Second Regular Session Seventy-third General Assembly STATE OF COLORADO

INTRODUCED

LLS NO. 22-0397.01 Jacob Baus x2173

SENATE BILL 22-050

SENATE SPONSORSHIP

Coleman,

HOUSE SPONSORSHIP

(None),

Senate Committees

House Committees

Judiciary

101

A BILL FOR AN ACT

CONCERNING WORK OPPORTUNITIES FOR PERSONS IMPRISONED BY THE

102 DEPARTMENT OF CORRECTIONS.

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.)

The bill clarifies the opportunities available to offenders imprisoned by the department of corrections (department).

The bill clarifies that the rehabilitation and work opportunities available to offenders are to promote the person's successful rehabilitation, reentry, and reintegration into the community.

The bill clarifies a distinction between external programs, which

are administered by the division of correctional industries (division) in partnership with private employers that occur outside of department facilities, and internal programs, which are opportunities provided inside a department facility administered by the division and may be in partnership with employers outside of department facilities.

The bill amends offender compensation and permissible deductions from an offender's account.

1	Be it enacted by the General Assembly of the State of Colorado:
2	SECTION 1. In Colorado Revised Statutes, amend 17-1-102
3	(6.5) as follows:
4	17-1-102. Definitions. As used in this title 17, unless the context
5	otherwise requires:
6	(6.5) "Inmate" OR "OFFENDER" means any person who is sentenced
7	to a term of imprisonment for a violation of the laws of this state, any
8	other state, or the United States.
9	SECTION 2. In Colorado Revised Statutes, 17-1-103, amend
10	(1)(f) as follows:
11	17-1-103. Duties of the executive director. (1) The duties of the
12	executive director are:
13	(f) To the extent practical, to develop within the correctional
14	institutions, industries REHABILITATION AND WORK PROGRAMS that
15	develop work skills for inmates OFFENDERS and that also will serve the
16	purpose of supplying SUPPLY necessary products for state institutions and
17	other public purposes as provided SPECIFIED by law;
18	SECTION 3. In Colorado Revised Statutes, amend 17-20-115 as
19	follows:
20	17-20-115. Rehabilitation and work programs for
21	rehabilitation, reentry, and reintegration. All persons convicted of any
22	crime and confined in any state correctional facilities under the laws of

-2- SB22-050

1	this state, except such as are precluded by the terms of the judgment of
2	conviction, shall perform labor PARTICIPATE IN A REHABILITATION AND
3	WORK PROGRAM THAT PROMOTES THE PERSON'S SUCCESSFUL
4	REHABILITATION, REENTRY, AND REINTEGRATION INTO THE COMMUNITY,
5	under such rules and regulations as may be prescribed by the department.
6	SECTION 4. In Colorado Revised Statutes, amend 17-20-117 as
7	follows:
8	17-20-117. Offender rehabilitation and work. Every
9	able-bodied inmate OFFENDER shall be put to and kept at PARTICIPATE IN
10	the work most suitable to such inmate's THE OFFENDER'S capacity and
11	most advantageous to the people of this state. Inmates PROMOTES THE
12	OFFENDER'S SUCCESSFUL REHABILITATION, REENTRY, AND REINTEGRATION
13	INTO THE COMMUNITY. OFFENDERS who work in the department shall not
14	be ARE NOT entitled to any right, benefit, or privilege applicable to
15	employees of the state of Colorado.
16	SECTION 5. In Colorado Revised Statutes, amend 17-24-102 as
17	follows:
18	17-24-102. Legislative declaration. (1) The general assembly
19	hereby finds and declares that, to the extent possible, all able-bodied
20	offenders should be employed and that the means now provided for the
21	employment of offenders are inadequate to allow a forty-hour-week work
22	assignment for all able-bodied offenders and for correctional industries
23	programs to be operated on a financially profitable basis PARTICIPATE IN
24	PROGRAMS THAT PROMOTE SUCCESSFUL REHABILITATION, REENTRY, AND
25	REINTEGRATION INTO THE COMMUNITY. Therefore, it is the intent of the
26	general assembly in this article to: GENERAL ASSEMBLY'S INTENT TO
27	CREATE A DIVISION OF CORRECTIONAL INDUSTRIES TO DEVELOP

-3- SB22-050

1	REHABILITATION AND WORK PROGRAMS INSIDE AND OUTSIDE OF THE
2	DEPARTMENT'S FACILITIES TO PROMOTE OFFENDERS' SUCCESSFUL
3	REHABILITATION, REENTRY, AND REINTEGRATION INTO THE COMMUNITY.
4	(a) Create a division of correctional industries which is
5	profit-oriented, which generates revenue for its operations and capital
6	investment, which partly reimburses the general fund for the expense of
7	correctional services, and which assumes responsibility for training
8	offenders in general work habits, work skills, and specific training skills
9	that increase their employment prospects when released;
10	(b) Develop, to the extent possible, industries that provide forty
11	hours of work activity each week for all able-bodied offenders;
12	(c) Provide an environment for the operation of correctional
13	industries that closely resembles the environment for the business
14	operations of a private corporate entity;
15	(d) Make the division of correctional industries responsible for
16	and accountable to the general assembly and to the governor for
17	correctional industries programs in this state.
18	(2) It is the GENERAL ASSEMBLY'S intent of the general assembly
19	that the division of correctional industries assume COLLABORATE WITH
20	THE DEPARTMENT TO PERFORM all duties and functions for correctional
21	industries.
22	SECTION 6. In Colorado Revised Statutes, 17-24-103, amend
23	the introductory portion and (4); and add (5) and (6) as follows:
24	17-24-103. Definitions. As used in this article ARTICLE 24, unless
25	the context otherwise requires:
26	(4) "Programs" "EXTERNAL PROGRAM" means the correctional
27	industries programs provided and A REHABILITATION AND WORK

-4- SB22-050

1	PROGRAM administered by the division but IN PARTNERSHIP WITH
2	EMPLOYERS OUTSIDE OF DEPARTMENT FACILITIES. "EXTERNAL PROGRAM"
3	does not include educational services or other productive activities
4	administered by the division of adult parole.
5	(5) "INTERNAL PROGRAM" MEANS A REHABILITATION AND WORK
6	PROGRAM THAT IS PROVIDED INSIDE A DEPARTMENT FACILITY, IS
7	ADMINISTERED BY THE DIVISION, AND MAY BE IN PARTNERSHIP WITH
8	EMPLOYERS OUTSIDE OF DEPARTMENT FACILITIES. "INTERNAL PROGRAM"
9	DOES NOT INCLUDE EDUCATIONAL SERVICES OR OTHER PRODUCTIVE
10	ACTIVITIES ADMINISTERED BY THE DIVISION OF ADULT PAROLE.
11	(6) "Programs" means external programs and internal
12	PROGRAMS.
13	SECTION 7. In Colorado Revised Statutes, 17-24-106, amend
14	(1) introductory portion, $(1)(b)$, $(1)(d)$, $(1)(e)$, $(1)(f)(I)$, $(1)(p)$, $(1)(r)$, and
15	(1)(t); and repeal (1)(a) and (1)(c) as follows:
16	17-24-106. General powers of the division. (1) In addition to
17	any other powers granted to the division by this article 24, the division
18	shall have HAS the following powers:
19	(a) To provide programs which are profit-oriented, which generate
20	revenue for their operation and capital investment, and which partly
21	reimburse the general fund for the use of inmate labor for the expense of
22	adult correctional services;
23	(b) To develop to the extent possible, programs that provide forty
24	hours of work activity each week for all able-bodied offenders PROMOTE
25	SUCCESSFUL REHABILITATION, REENTRY, AND REINTEGRATION INTO THE
26	COMMUNITY;
27	(c) To develop programs that assume responsibility for training

-5- SB22-050

offenders in general work habits, general work skills, and specific training skills which increase the offenders' employment prospects when released;

- (d) To acquire or purchase equipment, raw materials, supplies, office space, insurance, and services and to engage the supervisory personnel necessary to establish and maintain for the state EXTERNAL programs AND INTERNAL PROGRAMS at the state's correctional institutions pursuant to law;
- (e) To utilize the labor services of prisoners in the manufacture or production of PRODUCE goods and services that are needed for the construction, operation, or maintenance of any office, department, institution, or agency supported in whole or in part by the state, any political subdivision of the state, or the federal government;
- (f) (I) To sell all goods and services, including capital construction items, produced by the INTERNAL programs to agencies supported in whole or in part by the state, any political subdivision of the state, other states or their political subdivisions, or the federal government; or AND
- (p) To sell Colorado state flags produced by the programs AN INTERNAL PROGRAM to retailers in this state at a price as near to the prevailing wholesale market price and quality as is practical and to individuals at retail price; however, the division must supply the requirements of state agencies and political subdivisions of the state before selling such flags as provided in this paragraph (p) SUBSECTION (1)(p). The price of flags to state agencies and political subdivisions of this state shall MUST be determined pursuant to section 17-24-112.
 - (r) To utilize the labor services of prisoners in order to receive,

-6- SB22-050

2	provided in part 4 of article 82 of title 24, C.R.S., and to use such labor
3	services in order to receive, repair, sell, or otherwise dispose of surplus
4	state property as provided in section 17-24-106.6;
5	(t) To establish and operate a canteen for the use and benefit of
6	the inmates OFFENDERS of state correctional facilities and to operate
7	vending machines for the use of visitors to such facilities.
8	SECTION 8. In Colorado Revised Statutes, 17-24-110, amend
9	(1) and (2) as follows:
10	17-24-110. Financial payment incentives. (1) The division shall
11	establish a system of financial payments to serve as an incentive for more
12	effective and efficient performance of its programs FOR OFFENDERS WHO
13	PARTICIPATE IN INTERNAL PROGRAMS.
14	(2) The division shall be provided, from the diagnostic services
15	unit of the division of adult parole SHALL PROVIDE TO THE DIVISION
16	personnel testing services that perform a vocational assessment of work
17	experience and training needs; from the superintendent of each
18	correctional institution, offender labor services; and from the
19	superintendent of each such institution, security services at the work site,
20	in addition to perimeter and scheduled security, when the division and the
21	superintendent determine such additional services are reasonably
22	necessary to ensure the safety of the public, the staff, and the offenders.
23	SECTION 9. In Colorado Revised Statutes, 17-24-112, amend
24	(1) as follows:
25	17-24-112. Pricing. (1) The division shall fix and determine the
26	prices at which all labor is performed and at which all goods and services
27	produced are sold. Such FOR INTERNAL PROGRAM LABOR, GOODS, AND

repair, and distribute surplus property pursuant to the powers and duties

1

-7- SB22-050

SERVICES. THE prices for industry products shall MUST be as near the prevailing market prices for similar QUALITY goods and services, and quality as is practical. Such THE prices, other than prices for agricultural products, shall MUST not exceed the wholesale market prices for like articles and products in the case of sales to the state or its political subdivisions, or the prevailing retail market prices for like articles and products in the case of sales to the general public.

SECTION 10. In Colorado Revised Statutes, **amend** 17-24-114 as follows:

17-24-114. Provisions for offenders - rules. (1) The director, IN COLLABORATION WITH THE DEPARTMENT, shall make all DETERMINE offender work assignments within the division. Each such offender work assignment shall MUST take into account the diagnostic services unit recommendation of employment training needs of the offender, and the security classification of the offender as determined by the superintendent of each correctional institution, AND THE REHABILITATION, REENTRY, AND REINTEGRATION NEEDS OF THE OFFENDER.

(2) The director shall establish the rate of compensation RATE for the offenders working The director and the director of the division of adult parole shall have the authority to make rules and regulations regarding the method and time of compensation payments. A portion of such compensation shall be paid to the division of adult parole to defray the cost of operations for adult parole, and a portion of such compensation shall be paid to each offender in relation to the number of hours worked, type of work assignment, and quality of work performed IN INTERNAL PROGRAMS. Payment rates shall MUST be established on an annual basis after review by the joint budget committee and by

-8- SB22-050

appropriation of the general assembly. No offender shall be compensated if he is placed in administrative or punitive segregation or if he is able-bodied but The DIRECTOR SHALL NOT COMPENSATE AN OFFENDER IF THE OFFENDER refuses to participate in an available work REHABILITATION AND WORK program. or other productive activity. The department will provide hygienic items to all inmates in administrative or punitive segregation.

- (3) The division of adult parole is empowered to grant earned time allowances consistent with part 4 of article 22.5 of this title in relation to an offender's work performance and evaluation, as recommended by the director.
- (4) The division has the power to establish rules and regulations governing the employment, conduct, and management of offenders while assigned to INTERNAL programs. All such rules and regulations pertaining to the payment, employment, conduct, and management of offenders shall MUST be published and posted for offenders.
- SECTION 11. In Colorado Revised Statutes, 17-24-122, amend (1), (2), (3), (5), and (6); and repeal (4) and (8) as follows:

17-24-122. Agreements for the employment of offenders by private entities. (1) The DIVISION, IN COLLABORATION WITH THE department, of corrections, working through the division, is authorized to enter into agreements with private persons or entities for the utilization of inmate labor in the manufacturing, processing, or assembly of components, finished goods, services, or product lines within facilities owned or leased by the department TO PROVIDE EMPLOYMENT OPPORTUNITIES FOR OFFENDERS THROUGH EXTERNAL PROGRAMS. Such agreements shall be ARE subject to the prior review of the attorney

-9- SB22-050

general and the correctional industries advisory committee.

- (2) The DIVISION, IN COLLABORATION WITH THE department, is authorized to enter into agreements subject to state fiscal rules and the prior review of the attorney general which THAT allow for PRIVATE PARTY financing by the private contractor for equipment, raw materials, training of workers, and operation of industries developed pursuant to the provisions of this section. In any such agreement, the department may provide for the recovery of the costs of providing facilities for the private contractor by requiring the payment of rent for such facilities.
- (3) Agreements entered into pursuant to this section shall MUST provide that any inmate OFFENDER assigned pursuant to section 17-24-114 (1) to work as inmate labor AN EXTERNAL PROGRAM for a private person or entity which THAT made such agreement pursuant to subsection (1) of this section shall be Is an employee of the private person or entity and, notwithstanding section 17-24-114 (2), such inmate shall be paid THE PRIVATE PERSON OR ENTITY SHALL PAY at least the federal STATE minimum wage for the labor performed. Such wages shall MUST be paid to the department of corrections and shall be held in trust for the inmate im a revenue-producing account until the inmate is paroled or discharged from custody. The provisions of AN ACCOUNT FOR THE OFFENDER. Section 8-40-301 (3), C.R.S., shall apply APPLIES to any inmate OFFENDER employed by a private person or entity pursuant to this section.
- (4) Out of the wages held in trust for an inmate pursuant to subsection (3) of this section, the department of corrections shall deduct up to fifty percent of such wages to be used to defray the costs incident to the inmate's confinement.
 - (5) Out of the OFFENDER'S wages, held in trust for an inmate

-10- SB22-050

pursuant to subsection (3) of this section, and subsequent to the deduction made pursuant to subsection (4) of this section, the department of corrections shall deduct periodically for the following purposes and in the following order of priority:

- (a) Compensation of the victim of the crime committed by the inmate OFFENDER for expenses actually and reasonably incurred as a result of the injury to the person or property of the victim, including medical expenses, loss of earning power, and any other pecuniary loss directly resulting from the injury to the person or property or the death of the victim, which a court of competent jurisdiction determines or has determined to be reasonable and proper;
- (a.5) Voluntary payment of such amounts to the victims assistance and law enforcement fund established in section 24-33.5-506, C.R.S., as is deemed appropriate by the executive director of the department; of corrections; AND
- (b) Payment of such amounts for the support of the immate's OFFENDER'S dependents as is deemed appropriate by the executive director of the department, of corrections, taking into account any court orders for such support. and
- (c) Payment of incidental expenses of the inmate while the inmate is still in custody.
- (6) Any amounts of money which THAT remain in trust for the immate OFFENDER'S ACCOUNT after the deductions made pursuant to this section shall MUST be paid to the immate OFFENDER upon parole or discharge from custody. The executive director of the department of corrections shall have the discretion to pay to the inmate any amounts of money which remain in trust for such inmate in installments over the

-11- SB22-050

period of one year from the date of parole or discharge. If an inmate OFFENDER dies prior to discharge from custody and the body goes unclaimed for more than five days, the amount remaining in trust THE OFFENDER'S ACCOUNT may be used to defray any costs incurred by the state of Colorado in connection with the burial of such inmate THE OFFENDER, and any amount remaining after burial costs have been paid or the body has been claimed shall MUST be paid to the inmate's OFFENDER'S estate. (8) In making offender work assignments pursuant to section 17-24-114, there shall be a presumption that the most fit and able inmates shall be assigned by the director to a work assignment pursuant to this section. **SECTION 12.** In Colorado Revised Statutes, 17-24-125, amend (4)(a) as follows: 17-24-125. Correctional industries at nonstate-owned facilities - definitions. (4) (a) Each nonstate-owned prison facility operating an inmate labor program shall hold wages earned by a state prisoner in trust for the prisoner AN OFFENDER in a revenue-producing account FOR THE OFFENDER until the prisoner OFFENDER is paroled or discharged from custody. Out of the wages held in trust for a state prisoner AN OFFENDER pursuant to the provisions of this paragraph SUBSECTION (4)(a), the nonstate-owned prison facility shall make disbursements pursuant to the provisions of section 17-24-122 (4) and (5). Section 17-24-122 (6) shall also apply to any wages held in trust for a state prisoner pursuant to this paragraph (a) SECTION 17-24-122 (5) AND (6). **SECTION 13.** In Colorado Revised Statutes, **amend** 17-29-101

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

as follows:

-12- SB22-050

17-29-101. Legislative declaration. The general assembly hereby	
finds and declares that the people of this state $\frac{1}{2}$ benefit from $\frac{1}{2}$	
program to reclaim and maintain the land and resources of public entities	
within this state AN OFFENDER REHABILITATION AND WORK PROGRAM	
${\tt THATPROMOTESTHATPERSON'SSUCCESSFULREHABILITATION, REENTRY,}$	
AND REINTEGRATION INTO THE COMMUNITY; that the executive director	
has custody over inmates, both male and female, OFFENDERS who could	
be utilized as a labor force in BENEFIT FROM such a program; that such a	
program would reinforce the rehabilitation of such inmates, PROVIDES	
work skills and instill INSTILLS a work ethic in the inmates OFFENDERS,	
thereby facilitating their readjustment to society. and that work	
$assignments\ involving\ physical\ labor\ will\ assist\ the\ executive\ director\ and$	
the wardens in the management of correctional facilities under their	
supervision. To these ends, it is the purpose of this article ARTICLE 29 to	
create within the department physical labor work programs, including an	
intensive labor work program for all inmates INTERNAL AND EXTERNAL	
REHABILITATION AND WORK PROGRAMS FOR OFFENDERS sentenced to the	
department. including repeat offenders and parole violators as well as	
those inmates who demonstrate behavior inconsistent with the rules of the	
department or any of its facilities, which utilize the physical labor of	
inmates. The executive director or the executive director's designee may	
appoint facility wardens, responsible for the administration of	
correctional facilities, to perform the duties and functions set forth in this	
article ARTICLE 29.	
SECTION 14. In Colorado Revised Statutes, 17-29-105, amend	
(1) introductory portion, (1)(a), (1)(d), (1)(e), (1)(f), (1)(g), and (1)(h);	
and repeal (2) as follows:	

-13- SB22-050

17-29-105. Minimum security off-grounds work programs **authorized.** (1) The executive director, IN COLLABORATION WITH THE DIVISION OF CORRECTIONAL INDUSTRIES, may establish an off-grounds EXTERNAL work program for any appropriate MEDIUM, minimum, and minimum-restrictive inmates OFFENDERS. The purpose of the program is to provide employment opportunities for such inmates OFFENDERS, to reinforce the rehabilitation of such inmates OFFENDERS, and to provide inmates OFFENDERS with the necessary skills and appropriate work ethics in reentering the work force and their communities. Under the program, inmates OFFENDERS may be assigned to appropriate work assignments requested by THROUGH EMPLOYMENT AGREEMENTS WITH any federal, state, or local governmental agency; or nonprofit agency; Appropriate work assignments shall be determined by the executive director. Requests from agencies and agency agreements with the department shall OR PRIVATE PERSON OR ENTITY. THE EXECUTIVE DIRECTOR SHALL DETERMINE APPROPRIATE WORK ASSIGNMENTS. EMPLOYMENT AGREEMENTS MUST comply with criteria established by the executive director pursuant to section 17-20-115; except that such criteria may include but is not limited to the following requirements:

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

18

19

20

21

22

23

24

25

26

27

- (a) That a requesting agency outline in detail any work to be performed by immates OFFENDERS, the period of time for completing the project, and the respective responsibilities of the requesting agency and the department of corrections in connection with the project agreement;
- (d) That a requesting agency ensure that any person who supervises an immate OFFENDER in connection with a work project be trained by department of corrections personnel to supervise correctional immates OFFENDERS. Such training may be provided by department of

-14- SB22-050

1	corrections personnel.
2	(e) That the number of inmates OFFENDERS supervised by one
3	person not exceed ten;
4	(f) That a requesting agency comply with any reporting
5	requirements established by the executive director in connection with an
6	off-grounds work project and the inmates OFFENDERS participating in
7	such project;
8	(g) That an immate OFFENDER receive security clearance to leave
9	a correctional facility by the classification officer or committee and
10	receive approval from the executive director;
11	(h) That inmates be OFFENDERS ARE compensated AT THE STATE
12	MINIMUM WAGE, in accordance with the provisions of this title TITLE 17,
13	and with the Colorado department of corrections inmate pay regulation
14	including, but not limited to, provisions with respect to deductions. and
15	reimbursement for care claims.
16	(2) No project shall be undertaken or agreement made for any
17	project that results in any personal benefit or profit for a private
18	individual as opposed to the public.
19	SECTION 15. Safety clause. The general assembly hereby finds,
20	determines, and declares that this act is necessary for the immediate
21	preservation of the public peace, health, or safety.

-15- SB22-050