Second Regular Session Seventieth General Assembly STATE OF COLORADO

INTRODUCED

LLS NO. 16-1179.01 Richard Sweetman x4333

SENATE BILL 16-180

SENATE SPONSORSHIP

Woods and Jahn, Aguilar, Guzman, Kerr, Lundberg, Marble, Martinez Humenik, Merrifield, Newell, Scheffel, Steadman, Todd, Ulibarri

HOUSE SPONSORSHIP

Kagan and Ransom, Priola, Danielson, Dore, Garnett, Klingenschmitt, McCann, Moreno, Rosenthal, Willett, Wist

Senate Committees

House Committees

Judiciary

101

102

103

A BILL FOR AN ACT CONCERNING A SPECIALIZED PROGRAM WITHIN THE DEPARTMENT OF CORRECTIONS FOR CERTAIN OFFENDERS WHO WERE CONVICTED AS ADULTS FOR OFFENSES THEY COMMITTED AS JUVENILES.

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://www.leg.state.co.us/billsummaries.)

The bill requires the department of corrections (department) to develop and implement a program for offenders who were sentenced to an adult prison for a felony offense committed while the offender was less than 18 years of age and who are determined to be appropriate for placement in the program. An offender serving a sentence for a felony

committed while the offender was a juvenile may apply for placement in the program if he or she has served 20 calendar years of his or her sentence and has not been released on parole.

Upon receiving a petition from an eligible offender, the executive director of the department or his or her designee shall review the petition. In determining whether to place an offender in the program, the executive director or his or her designee shall consider certain criteria.

An offender who successfully completes the program may apply to the governor for early parole. The governor may grant early parole to such an offender if, in the governor's opinion, extraordinary mitigating circumstances exist and the offender's release from custody is compatible with the safety and welfare of society. The state board of parole shall make a recommendation to the governor concerning whether early parole should be granted to such an offender.

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

1

2

3

4

5

6

7

8

9

10

11

12

13

14

15

16

17

SECTION 1. Legislative declaration. (1) The general assembly finds and declares that:

- (a) The United States supreme court has held in several recent decisions regarding the criminal sentencing of juveniles that children are constitutionally different than adults for purposes of sentencing and should be given a meaningful opportunity for release based on demonstrated maturity and rehabilitation;
- (b) Colorado recognizes that children have not yet reached developmental maturity before the age of eighteen years and therefore have a heightened capacity to change behavior and a greater potential for rehabilitation;
- (c) Colorado has many offenders currently serving sentences in the department of corrections who committed crimes when they were less than eighteen years old and who no longer present a threat to public safety; and
 - (d) Colorado is committed to research-based best practices in the

-2- SB16-180

1	development and implementation of correctional policies and practices.
2	(2) Now, therefore, Colorado desires to implement a system that
3	allows any offender who committed a serious crime as a juvenile, was
4	treated as an adult by the criminal justice system, and has served more
5	than twenty calendar years of a sentence to the department of corrections,
6	during which he or she has exhibited growth and rehabilitation, the
7	opportunity to further demonstrate rehabilitation and earn early release in
8	a specialized program in a less secure setting without compromising
9	public safety.
10	SECTION 2. In Colorado Revised Statutes, add article 34 to title
11	17 as follows:
12	ARTICLE 34
13	Specialized Program For Juveniles
14	Convicted As Adults
15	17-34-101. Juveniles who are convicted as adults in district
16	court - eligibility for specialized program placement - petitions.
17	$(1) (a) \ \ Notwithstanding any other provision of law, an offender$
18	SERVING A SENTENCE IN THE DEPARTMENT FOR A FELONY OFFENSE AS A
19	RESULT OF THE FILING OF CRIMINAL CHARGES BY AN INFORMATION OR
20	INDICTMENT PURSUANT TO SECTION 19-2-517, C.R.S., OR THE TRANSFER
21	OF PROCEEDINGS TO THE DISTRICT COURT PURSUANT TO SECTION
22	19-2-518, C.R.S., AND WHO REMAINS IN THE CUSTODY OF THE
23	DEPARTMENT FOR THAT FELONY OFFENSE MAY PETITION FOR PLACEMENT
24	IN THE SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102,
25	REFERRED TO WITHIN THIS SECTION AS THE "SPECIALIZED PROGRAM", IF HE
26	OR SHE:

-3- SB16-180

1	SENTENCE; AND
2	(II) HAS NOT BEEN RELEASED ON PAROLE.
3	(b) AN OFFENDER WHO IS DESCRIBED IN PARAGRAPH (a) OF THIS
4	SUBSECTION (1) MAY APPLY FOR PLACEMENT IN THE SPECIALIZED
5	PROGRAM NOTWITHSTANDING HIS OR HER SENTENCE OR PAROLE
6	ELIGIBILITY DATE.
7	(2) UPON RECEIVING A PETITION FROM AN OFFENDER DESCRIBED
8	IN SUBSECTION (1) OF THIS SECTION, THE EXECUTIVE DIRECTOR OR HIS OR
9	HER DESIGNEE SHALL REVIEW THE PETITION AND DETERMINE WHETHER TO
10	PLACE THE OFFENDER IN THE SPECIALIZED PROGRAM. IN MAKING THIS
11	DETERMINATION, THE EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE
12	SHALL CONSIDER THE FOLLOWING CRITERIA:
13	(a) The nature of the offense and the circumstances
14	SURROUNDING THE OFFENSE, INCLUDING THE EXTENT OF THE OFFENDER'S
15	PARTICIPATION IN THE CRIMINAL CONDUCT;
16	(b) THE AGE AND MATURITY OF THE OFFENDER AT THE TIME OF THE
17	OFFENSE;
18	(c) THE BEHAVIOR OF THE OFFENDER IN ANY INSTITUTION FOR THE
19	DURATION OF HIS OR HER SENTENCE, INCLUDING CONSIDERATION OF ANY
20	VIOLATIONS OF THE INMATE CODE OF CONDUCT AND DATES OF THE
21	VIOLATIONS OR, IN THE ALTERNATIVE, THE LACK OF ANY SUCH
22	VIOLATIONS;
23	(d) THE ASSESSED RISK AND NEEDS OF THE OFFENDER;
24	(e) THE IMPACT OF THE OFFENSE ON ANY VICTIM AND ANY VICTIM'S
25	IMMEDIATE FAMILY MEMBER; AND
26	(f) Any other factor determined to be relevant by the
27	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE IN ASSESSING AND MAKING

-4- SB16-180

1	A DETERMINATION REGARDING THE OFFENDER'S DEMONSTRATED
2	REHABILITATION.
3	(3) The department shall make restorative justice
4	PRACTICES, AS DEFINED IN SECTION 18-1-901 (3) (0.5), C.R.S., AVAILABLE
5	TO ANY VICTIM OF ANY OFFENDER WHO PETITIONS FOR PLACEMENT IN THE
6	SPECIALIZED PROGRAM. ACCORDINGLY, THE DEPARTMENT SHALL PROVIDE
7	NOTICE TO ANY VICTIM, AS PROVIDED IN SECTION $24-4.1-302.5$ (1) (1.5),
8	C.R.S.
9	(4) (a) If AFTER REVIEW OF AN OFFENDER'S PETITION, THE
10	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE DETERMINES THAT THE
11	OFFENDER IS AN APPROPRIATE CANDIDATE FOR PLACEMENT IN THE
12	SPECIALIZED PROGRAM, THE DEPARTMENT SHALL PLACE THE OFFENDER IN
13	THE SPECIALIZED PROGRAM AS SOON AS PRACTICABLE.
14	(b) ANY VICTIM OR VICTIM'S IMMEDIATE FAMILY MEMBER, AS
15	Defined in Section 24-4.1-302 (5) and (6), C.R.S., has the right to be
16	INFORMED OF THE PLACEMENT OF AN OFFENDER PURSUANT TO SECTION
17	24-4.1-302.5 (1) (q), C.R.S.
18	(5) IF THE EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE DENIES
19	AN OFFENDER'S PETITION FOR PLACEMENT IN THE SPECIALIZED PROGRAM
20	BASED ON A DETERMINATION THAT THE OFFENDER IS INAPPROPRIATE FOR
21	SUCH PLACEMENT AFTER CONSIDERATION OF THE CRITERIA SET FORTH IN
22	SUBSECTION (2) OF THIS SECTION, THE OFFENDER MAY PETITION THE
23	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE FOR PLACEMENT IN THE
24	SPECIALIZED PROGRAM NOT SOONER THAN TWO YEARS AFTER THE
25	ISSUANCE OF THE DENIAL.
26	(6) THE DEPARTMENT SHALL DEVELOP POLICIES AND PROCEDURES
27	FOR THE PREPARATION, SUBMISSION, AND REVIEW OF PETITIONS FOR

-5- SB16-180

1	PLACEMENT OF OFFENDERS IN THE SPECIALIZED PROGRAM, AS DESCRIBED
2	IN THIS SECTION.
3	17-34-102. Specialized program for juveniles convicted as
4	adults - report - repeal. (1) The department shall develop and
5	IMPLEMENT A SPECIALIZED PROGRAM FOR OFFENDERS WHO HAVE BEEN
6	SENTENCED TO AN ADULT PRISON FOR A FELONY OFFENSE COMMITTED
7	WHILE THE OFFENDER WAS LESS THAN EIGHTEEN YEARS OF AGE AS A
8	RESULT OF THE FILING OF CRIMINAL CHARGES BY AN INFORMATION OR
9	INDICTMENT PURSUANT TO SECTION 19-2-517, C.R.S., OR THE TRANSFER
10	OF PROCEEDINGS TO THE DISTRICT COURT PURSUANT TO SECTION
11	19-2-518, C.R.S., AND WHO ARE DETERMINED TO BE APPROPRIATE FOR
12	PLACEMENT IN THE SPECIALIZED PROGRAM. THE DEPARTMENT SHALL
13	IMPLEMENT THE SPECIALIZED PROGRAM IN CONJUNCTION WITH A MINIMUM
14	SECURITY FACILITY OPERATED BY, OR UNDER CONTRACT WITH, THE
15	DEPARTMENT.
16	(2) THE SPECIALIZED PROGRAM MUST INCLUDE COMPONENTS THAT
17	ALLOW AN OFFENDER TO EXPERIENCE A LESS SECURE PLACEMENT WITH
18	MORE INDEPENDENCE IN DAILY LIFE, WITH ADDITIONAL WORK-RELATED
19	RESPONSIBILITIES AND OTHER PROGRAM COMPONENTS THAT WILL ASSIST
20	AND SUPPORT THE OFFENDER'S SUCCESSFUL REINTEGRATION INTO THE
21	COMMUNITY OF TEENAGE OFFENDERS WHO HAVE NEVER LIVED
22	INDEPENDENTLY OR FUNCTIONED IN THE COMMUNITY AS AN ADULT. THE
23	SPECIALIZED PROGRAM MUST ALSO INCLUDE THE BEST AND MOST
24	PROMISING PRACTICES IN INDEPENDENT LIVING SKILLS DEVELOPMENT,
25	REENTRY SERVICES FOR LONG-TERM OFFENDERS, AND INTENSIVE
26	SUPERVISION AND MONITORING.
27	(3) The department shall make restorative justice

-6- SB16-180

PRACTICES, AS DEFINED IN SECTION 18-1-901 (3) (o.5), C.R.S., AVAILABLE
TO ANY VICTIM OF ANY OFFENDER WHO IS PLACED IN THE SPECIALIZED
PROGRAM. ACCORDINGLY, THE DEPARTMENT SHALL PROVIDE NOTICE TO
ANY VICTIM, AS PROVIDED IN SECTION 24-4.1-302.5 (1) (1.5), C.R.S.

(4) (a) THE DEPARTMENT SHALL COMPLETE THE DESIGN OF THE
SPECIALIZED PROGRAM ON OR BEFORE DECEMBER 31, 2016. THE

- SPECIALIZED PROGRAM ON OR BEFORE DECEMBER 31, 2016. THE DEPARTMENT SHALL COMMENCE PLACEMENT OF ELIGIBLE OFFENDERS IN THE SPECIALIZED PROGRAM ON OR BEFORE MARCH 31, 2017. IF THE SPECIALIZED PROGRAM CANNOT BE OPERATIONAL BY THIS DATE, THE EXECUTIVE DIRECTOR SHALL REPORT TO THE GENERAL ASSEMBLY ON OR BEFORE JANUARY 31, 2017, THE REASONS FOR THE DELAY AND THE DATE THAT THE SPECIALIZED PROGRAM WILL BE OPERATIONAL.
- 13 (b) This subsection (4) is repealed, effective June 30, 2017.
 - (5) THE DEPARTMENT SHALL INCLUDE IN THE SPECIALIZED PROGRAM RULES OF CONDUCT FOR PROGRAM PARTICIPANTS AND A POLICY WHEREBY PROGRAM PARTICIPANTS WHO FAIL TO COMPLY WITH THE RULES OF CONDUCT ARE TERMINATED FROM PARTICIPATION IN THE SPECIALIZED PROGRAM AND RETURNED TO AN APPROPRIATE PRISON PLACEMENT.
 - (6) NOTWITHSTANDING ANY PROVISION OF LAW, AN OFFENDER WHO SUCCESSFULLY COMPLETES THE SPECIALIZED PROGRAM IS ELIGIBLE TO APPLY FOR EARLY PAROLE PURSUANT TO THE PROVISIONS OF SECTION 17-22.5-403 (4.5) OR 17-22.5-403.7.
 - (7) IF AN OFFENDER HAS SERVED AT LEAST TWENTY-FIVE CALENDAR YEARS OF HIS OR HER SENTENCE AND SUCCESSFULLY COMPLETED THE SPECIALIZED PROGRAM, IT IS PRESUMED THAT:
 - (a) THE OFFENDER HAS MET THE FACTUAL BURDEN OF PRESENTING EXTRAORDINARY MITIGATING CIRCUMSTANCES; AND

-7- SB16-180

1	(b) THE OFFENDER'S RELEASE TO EARLY PAROLE IS COMPATIBLE
2	WITH THE SAFETY AND WELFARE OF SOCIETY
3	(8) Notwithstanding the provisions of this section, an
4	OFFENDER WHO SUCCESSFULLY COMPLETES THE SPECIALIZED PROGRAM
5	REMAINS ELIGIBLE, LIKE ANY OTHER SENTENCED OFFENDER, TO APPLY FOR
6	CLEMENCY BY THE GOVERNOR PURSUANT TO SECTION 7 OF ARTICLE IV OF
7	THE STATE CONSTITUTION.
8	(9) On and after January 1, 2018, during its annual
9	PRESENTATION BEFORE THE JOINT JUDICIARY COMMITTEE OF THE GENERAL
10	ASSEMBLY, OR ANY SUCCESSOR JOINT COMMITTEE, PURSUANT TO SECTION
11	2-7-203, C.R.S., THE DEPARTMENT SHALL INCLUDE A STATUS REPORT
12	REGARDING THE PROGRESS AND OUTCOMES OF THE SPECIALIZED PROGRAM
13	DEVELOPED AND IMPLEMENTED BY THE DEPARTMENT PURSUANT TO THIS
14	SECTION DURING THE PRECEDING YEAR. THE REPORT, AT A MINIMUM,
15	SHALL INCLUDE:
16	(a) A DESCRIPTION OF THE SPECIALIZED PROGRAM, INCLUDING THE
17	EVIDENCE-BASED AND PROMISING PRACTICES THAT ARE INCLUDED IN THE
18	SPECIALIZED PROGRAM;
19	(b) The policies and procedures developed by the
20	DEPARTMENT TO DETERMINE WHICH ELIGIBLE OFFENDERS MAY BE PLACED
21	IN THE SPECIALIZED PROGRAM;
22	(c) The policies and procedures developed by the
23	DEPARTMENT TO ADDRESS THE CONDUCT OF PARTICIPANTS IN THE
24	SPECIALIZED PROGRAM;
25	(d) THE LOCATION OF THE PROGRAM AND THE NUMBER OF BEDS
26	AVAILABLE FOR SPECIALIZED PROGRAM PARTICIPANTS;
27	(e) THE NUMBER OF OFFENDERS SELECTED TO PARTICIPATE IN THE

-8- SB16-180

1	SPECIALIZED PROGRAM; THE NUMBER OF OFFENDERS WHO WERE DENIED
2	PLACEMENT IN THE SPECIALIZED PROGRAM, INCLUDING THE REASONS FOR
3	SUCH DENIALS; AND THE NUMBER OF OFFENDERS WHO WERE REMOVED
4	FROM THE SPECIALIZED PROGRAM AND THE REASONS FOR THEIR REMOVAL;
5	(f) A SUMMARY CONCERNING THE STAFFING OF THE SPECIALIZED
6	PROGRAM;
7	(g) Information concerning the Behavior patterns of the
8	OFFENDERS IN THE SPECIALIZED PROGRAM;
9	(h) THE NUMBER OF OFFENDERS WHO SUCCESSFULLY COMPLETED
10	THE SPECIALIZED PROGRAM;
11	(i) THE NUMBER OF SPECIALIZED PROGRAM PARTICIPANTS WHO
12	HAVE BEEN REFERRED TO THE PAROLE BOARD FOR EARLY PAROLE; AND
13	(j) THE NUMBER OF SPECIALIZED PROGRAM PARTICIPANTS WHO
14	WERE GRANTED EARLY PAROLE BY THE GOVERNOR.
15	SECTION 3. In Colorado Revised Statutes, 17-22.5-403, add
16	(4.5) as follows:
17	17-22.5-403. Parole eligibility. (4.5) (a) After considering
18	The presumptions set forth in section $17-34-102(7)$, the governor
19	MAYGRANTEARLYPAROLETOANOFFENDERTOWHOMSUBSECTION(1)OR
20	(2.5) OF THIS SECTION APPLIES WHEN THE OFFENDER SUCCESSFULLY
21	COMPLETES THE SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102
22	AFTER BEING SENTENCED TO THE DEPARTMENT FOR A FELONY OFFENSE AS
23	A RESULT OF THE FILING OF CRIMINAL CHARGES BY AN INFORMATION OR
24	INDICTMENT PURSUANT TO SECTION 19-2-517, C.R.S., OR THE TRANSFER
25	OF PROCEEDINGS TO THE DISTRICT COURT PURSUANT TO SECTION
26	19-2-518, C.R.S., IF, IN THE GOVERNOR'S OPINION, EXTRAORDINARY
27	MITIGATING CIRCUMSTANCES EXIST AND THE OFFENDER'S RELEASE FROM

-9- SB16-180

1	INSTITUTIONALCUSTODYISCOMPATIBLEWITHTHESAFETYANDWELFARE
2	OF SOCIETY.
3	(b) WHEN AN OFFENDER APPLIES FOR EARLY PAROLE PURSUANT TO
4	PARAGRAPH (a) OF THIS SUBSECTION (4.5) AFTER HAVING SUCCESSFULLY
5	COMPLETED THE SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102,
6	THE OFFENDER SHALL MAKE HIS OR HER APPLICATION TO THE GOVERNOR'S
7	OFFICE WITH NOTICE AND A COPY OF THE APPLICATION SENT TO THE STATE
8	BOARD OF PAROLE CREATED IN SECTION 17-2-201. THE STATE BOARD OF
9	PAROLE SHALL REVIEW THE OFFENDER'S APPLICATION AND ALL
10	SUPPORTING DOCUMENTS AND SCHEDULE A HEARING IF APPROPRIATE. NOT
11	LATER THAN NINETY DAYS AFTER RECEIPT OF A COPY OF AN OFFENDER'S
12	APPLICATION FOR EARLY PAROLE, THE STATE BOARD OF PAROLE, AFTER
13	CONSIDERING THE PRESUMPTIONS SET FORTH IN SECTION 17-34-102 (7),
14	SHALL MAKE A RECOMMENDATION TO THE GOVERNOR CONCERNING
15	WHETHER EARLY PAROLE SHOULD BE GRANTED TO THE OFFENDER.
16	(c) THE DEPARTMENT, IN CONSULTATION WITH THE STATE BOARD
17	OF PAROLE, SHALL DEVELOP ANY NECESSARY POLICIES AND PROCEDURES
18	TO IMPLEMENT THIS SUBSECTION (4.5), INCLUDING PROCEDURES FOR
19	PROVIDING NOTICE TO ANY VICTIM, AS REQUIRED BY SECTION 24-4.1-302.5
20	(1) (1.5), C.R.S., AND TO THE DISTRICT ATTORNEY'S OFFICE THAT
21	PROSECUTED THE CRIME FOR WHICH THE OFFENDER WAS SENTENCED.
22	SECTION 4. In Colorado Revised Statutes, 17-22.5-403.7,
23	amend (2); and add (6) as follows:
24	17-22.5-403.7. Parole eligibility - class 1 felony - juvenile
25	offender convicted as adult. (2) After considering the
26	PRESUMPTIONS SET FORTH IN SECTION 17-34-102 (7), the governor may
27	grant parole to an inmate prior to the inmate's parole eligibility date if, in

-10- SB16-180

the governor's opinion, extraordinary mitigating circumstances exist and the inmate's release from institutional custody is compatible with the safety and welfare of society.

- (6) (a) When anoffender applies for early parole pursuant to this section after having successfully completed the specialized program described in section 17-34-102, the offender shall make his or her application to the governor's office with notice and a copy of the application sent to the state board of parole created in section 17-2-201. The state board of parole shall review the offender's application and all supporting documents and schedule a hearing if appropriate. Not later than ninety days after receipt of a copy of an offender's application for early parole, the state board of parole, after considering the presumptions set forth in section 17-34-102 (7), shall make a recommendation to the governor concerning whether early parole should be granted to the offender.
 - (b) The department, in consultation with the state board of parole, shall develop any necessary policies and procedures to implement this subsection (6), including procedures for providing notice to any victim, as required by section 24-4.1-302.5 (1) (1.5), C.R.S., and to the district attorney's office that prosecuted the crime for which the offender was sentenced.

SECTION 5. Act subject to petition - effective date. This act takes effect at 12:01 a.m. on the day following the expiration of the ninety-day period after final adjournment of the general assembly (August 10, 2016, if adjournment sine die is on May 11, 2016); except that, if a referendum petition is filed pursuant to section 1 (3) of article V of the

-11- SB16-180

- state constitution against this act or an item, section, or part of this act
- within such period, then the act, item, section, or part will not take effect
- 3 unless approved by the people at the general election to be held in
- 4 November 2016 and, in such case, will take effect on the date of the
- official declaration of the vote thereon by the governor.

-12- SB16-180