS
2	SUBSECTION (5) CONTINUES INDEFINITELY.
3	(d) The department shall ensure the report required in
4	THIS SUBSECTION (5) DOES NOT DISCLOSE ANY INFORMATION IN VIOLATION
5	OF APPLICABLE STATE AND FEDERAL LAWS REGARDING THE
6	CONFIDENTIALITY OF INDIVIDUALS' INFORMATION.
7	(6) As used in this section, unless the context otherwise
8	REQUIRES:
9	(a) "CLINICAL AMBULATORY RESTRAINT" MEANS A DEVICE USED
10	TO INVOLUNTARILY LIMIT AN INDIVIDUAL'S FREEDOM OF MOVEMENT, BUT
11	STILL PERMITS THE ABILITY OF THE INDIVIDUAL TO WALK AND MOVE
12	WHILE SUBJECTED TO THE DEVICE.
13	(b) "CLINICAL FOUR-POINT RESTRAINT" MEANS A DEVICE USED TO
14	INVOLUNTARILY LIMIT AN INDIVIDUAL'S FREEDOM OF MOVEMENT BY
15	SECURING THE INDIVIDUAL'S ARMS AND LEGS.
16	(c) "CLINICAL RESTRAINT" MEANS A DEVICE USED TO
17	INVOLUNTARILY LIMIT AN INDIVIDUAL'S FREEDOM OF MOVEMENT.
18	"CLINICAL RESTRAINT" INCLUDES CLINICAL AMBULATORY RESTRAINTS
19	AND CLINICAL FOUR-POINT RESTRAINTS.
20	(d) "CORRECTIONAL FACILITY" HAS THE SAME MEANING AS SET
21	FORTH IN SECTION $17-1-102$ (1.7).
22	(e) "DEPARTMENT" MEANS THE DEPARTMENT OF CORRECTIONS,
23	CREATED AND EXISTING PURSUANT TO SECTION 24-1-128.5.
24	(f) "FACILITY" MEANS A CORRECTIONAL FACILITY OR A PRIVATE
25	CONTRACT PRISON.
26	(g) "INVOLUNTARY MEDICATION" MEANS GIVING AN INDIVIDUAL
27	MEDICATION INVOLUNTABILY: EXCEPT THAT "INVOLUNTABY MEDICATION"

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1	DOES NOT INCLUDE THE INVOLUNTARY ADMINISTRATION OF MEDICATION
2	OR ADMINISTRATION OF MEDICATION FOR VOLUNTARY LIFE-SAVING
3	MEDICAL PROCEDURES.
4	(h) "LICENSED OR LICENSE-ELIGIBLE MENTAL HEALTH PROVIDER"
5	HAS THE SAME MEANING AS DEFINED IN SECTION 27-60-108 (2)(a), OR
6	MEANS A PERSON WHO HAS COMPLETED THE EDUCATION REQUIREMENTS
7	TO BE A LICENSED MENTAL HEALTH PROVIDER AS DEFINED IN SECTION
8	27-60-108 (2)(a), BUT IS IN THE PROCESS OF COMPLETING THE EXPERIENCE
9	AND EXAMINATION REQUIREMENTS TO BECOMING LICENSED.
10	(i) "PRIVATE CONTRACT PRISON" HAS THE SAME MEANING AS SET
11	FORTH IN SECTION $17-1-102$ (7.3).
12	(j) "QUALIFIED FACILITY" MEANS:
13	(I) A CORRECTIONAL FACILITY INFIRMARY;
14	(II) THE SAN CARLOS CORRECTIONAL FACILITY; AND
15	(III) THE DENVER WOMEN'S CORRECTIONAL FACILITY.
16	(k) "QUALIFIED HEALTH-CARE PROVIDER" MEANS A LICENSED
17	PHYSICIAN, A LICENSED ADVANCED PRACTICE REGISTERED NURSE, OR A
18	LICENSED REGISTERED NURSE.
19	SECTION 2. In Colorado Revised Statutes, 17-1-113.9, amend
20	(1) as follows:
21	17-1-113.9. Use of administrative segregation for state inmates
22	- reporting. (1) Notwithstanding section 24-1-136 (11)(a)(I), on or
23	before January 1, 2012, and each January 1 thereafter, the executive
24	director shall provide a written report to the judiciary committees of the
25	senate and house of representatives, or any successor committees,
26	concerning the status of administrative segregation; reclassification
2.7	efforts for offenders INDIVIDUALS DIAGNOSED with mental BEHAVIORAL

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1	health disorders or intellectual and developmental disabilities, including
2	duration of stay, reason for placement, and number and percentage
3	discharged; and any internal reform efforts since July 1, 2011. THE
4	REPORT MUST INCLUDE DATA CONCERNING THE PLACEMENT OF
5	INDIVIDUALS IN ALL SETTINGS WITH HEIGHTENED RESTRICTIONS,
6	INCLUDING THE TOTAL NUMBER OF PLACEMENTS IN EACH SETTING, THE
7	TOTAL NUMBER OF PLACEMENTS IN EACH SETTING INVOLVING AN
8	INDIVIDUAL DIAGNOSED WITH A BEHAVIORAL HEALTH DISORDER OR
9	INTELLECTUAL OR DEVELOPMENTAL DISABILITY, THE AVERAGE DURATION
10	OF STAY OF AN INDIVIDUAL IN EACH SETTING, THE REASONS FOR
11	PLACEMENT IN EACH SETTING, AND THE TOTAL NUMBER OF INDIVIDUALS
12	DISCHARGED FROM EACH SETTING.
13	SECTION 3. Appropriation. (1) For the 2023-24 state fiscal
14	year, \$18,872 is appropriated to the department of corrections. This
15	appropriation is from the general fund. To implement this act, the
16	department may use this appropriation as follows:
17	(a) \$12,000 for the purchase of information technology services;
18	<u>and</u>
19	(b) \$6,872 for use by institutions for operating expenses related
20	to the mental health subprogram.
21	(2) For the 2023-24 state fiscal year, \$12,000 is appropriated to
22	the office of the governor for use by the office of information technology.
23	This appropriation is from reappropriated funds received from the
24	department of corrections under subsection (1)(a) of this section. To
25	implement this act, the office may use this appropriation to provide
26	information technology services for the department of corrections.
27	SECTION 4. Safety clause. The general assembly hereby finds,

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- determines, and declares that this act is necessary for the immediate
- 2 preservation of the public peace, health, or safety.

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