Second Regular Session Seventieth General Assembly STATE OF COLORADO

PREAMENDED

This Unofficial Version Includes Committee Amendments Not Yet Adopted on Second Reading

LLS NO. 16-1179.01 Richard Sweetman x4333

SENATE BILL 16-180

SENATE SPONSORSHIP

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A BILL FOR AN ACT CONCERNING A SPECIALIZED PROGRAM WITHIN THE DEPARTMENT OF CORRECTIONS FOR CERTAIN OFFENDERS WHO WERE CONVICTED

103 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:

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2 **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

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development and implementation of correctional policies and practices.

(2) Now, therefore, Colorado desires to implement a system that allows any offender who committed a serious crime as a juvenile, was treated as an adult by the criminal justice system, and has served more than twenty calendar years of a sentence to the department of corrections, during which he or she has exhibited growth and rehabilitation, the opportunity to further demonstrate rehabilitation and earn early release in a specialized program in a less secure setting without compromising public safety.

SECTION 2. In Colorado Revised Statutes, **add** article 34 to title 17 as follows:

12 ARTICLE 34

Specialized Program For Juveniles

Convicted As Adults

17-34-101. Juveniles who are convicted as adults in district court - eligibility for specialized program placement - petitions. (1) (a) Notwithstanding any other provision of Law, an offender Serving a sentence in the department for a felony offense as a result of the filing of criminal charges by an information or indictment pursuant to section 19-2-517, C.R.S., or the transfer of proceedings to the district court pursuant to section 19-2-518, C.R.S., or pursuant to either of these sections as they existed prior to their repeal and reenactment, with amendments, by House Bill 96-1005, and who remains in the custody of the department for that felony offense may petition for placement in the specialized program described in section 17-34-102, referred to within this section as the "specialized program", if he

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2	(I) HAS SERVED TWENTY CALENDAR YEARS OF HIS OR HER
3	<u>SENTENCE;</u>
4	(II) HAS NOT BEEN RELEASED ON PAROLE;
5	(III) HAS NOT BEEN CONVICTED OF A SEX OFFENSE, AS DEFINED IN
6	SECTION 16-11.7-102 (3), C.R.S.; AND
7	(IV) HAS NOT BEEN DETERMINED TO SUFFER FROM A SERIOUS
8	MENTAL ILLNESS BY THE DEPARTMENT.
9	(b) AN OFFENDER WHO IS DESCRIBED IN PARAGRAPH (a) OF THIS
10	SUBSECTION (1) MAY APPLY FOR PLACEMENT IN THE SPECIALIZED
11	PROGRAM NOTWITHSTANDING HIS OR HER SENTENCE OR PAROLE
12	ELIGIBILITY DATE.
13	(2) UPON RECEIVING A PETITION FROM AN OFFENDER DESCRIBED
14	IN SUBSECTION (1) OF THIS SECTION, THE EXECUTIVE DIRECTOR OR HIS OR
15	HER DESIGNEE SHALL REVIEW THE PETITION AND DETERMINE WHETHER TO
16	PLACE THE OFFENDER IN THE SPECIALIZED PROGRAM. IN MAKING THIS
17	DETERMINATION, THE EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE
18	SHALL CONSIDER THE FOLLOWING CRITERIA:
19	(a) THE NATURE OF THE OFFENSE AND THE CIRCUMSTANCES
20	SURROUNDING THE OFFENSE, INCLUDING THE EXTENT OF THE OFFENDER'S
21	PARTICIPATION IN THE CRIMINAL CONDUCT;
22	(b) THE AGE AND MATURITY OF THE OFFENDER AT THE TIME OF THE
23	OFFENSE;
24	(c) THE BEHAVIOR OF THE OFFENDER IN ANY INSTITUTION FOR THE
25	DURATION OF HIS OR HER SENTENCE, INCLUDING CONSIDERATION OF ANY
26	VIOLATIONS OF THE INMATE CODE OF CONDUCT AND DATES OF THE
27	VIOLATIONS OR, IN THE ALTERNATIVE, THE LACK OF ANY SUCH

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1	VIOLATIONS,
2	(d) THE ASSESSED RISK AND NEEDS OF THE OFFENDER;
3	(e) THE IMPACT OF THE OFFENSE ON ANY VICTIM AND ANY VICTIM'S
4	IMMEDIATE FAMILY MEMBER; AND
5	(f) Any other factor determined to be relevant by the
6	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE IN ASSESSING AND MAKING
7	A DETERMINATION REGARDING THE OFFENDER'S DEMONSTRATED
8	REHABILITATION.
9	(3) The department may make restorative justice
10	PRACTICES, AS DEFINED IN SECTION 18-1-901 (3) (0.5), C.R.S., AVAILABLE
11	TO ANY VICTIM OF ANY OFFENDER WHO PETITIONS FOR PLACEMENT IN THE
12	SPECIALIZED PROGRAM, AS MAY BE APPROPRIATE, BUT ONLY IF REQUESTED
13	BY THE VICTIM AND THE VICTIM HAS REGISTERED WITH THE DEPARTMENT
14	OF CORRECTIONS REQUESTING NOTICE OF VICTIMS' RIGHTS PURSUANT TO
15	THE PROVISIONS OF PART 3 OF ARTICLE 4.1 OF TITLE 24, C.R.S.
16	(4) (a) If AFTER REVIEW OF AN OFFENDER'S PETITION, THE
17	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE DETERMINES THAT THE
18	OFFENDER IS AN APPROPRIATE CANDIDATE FOR PLACEMENT IN THE
19	SPECIALIZED PROGRAM, THE DEPARTMENT SHALL PLACE THE OFFENDER IN
20	THE SPECIALIZED PROGRAM AS SOON AS PRACTICABLE.
21	(b) ANY VICTIM OR VICTIM'S IMMEDIATE FAMILY MEMBER, AS
22	DEFINED IN SECTION 24-4.1-302 (5) AND (6), C.R.S., HAS THE RIGHT TO BE
23	INFORMED OF THE PLACEMENT OF AN OFFENDER PURSUANT TO <u>SECTIONS</u>
24	24-4.1-302.5 (1) (q) AND 24-4.1-303 (14), C.R.S.
25	(5) IF THE EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE DENIES
26	AN OFFENDER'S PETITION FOR PLACEMENT IN THE SPECIALIZED PROGRAM
27	BASED ON A DETERMINATION THAT THE OFFENDER IS INAPPROPRIATE FOR

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1	SUCH PLACEMENT AFTER CONSIDERATION OF THE CRITERIA SET FORTH IN
2	SUBSECTION (2) OF THIS SECTION, THE OFFENDER MAY PETITION THE
3	EXECUTIVE DIRECTOR OR HIS OR HER DESIGNEE FOR PLACEMENT IN THE
4	SPECIALIZED PROGRAM NOT SOONER THAN THREE YEARS AFTER THE
5	ISSUANCE OF THE DENIAL.
6	(6) THE DEPARTMENT SHALL DEVELOP POLICIES AND PROCEDURES
7	FOR THE PREPARATION, SUBMISSION, AND REVIEW OF PETITIONS FOR
8	PLACEMENT OF OFFENDERS IN THE SPECIALIZED PROGRAM, AS DESCRIBED
9	IN THIS SECTION.
10	17-34-102. Specialized program for juveniles convicted as
11	adults - report - repeal. (1) The department shall develop and
12	IMPLEMENT A SPECIALIZED PROGRAM FOR OFFENDERS WHO HAVE BEEN
13	SENTENCED TO AN ADULT PRISON FOR A FELONY OFFENSE COMMITTED
14	WHILE THE OFFENDER WAS LESS THAN EIGHTEEN YEARS OF AGE AS A
15	RESULT OF THE FILING OF CRIMINAL CHARGES BY AN INFORMATION OR
16	INDICTMENT PURSUANT TO SECTION 19-2-517, C.R.S., OR THE TRANSFER
17	OF PROCEEDINGS TO THE DISTRICT COURT PURSUANT TO SECTION
18	19-2-518, C.R.S., <u>OR PURSUANT TO EITHER OF THESE SECTIONS AS THEY</u>
19	EXISTED PRIOR TO THEIR REPEAL AND REENACTMENT, WITH AMENDMENTS,
20	BY HOUSE BILL 96-1005, AND WHO ARE DETERMINED TO BE APPROPRIATE
21	FOR PLACEMENT IN THE SPECIALIZED PROGRAM. THE DEPARTMENT SHALL
22	IMPLEMENT THE SPECIALIZED PROGRAM WITHIN OR IN CONJUNCTION WITH
23	$\underline{\underline{A}}$ FACILITY OPERATED BY, OR UNDER CONTRACT WITH, THE
24	DEPARTMENT.
25	(2) THE SPECIALIZED PROGRAM MUST INCLUDE COMPONENTS THAT
26	ALLOW AN OFFENDER TO EXPERIENCE A LESS SECURE OR LESS RESTRICTIVE
27	PLACEMENT WITH MORE INDEPENDENCE IN DAILY LIFE, WITH ADDITIONAL

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1	WORK-RELATED RESPONSIBILITIES AND OTHER PROGRAM COMPONENTS
2	THAT WILL ASSIST AND SUPPORT THE OFFENDER'S SUCCESSFUL
3	REINTEGRATION INTO THE COMMUNITY OF OFFENDERS WHO HAVE
4	NEVER LIVED INDEPENDENTLY OR FUNCTIONED IN THE COMMUNITY AS AN
5	ADULT. THE SPECIALIZED PROGRAM MUST ALSO INCLUDE <u>BEST AND</u>
6	PROMISING PRACTICES IN INDEPENDENT LIVING SKILLS DEVELOPMENT,
7	REENTRY SERVICES FOR LONG-TERM OFFENDERS, AND INTENSIVE
8	SUPERVISION AND MONITORING.
9	(3) The department shall not allow any participating
10	OFFENDER TO COMPLETE THE SPECIALIZED PROGRAM IN LESS THAN THREE
11	<u>YEARS.</u>
12	(4) The department may make restorative justice
13	PRACTICES, AS DEFINED IN SECTION 18-1-901 (3) (0.5), C.R.S., AVAILABLE
14	TO ANY VICTIM OF ANY OFFENDER WHO PETITIONS FOR PLACEMENT IN THE
15	SPECIALIZED PROGRAM, AS MAY BE APPROPRIATE, BUT ONLY IF REQUESTED
16	BY THE VICTIM AND THE VICTIM HAS REGISTERED WITH THE DEPARTMENT
17	OF CORRECTIONS REQUESTING NOTICE OF VICTIMS' RIGHTS PURSUANT TO
18	THE PROVISIONS OF PART 3 OF ARTICLE 4.1 OF TITLE 24, C.R.S.
19	(5) (a) The department shall complete the design of the
20	SPECIALIZED PROGRAM ON OR BEFORE <u>AUGUST 10, 2017.</u> THE
21	DEPARTMENT SHALL COMMENCE PLACEMENT OF ELIGIBLE OFFENDERS IN
22	THE SPECIALIZED PROGRAM ON OR BEFORE $\underline{\text{November } 10, 2017.}$ If the
23	SPECIALIZED PROGRAM <u>IS NOT</u> OPERATIONAL BY THIS DATE, THE
24	EXECUTIVE DIRECTOR SHALL REPORT TO THE GENERAL ASSEMBLY ON OR
25	BEFORE NOVEMBER 30, 2017, THE REASONS FOR THE DELAY AND THE
26	DATE THAT THE SPECIALIZED PROGRAM WILL BE OPERATIONAL.
27	(b) This subsection (5) is repealed, effective <u>December 1</u> ,

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1	<u>2017.</u>
2	(6) (a) The department shall include in the specialized
3	PROGRAM RULES OF CONDUCT FOR PROGRAM PARTICIPANTS AND A POLICY
4	WHEREBY PROGRAM PARTICIPANTS WHO FAIL TO COMPLY WITH THE RULES
5	OF CONDUCT ARE TERMINATED FROM PARTICIPATION IN THE SPECIALIZED
6	PROGRAM AND RETURNED TO AN APPROPRIATE PRISON PLACEMENT.
7	(b) An offender who is terminated from the specialized
8	PROGRAM MAY NOT RE-PETITION FOR PLACEMENT IN THE SPECIALIZED
9	PROGRAM SOONER THAN THREE YEARS FROM THE DATE OF SUCH
10	TERMINATION.
11	(7) Notwithstanding any provision of law, an offender
12	WHO SUCCESSFULLY COMPLETES THE SPECIALIZED PROGRAM IS ELIGIBLE
13	TO APPLY FOR EARLY PAROLE PURSUANT TO THE PROVISIONS OF SECTION
14	17-22.5-403 (4.5) OR 17-22.5-403.7.
15	(8) If an offender has served at least twenty-five
16	CALENDAR YEARS OF HIS OR HER SENTENCE AND SUCCESSFULLY
17	COMPLETED THE SPECIALIZED PROGRAM, IT IS PRESUMED THAT:
18	(a) The offender has met the factual burden of presenting
19	EXTRAORDINARY MITIGATING CIRCUMSTANCES; AND
20	(b) THE OFFENDER'S RELEASE TO EARLY PAROLE IS COMPATIBLE
21	WITH THE SAFETY AND WELFARE OF SOCIETY
22	
23	(9) On and after January 1, 2018, during its annual
24	PRESENTATION BEFORE THE JOINT JUDICIARY COMMITTEE OF THE GENERAL
25	ASSEMBLY, OR ANY SUCCESSOR JOINT COMMITTEE, PURSUANT TO SECTION
26	2-7-203, C.R.S., THE DEPARTMENT SHALL INCLUDE A STATUS REPORT
27	REGARDING THE PROGRESS AND OUTCOMES OF THE SPECIALIZED PROGRAM

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1	DEVELOPED AND IMPLEMENTED BY THE DEPARTMENT PURSUANT TO THIS
2	SECTION DURING THE PRECEDING YEAR. THE REPORT, AT A MINIMUM,
3	SHALL INCLUDE:
4	(a) A DESCRIPTION OF THE SPECIALIZED PROGRAM, INCLUDING THE
5	EVIDENCE-BASED AND PROMISING PRACTICES THAT ARE INCLUDED IN THE
6	SPECIALIZED PROGRAM;
7	(b) The policies and procedures developed by the
8	DEPARTMENT TO DETERMINE WHICH ELIGIBLE OFFENDERS MAY BE PLACED
9	IN THE SPECIALIZED PROGRAM;
10	(c) The policies and procedures developed by the
11	DEPARTMENT TO ADDRESS THE CONDUCT OF PARTICIPANTS IN THE
12	SPECIALIZED PROGRAM;
13	(d) THE LOCATION OF THE PROGRAM AND THE NUMBER OF BEDS
14	AVAILABLE FOR SPECIALIZED PROGRAM PARTICIPANTS;
15	(e) THE NUMBER OF OFFENDERS SELECTED TO PARTICIPATE IN THE
16	SPECIALIZED PROGRAM; THE NUMBER OF OFFENDERS WHO WERE DENIED
17	PLACEMENT IN THE SPECIALIZED PROGRAM, INCLUDING THE REASONS FOR
18	SUCH DENIALS; AND THE NUMBER OF OFFENDERS WHO WERE REMOVED
19	FROM THE SPECIALIZED PROGRAM AND THE REASONS FOR THEIR REMOVAL;
20	(f) A SUMMARY CONCERNING THE STAFFING OF THE SPECIALIZED
21	PROGRAM;
22	(g) Information concerning the Behavior patterns of the
23	OFFENDERS IN THE SPECIALIZED PROGRAM;
24	(h) THE NUMBER OF OFFENDERS WHO SUCCESSFULLY COMPLETED
25	THE SPECIALIZED PROGRAM;
26	(i) THE NUMBER OF SPECIALIZED PROGRAM PARTICIPANTS WHO
27	HAVE BEEN REFERRED TO THE PAROLE BOARD FOR EARLY PAROLE; AND

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1	(J) THE NUMBER OF SPECIALIZED PROGRAM PARTICIPANTS WHO
2	WERE GRANTED EARLY PAROLE BY THE GOVERNOR.
3	SECTION 3. In Colorado Revised Statutes, 17-22.5-403, add
4	(4.5) as follows:
5	17-22.5-403. Parole eligibility. (4.5) (a) AFTER CONSIDERING
6	THE PRESUMPTIONS SET FORTH IN SECTION $\underline{17-34-102(8)}$, THE GOVERNOR
7	MAY GRANT EARLY PAROLE TO AN OFFENDER TO WHOM SUBSECTION (1) OR
8	(2.5) OF THIS SECTION APPLIES WHEN THE OFFENDER SUCCESSFULLY
9	COMPLETES THE SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102
10	IF, IN THE GOVERNOR'S OPINION, EXTRAORDINARY MITIGATING
11	CIRCUMSTANCES EXIST AND THE OFFENDER'S RELEASE FROM
12	INSTITUTIONAL CUSTODY IS COMPATIBLE WITH THE SAFETY AND WELFARE
13	OF SOCIETY.
14	(b) WHEN AN OFFENDER APPLIES FOR EARLY PAROLE PURSUANT TO
15	PARAGRAPH (a) OF THIS SUBSECTION (4.5) AFTER HAVING SUCCESSFULLY
16	COMPLETED THE SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102,
17	THE OFFENDER SHALL MAKE HIS OR HER APPLICATION TO THE GOVERNOR'S
18	OFFICE WITH NOTICE AND A COPY OF THE APPLICATION SENT TO THE STATE
19	BOARD OF PAROLE CREATED IN SECTION 17-2-201. THE STATE BOARD OF
20	PAROLE SHALL REVIEW THE OFFENDER'S APPLICATION AND ALL
21	SUPPORTING DOCUMENTS AND SCHEDULE A HEARING IF THE BOARD
22	CONSIDERS MAKING A RECOMMENDATION FOR EARLY PAROLE, AT WHICH
23	HEARING ANY VICTIM MUST HAVE THE OPPORTUNITY TO BE HEARD,
24	PURSUANT TO SECTION 24-4.1-302.5 (1) (j), C.R.S. NOT LATER THAN
25	NINETY DAYS AFTER RECEIPT OF A COPY OF AN OFFENDER'S APPLICATION
26	FOR EARLY PAROLE, THE STATE BOARD OF PAROLE, AFTER CONSIDERING
27	THE PRESUMPTIONS SET FORTH IN SECTION 17-34-102 (8), SHALL MAKE A

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1	RECOMMENDATION TO THE GOVERNOR CONCERNING WHETHER EARLY
2	PAROLE SHOULD BE GRANTED TO THE OFFENDER.
3	(c) THE DEPARTMENT, IN CONSULTATION WITH THE STATE BOARD
4	OF PAROLE, SHALL DEVELOP ANY NECESSARY POLICIES AND PROCEDURES
5	TO IMPLEMENT THIS SUBSECTION (4.5), INCLUDING PROCEDURES FOR
6	PROVIDING NOTICE TO ANY VICTIM, AS REQUIRED BY <u>SECTIONS</u>
7	24-4.1-302.5 (1) (j) AND 24-4.1-303 (14), C.R.S., AND TO THE DISTRICT
8	ATTORNEY'S OFFICE THAT PROSECUTED THE CRIME FOR WHICH THE
9	OFFENDER WAS SENTENCED.
10	SECTION 4. In Colorado Revised Statutes, 17-22.5-403.7,
11	amend (2); and add (6) as follows:
12	17-22.5-403.7. Parole eligibility - class 1 felony - juvenile
13	offender convicted as adult. (2) After considering the
14	PRESUMPTIONS SET FORTH IN SECTION 17-34-102 (8), the governor may
15	grant parole to an inmate prior to the inmate's parole eligibility date if, in
16	the governor's opinion, extraordinary mitigating circumstances exist and
17	the inmate's release from institutional custody is compatible with the
18	safety and welfare of society.
19	(6)(a) When an offender applies for early parole pursuant
20	TO THIS SECTION AFTER HAVING SUCCESSFULLY COMPLETED THE
21	SPECIALIZED PROGRAM DESCRIBED IN SECTION 17-34-102, THE OFFENDER
22	SHALL MAKE HIS OR HER APPLICATION TO THE GOVERNOR'S OFFICE WITH
23	NOTICE AND A COPY OF THE APPLICATION SENT TO THE STATE BOARD OF
24	PAROLE CREATED IN SECTION 17-2-201. THE STATE BOARD OF PAROLE
25	SHALL REVIEW THE OFFENDER'S APPLICATION AND ALL SUPPORTING
26	DOCUMENTS AND SCHEDULE A HEARING IF THE BOARD CONSIDERS MAKING
27	A RECOMMENDATION FOR EARLY PAROLE, AT WHICH HEARING ANY VICTIM

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1	MUST HAVE THE OPPORTUNITY TO BE HEARD, PURSUANT TO SECTION
2	<u>24-4.1-302.5 (1) (j), C.R.S.</u> NOT LATER THAN NINETY DAYS AFTER
3	RECEIPT OF A COPY OF AN OFFENDER'S APPLICATION FOR EARLY PAROLE,
4	THE STATE BOARD OF PAROLE, AFTER CONSIDERING THE PRESUMPTIONS
5	SET FORTH IN SECTION <u>17-34-102 (8)</u> , SHALL MAKE A RECOMMENDATION
6	TO THE GOVERNOR CONCERNING WHETHER EARLY PAROLE SHOULD BE
7	GRANTED TO THE OFFENDER.
8	(b) THE DEPARTMENT, IN CONSULTATION WITH THE STATE BOARD
9	OF PAROLE, SHALL DEVELOP ANY NECESSARY POLICIES AND PROCEDURES
10	TO IMPLEMENT THIS SUBSECTION (6), INCLUDING PROCEDURES FOR
11	PROVIDING NOTICE TO ANY VICTIM, AS REQUIRED BY <u>SECTIONS</u>
12	24-4.1-302.5 (1) (j) AND 24-4.1-303 (14), C.R.S., AND TO THE DISTRICT
13	ATTORNEY'S OFFICE THAT PROSECUTED THE CRIME FOR WHICH THE
14	OFFENDER WAS SENTENCED.
15	SECTION 5. Act subject to petition - effective date. This act
16	takes effect at 12:01 a.m. on the day following the expiration of the
17	ninety-day period after final adjournment of the general assembly (August
18	10, 2016, if adjournment sine die is on May 11, 2016); except that, if a
19	referendum petition is filed pursuant to section 1 (3) of article V of the
20	state constitution against this act or an item, section, or part of this act
21	within such period, then the act, item, section, or part will not take effect
22	unless approved by the people at the general election to be held in
23	November 2016 and, in such case, will take effect on the date of the
24	official declaration of the vote thereon by the governor.

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