Second Regular Session Seventy-fourth General Assembly STATE OF COLORADO

DRAFT 11/17/23

BILL 1

LLS NO. 24-0525.01 Michael Dohr x4347

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INTERIM COMMITTEE BILL

Legislative Oversight Committee Concerning Colorado Jail Standards

BILL TOPIC: Jail Standards Commission Recommendations

A BILL FOR AN ACT

CONCERNING IMPLEMENTATION OF JAIL STANDARDS IN COLORADO.

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 Colorado Jail Standards. There is currently a jail standards oversight committee and commission (oversight committee and commission) tasked with developing jail standards in Colorado. The oversight committee and commission are set to repeal on July 1, 2024. The bill repeals the commission and extends the oversight committee until September 1, 2033. Each county jail shall comply with the standards adopted by the oversight committee. The oversight committee shall post the standards on

its website. If the oversight committee revises a jail standard, each county jail shall comply with the revised standard no later than one year after the revision is adopted, or earlier if specified by the oversight committee when adopting the revision.

Under current law, the attorney general has the authority to conduct patterns and practice investigations regarding government entities. The bill declares that the authority to investigate patterns and practices includes compliance with jail standards.

The bill creates a jail standards advisory committee (advisory committee). The advisory committee consists of:

- 2 sheriffs appointed by a statewide organization representing the county sheriffs of Colorado;
- 2 county commissioners appointed by Colorado counties, incorporated;
- The state public defender or the state public defender's designee;
- One physical or behavioral health professional with experience working in a jail appointed by the oversight committee; and
- One person representing a statewide organization that advocates on behalf of people experiencing incarceration appointed by the oversight committee.

The duties of the advisory committee include, but are not limited

to:

- Utilize peer assessors selected by the advisory committee to perform examinations of a jail's physical facilities and its written policies and procedures to assess compliance with jail standards;
- Provide the oversight committee with recommendations for revising jail standards and ways to address jail needs necessary to comply with jail standards; and
- Provide the oversight committee for Colorado jail standards with recommendations to address jail needs necessary to comply with jail standards.

The advisory committee may also establish a process to grant variances from the jail standards to local jails.

The bill creates the jail standards advisory committee cash fund to fund the activities of the advisory committee.

The bill requires the attorney general to conduct assessments of jails, in partnership with county sheriffs, for compliance with jail standards in conjunction with the advisory committee. The attorney general can also conduct an independent special assessment of a jail when requested by the governor, the oversight committee, or a sheriff. The attorney general shall prepare a report of each special assessment.

The advisory committee shall annually submit a report to the

oversight committee.

The bill requires the division of criminal justice in the department of public safety to create a list of funding assistance available to jails to offset the costs of compliance with the jail standards.

l	Be it enacted by the General Assembly of the State of Colorado:
2	SECTION 1. In Colorado Revised Statutes, 2-3-1901, add (2)(e),
3	(2)(f), and (3) as follows:
4	2-3-1901. Legislative oversight committee for Colorado jail
5	standards - creation - duties - repeal. (2) Duties. (e) (I) THE
6	COMMITTEE MAY INTRODUCE UP TO A TOTAL OF THREE BILLS, JOINT
7	RESOLUTIONS, OR CONCURRENT RESOLUTIONS DURING THE 2025
8	LEGISLATIVE SESSION. BILLS INTRODUCED BY THE COMMITTEE ARE
9	EXEMPT FROM THE FIVE-BILL LIMITATION SPECIFIED IN RULE 24 (b)(1)(A)
10	OF THE JOINT RULES OF THE SENATE AND THE HOUSE OF REPRESENTATIVES.
11	JOINT RESOLUTIONS AND CONCURRENT RESOLUTIONS INTRODUCED BY THE
12	Committee are exempt from the limitations set out in rule $26\ (g)$
13	of the rules of the house of representatives and rule $30(f)$ of the
14	RULES OF THE SENATE.
15	(II) THE COMMITTEE IS EXEMPT FROM THE REQUIREMENT TO
16	REPORT BILLS OR OTHER MEASURES TO THE LEGISLATIVE COUNCIL AS
17	SPECIFIED IN RULE 24 (b)(1)(D) and rule $24A$ (d)(8) of the joint rules
18	OF THE SENATE AND THE HOUSE OF REPRESENTATIVES AND IN SECTION
19	2-3-303 (1)(f). The committee is subject to rule 24A of the joint
20	RULES OF THE SENATE AND THE HOUSE OF REPRESENTATIVES, EXCEPT TO
21	THE EXTENT THAT THE RULE MAY CONFLICT WITH THIS PART 19.
22	(III) BILLS RECOMMENDED BY THE COMMITTEE MUST BE
23	INTRODUCED BY THE INTRODUCTION DEADLINE FOR HOUSE BILLS

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I	SPECIFIED IN RULE 23 (a)(1) OF THE JOINT RULES OF THE SENATE AND THE
2	HOUSE OF REPRESENTATIVES.
3	(IV) THE CHAIR AND VICE-CHAIR SHALL JOINTLY ESTABLISH THE
4	LAST DATE FOR THE MEETING AT WHICH THE COMMITTEE MAY APPROVE
5	BILL REQUESTS, THE LAST DATE BY WHICH COMMITTEE MEMBERS MUST
6	FINALIZE BILL DRAFTS OR BY WHICH BILL DRAFTS WILL BE DEEMED
7	FINALIZED FOR FISCAL NOTE PURPOSES, AND THE LAST DATE BY WHICH THE
8	COMMITTEE WILL CONSIDER AND TAKE FINAL ACTION ON BILL DRAFTS.
9	(f) THE COMMITTEE SHALL CONSIDER THE REPORTS FROM THE JAIL
10	STANDARDS ADVISORY COMMITTEE CREATED IN SECTION 30-10-529 AND
11	MAY REVISE THE JAIL STANDARDS BASED ON INFORMATION IN THE
12	REPORTS.
13	(3) (a) This section is repealed, effective September $1,2033$
14	(b) Prior to this section's repeal, the legislative oversight
15	COMMITTEE IS SUBJECT TO REVIEW PURSUANT TO SECTION 2-3-1203.
16	SECTION 2. In Colorado Revised Statutes, add 2-3-1901.5 as
17	follows:
18	2-3-1901.5. Jail standards compliance. EACH COUNTY JAII
19	SHALL COMPLY WITH THE STANDARDS ADOPTED BY THE LEGISLATIVE
20	OVERSIGHT COMMITTEE PURSUANT TO SECTION 2-3-1901 (2). THE
21	COMMITTEE SHALL POST THE STANDARDS ON ITS WEBSITE. IF THE
22	COMMITTEE REVISES A JAIL STANDARD, EACH COUNTY JAIL SHALL COMPLY
23	WITH THE REVISED STANDARD NO LATER THAN ONE YEAR AFTER THE
24	REVISION IS ADOPTED, OR EARLIER IF SPECIFIED BY THE COMMITTEE WHEN
25	ADOPTING THE REVISION. A COUNTY JAIL DOES NOT HAVE TO COMPLY
26	WITH A STANDARD OR REVISED STANDARD IF IT RECEIVES A VARIANCE
27	From the standard pursuant to section $30-10-529$ (4)(g).

1	SECTION 3. In Colorado Revised Statutes, repeal 2-3-1902,
2	2-3-1903, and 2-3-1904.
3	SECTION 4. In Colorado Revised Statutes, 2-3-1203, add (24)
4	as follows:
5	2-3-1203. Sunset review of advisory committees - legislative
6	declaration - definition - repeal. (24) (a) The following statutory
7	AUTHORIZATIONS FOR THE DESIGNATED ADVISORY COMMITTEES WILL
8	REPEAL ON SEPTEMBER 1, 2033:
9	$(I)\ The \ \text{Legislative oversight committee for Colorado jail}$
10	STANDARDS CREATED IN SECTION 2-3-1901.
11	(b) This subsection (24) is repealed, effective September 1,
12	2035.
13	SECTION 5. In Colorado Revised Statutes, 24-31-101, amend
14	(1)(t) and (1)(u); and add (1)(v) as follows:
15	24-31-101. Powers and duties of attorney general. (1) The
16	attorney general:
17	(t) May bring a civil action to enforce section 25-7-144; and
18	(u) May, if the attorney general has reason to believe that a
19	violation of a statute or rule is causing an imminent and substantive
20	endangerment to the public health, water quality, or environment within
21	a mobile home park, request a temporary restraining order, preliminary
22	injunction, permanent injunction, or any other relief necessary to protect
23	the public health, water quality, or environment; AND
24	(v) MAY CONDUCT JAIL ASSESSMENTS IN PARTNERSHIP WITH THE
25	COUNTY SHERIFF PURSUANT TO SECTION 24-31-117.
26	SECTION 6. In Colorado Revised Statutes, add 24-31-113.1 as
27	follows:

1	24-31-113.1. Patterns and practices - legislative declaration.
2	THE ATTORNEY GENERAL'S AUTHORITY TO INVESTIGATE PATTERNS OR
3	PRACTICES, WITHOUT LIMITING OR RESTRICTING THE ABILITY OF THE
4	ATTORNEY GENERAL TO INVESTIGATE A PATTERN OR PRACTICE, APPLIES TO
5	STANDARDS ADOPTED BY THE JAIL STANDARDS LEGISLATIVE OVERSIGHT
6	COMMITTEE PURSUANT TO SECTION 2-3-1901 (3).
7	SECTION 7. In Colorado Revised Statutes, add 24-31-117 as
8	follows:
9	24-31-117. Jail standard assessments. (1) (a) THE ATTORNEY
10	GENERAL, IN CONJUNCTION WITH THE ADVISORY COMMITTEE, PURSUANT
11	TO SECTION 30-10-529 (4)(d), MAY CONDUCT ASSESSMENTS OF EACH
12	COUNTY JAIL TO IDENTIFY GAPS AND DEFICIENCIES BASED ON THE JAIL
13	STANDARDS.
14	(b) THE GOVERNOR OR THE OVERSIGHT COMMITTEE MAY MAKE A
15	WRITTEN REQUEST TO THE ATTORNEY GENERAL TO CONDUCT A SPECIAL
16	ASSESSMENT OF A JAIL.
17	(c) An elected sheriff may request that the attorney
18	GENERAL CONDUCT A SPECIAL ASSESSMENT OF A JAIL THAT THE SHERIFF
19	OVERSEES TO DETERMINE WHETHER THE JAIL MEETS THE JAIL STANDARDS.
20	THE ATTORNEY GENERAL SHALL CONDUCT THE SPECIAL ASSESSMENT IF
21	THE ATTORNEY GENERAL HAS SUFFICIENT APPROPRIATIONS TO COVER THE
22	COSTS. THE ATTORNEY GENERAL MAY REQUEST AN APPROPRIATION
23	DURING THE FIGURE SETTING PROCESS TO CONDUCT SPECIAL
24	ASSESSMENTS.
25	(2) THE ATTORNEY GENERAL'S OFFICE SHALL CREATE A REPORT OF
26	THE JAILS ASSESSED PURSUANT TO SUBSECTIONS $(1)(b)$, $(1)(c)$, AND $(1)(d)$
27	OF THIS SECTION AND PROVIDE THE REPORT TO THE SHERIFF WHOSE JAIL

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1	WAS ASSESSED, THE OVERSIGHT COMMITTEE, THE BOARD OF COUNTY
2	COMMISSIONERS IN THE COUNTY WHERE THE JAIL IS LOCATED, AND THE
3	GOVERNOR. THE REPORT MUST INCLUDE METHODOLOGY, RELEVANT DATA,
4	RECOMMENDATIONS, AND TECHNICAL ASSISTANCE TO MEET THE JAIL
5	STANDARDS. A REPORT PRODUCED PURSUANT TO THIS SECTION IS NOT
6	SUBJECT TO THE COLORADO OPEN RECORDS ACT. THE ATTORNEY GENERAL
7	OR COUNTY SHERIFF MAY RELEASE A REPORT AT THE ATTORNEY
8	GENERAL'S OR COUNTY SHERIFF'S DISCRETION.
9	(3) FOLLOWING A JAIL ASSESSMENT OR SPECIAL ASSESSMENT, THE
10	ATTORNEY GENERAL MAY PROVIDE TECHNICAL ASSISTANCE AND
11	RECOMMENDATIONS TO MEET THE JAIL STANDARDS AND ADDRESS ANY
12	DEFICIENCIES.
13	(4) The attorney general's office, during its "SMART Act"
14	HEARING, AS REQUIRED BY SECTION 2-7-203, SHALL INCLUDE IN ITS
15	REPORT THE TOTAL NUMBER OF COMPLAINTS RECEIVED REGARDING JAIL
16	STANDARDS VIOLATIONS AND THE NUMBER OF COMPLAINTS RECEIVED PER
17	TOPIC AND PROVIDE A SUMMARY OF THE ASSESSMENTS AND SPECIAL
18	ASSESSMENTS COMPLETED IN THE PREVIOUS YEAR.
19	(5) As used in this section:
20	(a) "Advisory committee" means the jail standards
21	ADVISORY COMMITTEE CREATED PURSUANT TO SECTION 30-10-529.
22	(b) "Jail standards" means the jail standards
23	RECOMMENDED BY THE JAIL STANDARDS COMMISSION PURSUANT TO
24	SECTION 2-3-1903.
25	(c) "Oversight committee" means the legislative oversight
26	COMMITTEE FOR COLORADO JAIL STANDARDS CREATED IN SECTION

27

2-3-1901.

1	SECTION 8. In Colorado Revised Statutes, add 30-10-529 as
2	follows:
3	30-10-529. Jail standards advisory committee - definition.
4	(1) THE DEPARTMENT OF PUBLIC SAFETY SHALL CONTRACT WITH THE
5	COUNTY SHERIFFS OF COLORADO TO CREATE A JAIL STANDARDS ADVISORY
6	COMMITTEE.
7	(2) (a) The jail standards advisory committee consists of:
8	(I) Two sheriffs, or their designees, appointed by a
9	STATEWIDE ORGANIZATION REPRESENTING THE COUNTY SHERIFFS OF
10	COLORADO, OR ITS SUCCESSOR ORGANIZATION;
11	(II) Two county commissioners appointed by Colorado
12	COUNTIES, INCORPORATED, OR ITS SUCCESSOR ORGANIZATION;
13	(III) THE STATE PUBLIC DEFENDER OR THE STATE PUBLIC
14	DEFENDER'S DESIGNEE;
15	(IV) ONE PHYSICAL OR BEHAVIORAL HEALTH PROFESSIONAL WITH
16	EXPERIENCE WORKING IN A JAIL APPOINTED BY THE LEGISLATIVE
17	OVERSIGHT COMMITTEE FOR COLORADO JAIL STANDARDS CREATED IN
18	SECTION 2-3-1901; AND
19	(V) ONE PERSON REPRESENTING A STATEWIDE ORGANIZATION
20	THAT ADVOCATES ON BEHALF OF PEOPLE EXPERIENCING INCARCERATION
21	APPOINTED BY THE LEGISLATIVE OVERSIGHT COMMITTEE FOR COLORADO
22	JAIL STANDARDS CREATED IN SECTION 2-3-1901.
23	(b) To the extent possible, the members must reflect the
24	GEOGRAPHIC, RACIAL, AND ETHNIC DIVERSITY OF THE STATE, AND, WHEN
25	POSSIBLE, INCLUDE ONE OR MORE MEMBERS WHO IS A PERSON WITH A
26	DISABILITY.
2.7	(c) THE MEMBERS' TERMS ARE FOR TWO YEARS: EXCEPT THAT THE

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1	INITIAL TERMS FOR THE MEMBERS APPOINTED PURSUANT TO SUBSECTIONS
2	(2)(a)(I) and $(2)(a)(IV)$ of this section are for three years. A
3	MEMBER MAY BE REAPPOINTED FOR MORE THAN ONE TERM.
4	(3) The committee shall select a chair from among its
5	MEMBERS AND MAY ADOPT BYLAWS AS NECESSARY TO FULFILL ITS DUTIES.
6	(4) The jail standards advisory committee has the
7	FOLLOWING DUTIES:
8	(a) TO SET RULES AND ESTABLISH GUIDELINES AND PROCEDURES
9	FOR THE ADVISORY COMMITTEE;
10	(b) To select peer assessors to perform jail assessments
11	FOR COMPLIANCE WITH THE JAIL STANDARDS IN COOPERATION WITH THE
12	ATTORNEY GENERAL'S OFFICE PURSUANT TO SECTION 24-31-117. JAIL
13	ASSESSORS SHALL HAVE EXPERTISE IN THE RELEVANT SUBJECT AREAS OF
14	THE JAIL STANDARDS AND, WHEN APPROPRIATE, HAVE WORKED IN JAILS.
15	(c) To set a schedule for Jail assessments with the
16	EXPECTATION THAT EACH JAIL IS INSPECTED AT LEAST EVERY FIVE YEARS;
17	(d) In consultation with Peer Assessors, to set rules and
18	ESTABLISH GUIDELINES AND MINIMUM PROCEDURES FOR JAIL
19	ASSESSMENTS, WHICH AT A MINIMUM REQUIRE:
20	(I) REVIEWING THE WRITTEN POLICIES AND PROCEDURES AT THE
21	JAIL;
22	(II) PHYSICALLY INSPECTING THE JAIL'S FACILITIES;
23	(III) INTERVIEWING RELEVANT STAFF OF THE JAIL; AND
24	(IV) When appropriate, interviewing individuals who are
25	INCARCERATED IN THE JAIL;
26	(e) IN COOPERATION WITH THE PEER ASSESSORS, TO COMPLETE A
27	REPORT FOR EACH JAIL ASSESSMENT, WHICH INCLUDES REPORTS OF

1	STANDARDS WHICH THE JAIL IS OUT OF COMPLIANCE WITH, AND INCLUDES
2	ANY RECOMMENDATIONS FOR IMPROVEMENT;
3	(f) To establish rules and a process for jails to seek a
4	VARIANCE FROM JAIL STANDARDS;
5	(g) To review variance requests and approve or deny
6	VARIANCE REQUESTS;
7	(h) To submit an annual report to the legislative
8	OVERSIGHT COMMITTEE;
9	(i) To make recommendations to the legislative oversight
10	COMMITTEE ABOUT ANY LEGISLATIVE ACTIONS WHICH WOULD SUPPORT
11	COMPLIANCE WITH THE JAIL STANDARDS, IMPROVE THE IMPLEMENTATION
12	OF JAIL STANDARDS, OR IMPROVE OPERATIONS OF JAILS CONSISTENT WITH
13	THE JAIL STANDARDS;
14	(j) To recommend changes to the jail standards to the
15	LEGISLATIVE OVERSIGHT COMMITTEE; AND
16	(k) To engage cooperatively with county commissioners,
17	SHERIFFS, AND THOSE WORKING IN JAILS. THIS INCLUDES PROVIDING
18	INFORMATION ABOUT THE JAIL STANDARDS, JAIL ASSESSMENTS, AND
19	MAKING RECOMMENDATIONS TO IMPROVE THE OPERATION OF JAILS
20	CONSISTENT WITH THE JAIL STANDARDS.
21	(5) The jail standards advisory committee may make
22	RECOMMENDATIONS TO THE GENERAL ASSEMBLY REGARDING METHODS TO
23	SEEK IMPROVEMENTS TO COMPLY WITH JAIL STANDARDS.
24	(6) (a) The jail standards advisory committee cash fund is
25	CREATED IN THE STATE TREASURY. THE FUND CONSISTS OF MONEY
26	APPROPRIATED BY THE GENERAL ASSEMBLY.
27	(b) The state treasurer shall credit all interest and

I	INCOME DERIVED FROM THE DEPOSIT AND INVESTMENT OF MONEY IN THE
2	JAIL STANDARDS ADVISORY COMMITTEE CASH FUND TO THE FUND.
3	(c) THE DEPARTMENT OF PUBLIC SAFETY SHALL EXPEND MONEY
4	FROM THE FUND TO REIMBURSE COSTS RELATED TO THE JAIL STANDARDS
5	ADVISORY COMMITTEE.
6	(7) THE JAIL STANDARDS ADVISORY COMMITTEE SHALL ANNUALLY
7	SUBMIT A REPORT TO THE LEGISLATIVE OVERSIGHT COMMITTEE FOR
8	Colorado jail standards created in Section 2-3-1901 to include:
9	(a) The results and status of annual assessments by
10	COUNTY;
11	(b) THE NUMBER AND NATURE OF VARIANCES GRANTED;
12	(c) RECOMMENDATIONS REGARDING JAIL STANDARDS; AND
13	(d) RECOMMENDATIONS REGARDING FUNDING OR OTHER
14	NECESSARY SUPPORTS FOR LOCAL JAILS TO COMPLY WITH JAIL STANDARDS.
15	(8) FOR PURPOSES OF THIS SECTION, "JAIL STANDARDS" MEANS THE
16	JAIL STANDARDS RECOMMENDED BY THE JAIL STANDARDS COMMISSION
17	PURSUANT TO SECTION 2-3-1903.
18	SECTION 9. In Colorado Revised Statutes, 24-33.5-503, add
19	(1)(ee) and (1)(ff) as follows:
20	24-33.5-503. Duties of division. (1) The division has the
21	following duties:
22	(ee) TO MAINTAIN A DASHBOARD OF THE BASIC FINDINGS OF JAIL
23	ASSESSMENTS CONDUCTED PURSUANT TO SECTION 30-10-529 (4).
24	(ff) To create, maintain, and update a list of funding
25	ASSISTANCE AND RELATED RESOURCES THAT IS AVAILABLE TO JAILS TO
26	OFFSET THE COSTS ASSOCIATED WITH COMPLYING WITH JAIL STANDARDS.
27	SECTION 10. In Colorado Revised Statutes, 24-72-202, amend

1	(6)(b)(XVI) and $(6)(b)(XVII)$; and add $(6)(b)(XVIII)$ as follows:
2	24-72-202. Definitions. As used in this part 2, unless the context
3	otherwise requires:
4	(6) (b) "Public records" does not include:
5	(XVI) Records related to complaints received by the office of the
6	judicial discipline ombudsman pursuant to section 13-3-120, including
7	any record that names or otherwise identifies a specific complainant or
8	other person involved in the complaint; or
9	(XVII) A complaint of harassment or discrimination, as described
10	in section 22-1-143, that is unsubstantiated and all records related to the
11	unsubstantiated complaint, including records of an investigation into the
12	complaint; OR
13	(XVIII) JAIL ASSESSMENTS CONDUCTED PURSUANT TO SECTION
14	30-10-529 (4)(d) OR SECTION 24-31-117.
15	SECTION 11. In Colorado Revised Statutes, 24-75-402, amend
16	(5)(ccc) and (5)(ddd); and add (5)(eee) as follows:
17	24-75-402. Cash funds - limit on uncommitted reserves -
18	reduction in the amount of fees - exclusions - definitions.
19	(5) Notwithstanding any provision of this section to the contrary, the
20	following cash funds are excluded from the limitations specified in this
21	section:
22	(ccc) The wildfire resiliency code board cash fund created in
23	section 24-33.5-1236 (8); and
24	(ddd) The closed landfill remediation grant program fund created
25	in section 30-20-124 (8); AND
26	(eee) The jail standards advisory committee cash fund
27	CREATED IN SECTION 30-10-529 (7).

1	SECTION 12. Safety clause. The general assembly finds,
2	determines, and declares that this act is necessary for the immediate
3	preservation of the public peace, health, or safety or for appropriations for
4	the support and maintenance of the departments of the state and state
5	institutions.