



## **Summary of Legislation**

This bill makes various changes to the process that occurs when a defendant's competency to proceed is raised in a criminal proceeding, as described below.

**Competency evaluation time frames.** The bill shortens the time frames for objecting to a preliminary court finding of competency, requesting a second competency evaluation, and completing inpatient and outpatient competency evaluations, as specified in the bill. Time frames and information that must be provided for case review, dismissal of charges, and commitment of any defendant determined incompetent to proceed are also provided in the bill.

**Inpatient competency evaluation.** The court may order inpatient competency evaluation if the Department of Human Services (DHS) recommends that inpatient evaluation is clinically appropriate. Inpatient evaluation may also be ordered by the court if an evaluation was found to be inadequate, two or more evaluation reports contradict each other, or other extraordinary circumstances exist. When the court orders an inpatient competency evaluation, the evaluation is to begin as soon as possible and the defendant must be offered admission to the hospital or other inpatient program within 14 days. The court must review the case in 21 days to determine if transportation has occurred. If the defendant is determined to be incompetent to proceed and outpatient restoration services are available and clinically appropriate, the DHS must notify the court and court liaison and develop a discharge plan and a plan for community-based restoration services. A court hearing must be held within 7 days.

**Outpatient competency evaluation.** An outpatient competency evaluation must be completed within 42 days. The court must require cooperation with an out-of-custody competency evaluation as a condition of bond. If the defendant remains in custody after the evaluation and is recommended for outpatient competency restoration, the court must consider releasing the defendant on bond. The court may require pretrial services, and the court liaison may be required to work with the DHS and competency restoration services providers to assist in securing appropriate support and care management services.

**Competency evaluation reports.** The bill specifies and expands upon information that must be included in competency evaluation reports, to include information reviewed as part of the evaluation, whether the defendant has a substantial probability of having his or her competency restored, and whether inpatient restoration services are clinically appropriate or what outpatient services are available.

**Incompetent to proceed.** Options that the court has for a defendant determined to be incompetent to proceed to trial are specified in the bill and include, initiating civil commitment proceedings, ordering outpatient restoration services unless inpatient restoration is recommended, requiring outpatient pretrial management services and care management services, and dismissing the charges. Under current law, a defendant determined incompetent to proceed may not be detained for a period that exceeds the maximum term of the most serious offense he or she is charged with. This bill reduces this time period by 50 percent. Also under current law, such cases must be reviewed every three months. Under this bill, a case must be reviewed every 91 days, except that the case must be reviewed every 63 days after the fourth review.

**Inpatient restoration services.** Defendants ordered to undergo inpatient restoration services must be offered services based on their level of need, with defendants grouped into two tiers. Starting on July 1, 2019, tier 1 defendants must be offered admission for restoration services within 7 days of receiving the court order. Starting on July 1, 2021, tier 2 defendants must be offered admission within 28 days. The DHS must provide the court and the court liaison with an update on bed availability and when the defendant will be offered a bed every 10 days after the court order. Options the court may consider for defendants not offered admission to inpatient restoration services within these time frames are provided in the bill.

Defendants receiving inpatient restoration services may be moved to a less restrictive facility at the discretion of DHS. The DHS must notify the court and request outpatient community-based restoration services if the DHS determines this is more clinically appropriate for the defendant. The court must rule on this request within 14 days. Defendants receiving outpatient restoration services may be ordered by the court to have inpatient restoration services conducted instead.

**Community reentry services.** The DHS must assist defendants released on bond and restored to competency by coordinating transportation and services necessary for reentry into the community. Ongoing case and medication information must also be provided to the community agency that will be providing the defendant with ongoing services and medication.

**Jail behavioral health.** When a defendant is restored to competency and returned to county jail, the DHS must work with the court liaison, the sheriff, and any behavioral health providers to ensure the jail has the necessary information and medication plan to support the defendant while he or she is in jail. Jail-based mental health services are for offenders that have been ordered to undergo inpatient competency restoration and are awaiting admission to an inpatient bed.

**Evaluation monitoring system.** The DHS, with assistance from the Judicial Department, must develop an electronic system to track the status of defendants ordered to undergo competency evaluation or restoration and the cost of inpatient and outpatient services.

**Restoration services guideline committee.** By January 1, 2020, the DHS must create a committee of 10 clinical experts to create a guideline to be used by all competency evaluators when determining the correct clinical location for competency restoration services. This guideline must be created by July 1, 2020, and used by evaluators beginning January 1, 2021. This requirement repeals July 1, 2021.

**Training.** By February 1, 2020, the DHS must create a partnership with an accredited higher education institution to develop and provide evaluation training. The Judicial Department, Office of the State Public Defender, Alternate Defense Counsel, and district attorneys are required to train attorneys and other employees on juvenile and adult competency evaluation reports, restoration services, and certification proceedings and to report annually to the General Assembly.

## **Background**

Inpatient competency restoration services are currently provided by the DHS at the Colorado Mental Health Institute at Pueblo, the Mental Health Institute at Fort Logan, or through a contract with services provided at the Arapahoe County jail, known as the Rise Program. Defendants undergoing competency restoration services at these locations are considered to be in the custody of the DHS.

Outpatient competency restoration services are provided by the DHS through contract behavioral health providers. In some cases these services are provided on an in-custody basis to defendants in county jail. These services may also be provided in the community on an out-of-custody basis for defendants released on bond.

### **State Revenue**

Beginning in FY 2019-20, criminal fine and fee revenue to the Judicial Department will decrease by a minimal amount. Fewer convictions are expected due to defendants not being restored to competency within the allowable time frames under this bill. Criminal fine and fee revenue is subject to TABOR.

### **State Expenditures**

The bill increases costs in the Judicial Department, the DHS, and the Department of Law by \$6.5 million in FY 2018-19, \$9.2 million and 26.9 FTE in FY 2019-20, and \$10.2 million and 41.0 FTE in FY 2020-21, as shown in Table 2 and described below. These impacts will continue in future years based on caseload and have not been estimated. Additionally, the impacts identified in this section differ from the amounts appropriated in the bill (see State Appropriations section) and it is assumed that any appropriations adjustments, if needed, will be addressed through the annual budget process.

**Table 2  
Expenditures Under SB 19-223**

<b>Cost Components</b>	<b>FY 2018-19 (current year)</b>	<b>FY 2019-20</b>	<b>FY 2020-21</b>
<b>Judicial Department</b>			
Personal Services	-	\$654,389	\$713,880
Operating Expenses and Capital Outlay Costs	-	\$202,935	\$24,430
Training	-	\$120,000	-
Centrally Appropriated Costs*	-	\$133,553	\$144,887
FTE – Personal Services		7.5 FTE	8.1 FTE
<b>Judicial Department (Subtotal)</b>	<b>-</b>	<b>\$1,110,877</b>	<b>\$883,197</b>
<b>Department of Human Services</b>			
Personal Services	-	\$1,444,065	\$2,642,259
Operating Expenses and Capital Outlay Costs	-	\$163,642	\$40,281
Forensic Community Based Services	-	\$1,015,652	\$1,015,652
Community Based Restoration Services	-	\$2,261,896	\$2,634,736
Jail-based Mental Health Services		\$2,250,400	\$2,250,400
Data Management System	-	\$350,000	-
Legal Services	-	\$139,901	\$72,541
Non-compliance fines and costs	\$10,983,000	-	-
Long Bill Reductions	(\$4,525,000)		
Travel	-	\$50,000	\$50,000
Centrally Appropriated Costs	-	\$365,783	\$610,038
FTE – Personal Services	-	18.6 FTE	32.5 FTE
FTE – Legal Services	-	0.8 FTE	0.4 FTE
<b>DHS (Subtotal)</b>	<b>\$6,458,000</b>	<b>\$8,041,339</b>	<b>\$9,315,907</b>
<b>Department of Law</b>			
Training	-	\$50,000	-
<b>Department of Law (Subtotal)</b>		<b>\$50,000</b>	<b>-</b>
<b>Total</b>	<b>\$6,458,000</b>	<b>\$9,202,216</b>	<b>\$10,199,104</b>
<b>Total FTE</b>	<b>-</b>	<b>26.9 FTE</b>	<b>41.0 FTE</b>

\* Centrally appropriated costs are included in the bill's appropriation for FY 2019-20 for the DHS, but not for the Judicial Department, since staff is increased by more than 20 FTE for the DHS. Centrally appropriated costs for 3.0 FTE in OIT paid using funds reappropriated from DHS are also not included in the estimated appropriation.

**Judicial Department.** This bill increases Judicial Department costs by \$1.1 million and 7.5 FTE in FY 2019-20 and \$883,197 and 8.1 FTE in FY 2020-21, as described below.

*Trial courts.* Trial court workload will increase to review additional and more thorough competency reports, periodically review the status of defendants, and to conduct more competency and civil commitment hearings. Trial court workload will also decrease because more thorough reporting will result in earlier determinations that the defendant cannot be restored to competency, fewer requests for second competency evaluations, and more efficient case review. Overall, workload is expected to increase and 8.1 FTE are needed to accommodate this additional work; including 2.7 magistrates, and 5.4 support staff. This assumes reviewing 2,000 requests for a competency evaluation and periodic reviews for 3,000 incompetent to proceed orders per year. Personnel costs in FY 2019-20 are prorated for the General Fund paydate shift. Standard judge operating and capital outlay costs for judges are included for the magistrate, including law library materials, travel expenses, judge robe expenditures, and computer hardware and software. Costs in the first year are also included for courtroom furnishings for the magistrate chambers, law library, jury room, and conference room. These costs are based on the Judicial Department common policy costs. Standard operating and capital outlay costs for state employees are included for the support staff.

*Probation.* Workload in the Division of Probation is expected to decrease by an estimated at eight cases per year from cases being dismissed when the defendant cannot be restored to competency within the allowable time frames under this bill. This decrease is considered minimal and no change in appropriations is required.

**Agencies providing representation to indigent persons.** Workload and costs for the Office of the State Public Defender and the Office of the Alternate Defense Counsel may increase or decrease to provide counsel to indigent offenders deemed incompetent to proceed. These impacts are considered minimal because the bill will increase workload in cases where competency issues are raised, but may also lead to other cases being dismissed earlier. To the extent these impacts occur, it is assumed that affected agencies will request an adjustment in appropriations through the annual budget process.

**Department of Human Services.** This bill increases costs in the DHS by \$6.5 million in FY 2018-19, \$8.0 million and 19.4 FTE in FY 2019-20 and \$9.3 million and 32.9 FTE in FY 2020-21.

*Competency evaluations.* In order to conduct inpatient and outpatient competency evaluations in accordance with the requirements of this bill, 7.5 FTE for psychologists are needed. This assumes 362 additional inpatient competency evaluations and 641 additional outpatient competency evaluations per year using an average psychologist caseload of approximately 140 cases per year.

*Forensic community based services.* Case management services and support must be provided to defendants released due to the substantial probability that they will not be restored to competency. An estimated 33 offenders per year will need such services, which requires 3.0 FTE and approximately \$1.0 million for assertive community treatment and psychiatric medical care.

*Community-based restoration services.* Under this bill, the number of defendants receiving community-based restoration services is expected to increase by 10 percent. Costs to provide education, case management, and assertive community treatment services are estimated at approximately \$2.3 million for 182 additional defendants in FY 2019-20 and \$2.6 million for 212 additional defendants in FY 2021-22.

*Jail-based mental health.* Costs increase by an estimate \$2.3 million in FY 2019-20 and FY 2020-21 to provide jail-based mental health services to 900 offenders per year awaiting an inpatient competency restoration bed.

*Social workers.* This bill increases workload to ensure the proper care and coordination of pretrial defendants, which involves working with the courts, court liaisons, service providers, conducting periodic case management evaluations. Based on anticipated caseloads, 15.0 FTE for social workers are needed to accommodate this additional coordination workload. In addition, 3.0 FTE for two supervisors and a program manager is needed to oversee the provision of these services, provide training and support to the social workers, and to ensure consistent coordination of efforts across all 22 judicial districts. Lastly, 1.0 FTE for a program assistant is needed. Costs are prorated in FY 2019-20 for the General Fund payday shift, a July 1 start date for the management and support staff, and a August 1 start date for the 15 social workers.

*Data management system.* The DHS is required to work the Judicial Department to develop an electronic system to track the status of defendants receiving competency evaluation or restoration services. It is assumed that \$350,000 is needed for the DHS to contract with a vendor for this system. Costs may vary depending on the outcome of the request for proposal process. The DHS will also need 1.0 FTE to administer this system beginning in FY 2019-20 and 2.0 data management analyst FTE beginning in FY 2020-21 to collect competency related data, forecast bed availability, and determine inpatient and outpatient evaluation and restoration costs.

*Legal services.* The Department of Law provides representation for the DHS on matters related to competency evaluations and competency restoration practices. This bill will increase the number of hours of legal services provided to the DHS by 1,350 in FY 2019-20 and 700 in FY 2020-21 at a rate of \$103.63 per hour. Specifically, legal services are required for rulemaking, responding to competency service challenges, and providing general counsel. Due to the current backlog of defendants awaiting competency services, challenges are expected to occur on a frequent basis in the first two years while the DHS implements this bill. Legal services in FY 2021-22 and future years are estimated at 200 hours annually.

*Non-compliance fines and costs.* This bill includes an appropriation of \$10,983,000 for fines, damages, costs, or attorney fees resulting from non-compliance with competency evaluation and restoration requirements. Part of this cost will be paid through reductions of \$4,525,000 to the FY 2018-19 Long Bill appropriations to the DHS, resulting in a net increase of \$6,458,000.

**Training.** For FY 2019-20 only, this bill increases state expenditures for training on competency evaluations and reports, services to restore competency, and mental health certification procedures. This training will increase Judicial Department costs by \$120,000, which includes \$50,000 for judicial employee training, \$50,000 for public defender employee training, and \$20,000 for alternate defense counsel employee training. Additionally, \$50,000 is needed for district attorney training. These training funds will be provided to the district attorneys by the Department of Law. It is assumed that future, ongoing training needs can be addressed within existing appropriations. Workload will increase by a minimal amount for the Judicial Department to report on the provision of this training.

**Higher education evaluation training.** Workload and costs are increased for the DHS and an institute of higher education, that has yet to be identified, to establish an evaluation training program which must provide training by January 1, 2021. It is assumed that DHS will request an FY 2020-21 appropriation to cover the costs of this training program through the annual budget process once a contract has been entered into. This training program is estimated to cost between \$50,000 and \$100,000 and will be partially offset by training participant fees.

**Restoration guideline.** DHS workload will increase to create a committee of clinical experts to create a competency restoration services placement guideline. Judicial Department workload will also increase to have a representative on this committee. This workload can be accomplished within existing appropriations.

**Centrally appropriated costs.** Pursuant to a Joint Budget Committee policy, certain costs associated with this bill are addressed through the annual budget process and centrally appropriated in the Long Bill or supplemental appropriations bills, rather than in this bill, except in instances where a bill results in an increase of more than 20 FTE. These costs include employee insurance and supplemental employee retirement payments, and leased space. For the DHS, these cost, estimated at \$365,783 in FY 2019-20 and \$610,038 in FY 2020-21, require an appropriation. For the Judicial Department, these costs, which will be addressed through the annual budget process and are not included in the Judicial Department appropriation, are estimated to be \$133,553 in FY 2019-20 and \$144,888 in FY 2020-21. These costs are not shown in Table 2.

## **Local Government**

Beginning in FY 2019-20, this bill both increases and decreases local government costs as described below.

**County attorneys.** County attorney costs and workload are potentially increased to initiate additional civil commitment proceedings. Such proceedings are initiated by county attorneys in counties with a population of over 100,000 and district attorneys in counties with a population less than 100,000.

**County jail.** Overall this bill is expected to increase the provision of jail-based restoration services, which will increase county jail revenue and costs to house offenders while such services are being provided. These impacts may be offset by decreased jail costs if charges are dropped for additional defendants because it is determined that they cannot be restored to competency. County jail costs may further decrease to the extent that competency restoration services are provided on an out-of-custody basis. This impact will vary by county depending on the provision of competency restoration services, location of such services, and amount of time it takes to restore a defendant to competency and cannot be estimated. Based on a 2018 Joint Budget Committee Staff county jail survey, the average cost to house an offender in a county jail is \$98.83 per day, but varies significantly from \$43.65 to \$350.21 per day depending on the county. For the current fiscal year, the state reimburses county jails at a daily rate of \$54.93.

**County sheriffs.** This bill may increase offender transportation costs for county sheriffs by requiring the defendant to be picked up within 72 hours of receiving notice that the competency evaluation is complete. Under current law, this is to be completed within a reasonable, but undefined timeframe. To the extent that out-of-custody competency restoration services is used more frequently, transportation costs may decrease. These impacts have not been estimated.

**District attorneys.** This bill will increase district attorney workload to request competency evaluations, to attend competency evaluation hearings, to contest competency related decisions on the grounds that an offender presents a substantial and unacceptable risk to public safety, and to file civil commitment actions. To the extent that court reviews or the dismissal of charges decreases the number of cases that proceed to trial, district attorney workload will decrease. These impacts have not been estimated.



**Denver County Court.** Similar to the state, this bill increases workload in Denver County Court to conduct court reviews and hearings in cases where a defendant is determined incompetent to proceed. Workload could decrease to the extent that court reviews or the dismissal of charges decreases the number of cases that proceed to trial. Because such reviews and hearings are regularly conducted under current law, these impacts are assumed to be minimal.

**Effective Date**

This bill was signed into law by the Governor on May 20, 2019, and took effect July 1, 2019.

**State Appropriations**

For FY 2018-19 this bill includes the following General Fund appropriations to the DHS:

- \$10,983,000 for the payment of fines, damages, costs, or attorney fees; and
- a decrease of \$4,525,000 to various DHS programs.

For FY 2019-20 this bill includes the following General Fund appropriations:

- \$8,141,194 and an allocation of 19.0 FTE to the Department of Human Services, of which \$454,539 and 0.9 FTE is reappropriated to the Office of Information Technology and \$139,901 is reappropriated to the Department of Law;
- \$750,570 and an allocation of 5.4 FTE to the Judicial Department; and
- \$50,000 to the Department of Law.

While the enacted bill includes the above appropriations, this fiscal note estimates that the FY 2019-20 appropriation to the DHS should be \$8.0 million and 19.4 FTE and the appropriation to the Judicial Department should be \$1.1 million and 7.5 FTE.

**State and Local Government Contacts**

Alternate Defense Counsel  
Higher Education  
Judicial  
Sheriffs

Counties  
Human Services  
Law

District Attorneys  
Information Technology  
Public Defender