

**First Regular Session  
Seventy-second General Assembly  
STATE OF COLORADO**

**PREAMENDED**

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

LLS NO. 19-0674.01 Michael Dohr x4347

**SENATE BILL 19-143**

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**SENATE SPONSORSHIP**

**Gonzales and Lee,**

**HOUSE SPONSORSHIP**

**Herod,**

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**Senate Committees**

Judiciary  
Appropriations

**House Committees**

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**A BILL FOR AN ACT**

101 **CONCERNING CHANGES RELATED TO PAROLE RELEASE TO ALLEVIATE**  
102 **PRISON POPULATION ISSUES.**

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**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 creates a new correctional facility level designation for transition centers that are used to enhance successful reintegration into the community.

Under current law, there are prison population measures that can be used when the vacancy rate drops below 2 percent. The bill changes the rate to 3 percent and adds a new measure. The new measure allows

Shading denotes HOUSE amendment. Double underlining denotes SENATE amendment.  
Capital letters or bold & italic numbers indicate new material to be added to existing statute.  
Dashes through the words indicate deletions from existing statute.

the department to submit a list of inmates who meet a specified eligibility criteria, have an approved parole plan, and have been assessed to be less than high risk to the parole board for a file review.

For technical parole violations related to possession of a deadly weapon, refusing or failing to comply with the requirements of sex offender treatment, absconding or willful failure to appear, unlawful contact with a victim, or willful tampering or removal of an electronic monitoring device, the bill allows the parole board to revoke parole and place the inmate back in prison for up to the remainder of the inmate's parole. For technical violations that do not involve the above conduct, the bill does not allow the parole board to revoke the inmate back to prison but can require programming at a transition center.

If an inmate meets criteria and has an approved parole plan, has been assessed low or very low risk, and parole guidelines recommend release, the parole board may deny parole only by a majority vote of the full board.

The bill provides an inmate released from prison without supervision the right to access reentry services for up to one year from the date of discharge.

The bill requires the parole board to table a parole release decision if it finds the inmate's parole plan is inadequate and to require a new parole plan within 30 days.

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

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3           **SECTION 1.** In Colorado Revised Statutes, 17-1-119.7, **amend**  
4 (1), (2)(a) introductory portion, (2)(a)(II), and (2)(a)(III); and **add**  
5 (2)(a)(IV) as follows:

6           **17-1-119.7. Prison population management measures.** (1) The  
7 department shall track the prison bed vacancy rate in both correctional  
8 facilities and state-funded private contract prison beds on a monthly basis.  
9 If the vacancy rate falls below ~~two~~ THREE percent for thirty consecutive  
10 days, the department shall notify the governor, the joint budget  
11 committee, the parole board, each elected district attorney, the chief judge  
12 of each judicial district, the state public defender, and the office of  
13 community corrections in the department of public safety. The department

1 shall notify the governor, the joint budget committee, the parole board,  
2 each elected district attorney, the chief judge of each judicial district, the  
3 state public defender, and the office of community corrections once the  
4 vacancy rate exceeds ~~three~~ FOUR percent for thirty consecutive days.

5 (2) (a) If the vacancy rate in correctional facilities and  
6 state-funded private contract prison beds falls below ~~two~~ THREE percent  
7 for thirty consecutive days, the department may SHALL:

8 (II) Request that the parole board review a list of inmates who are  
9 within ninety days of their mandatory release date, have an approved  
10 parole plan, and do not require full board review or victim notification  
11 pursuant to section 24-4.1-302.5 (1)(j); ~~and~~

12 (III) Coordinate with the parole board to review the list of inmates  
13 who have satisfied conditions for conditional release verified by the  
14 department of corrections, do not require full board review or victim  
15 notification pursuant to section 24-4.1-302.5 (1)(j), and have satisfied the  
16 condition or conditions required for an order to parole; AND

17 (IV) (A) SUBMIT TO THE PAROLE BOARD A LIST OF ELIGIBLE  
18 INMATES WITH A FAVORABLE PAROLE PLAN WHO HAVE BEEN ASSESSED TO  
19 BE MEDIUM OR LOWER RISK ON THE VALIDATED RISK ASSESSMENT SCALE  
20 DEVELOPED PURSUANT TO SECTION 17-22.5-404 (2). EXCEPT AS PROVIDED  
21 IN SUBSECTION (2)(a)(IV)(B) OF THIS SECTION, THE PAROLE BOARD SHALL  
22 CONDUCT A FILE REVIEW OF EACH INMATE ON THE LIST AND SET  
23 CONDITIONS OF RELEASE FOR THE INMATE WITHIN THIRTY DAYS AFTER  
24 RECEIPT OF THE LIST AND SET A DAY OF RELEASE NO LATER THAN THIRTY  
25 DAYS AFTER CONDUCTING THE FILE REVIEW.

26 (B) IF VICTIM NOTIFICATION IS REQUIRED AND A VICTIM WISHES TO  
27 PROVIDE INPUT, THE PAROLE BOARD SHALL SCHEDULE A HEARING IN LIEU

1 OF A FILE REVIEW AND SET CONDITIONS OF RELEASE FOR THE INMATE AND  
2 A DATE OF RELEASE \_\_\_\_\_ NO LATER THAN THIRTY DAYS AFTER  
3 CONDUCTING THE HEARING.

4 (C) THE PAROLE BOARD MAY TABLE A DECISION AFTER THE FILE  
5 REVIEW OR HEARING AND REQUEST ADDITIONAL INFORMATION FROM THE  
6 DEPARTMENT OR REQUEST THAT THE DEPARTMENT RESCIND AN  
7 INDIVIDUAL FOR RELEASE PURSUANT TO THIS SECTION.

8 (D) AN INMATE IS NOT ELIGIBLE FOR RELEASE PURSUANT TO THIS  
9 SECTION IF HE OR SHE HAS HAD A CLASS I CODE OF PENAL DISCIPLINE  
10 VIOLATION WITHIN THE PREVIOUS TWELVE MONTHS FROM THE DATE OF  
11 THE LIST OR SINCE INCARCERATION, WHICHEVER IS SHORTER; HAS BEEN  
12 TERMINATED FOR LACK OF PROGRESS OR DECLINED IN WRITING TO  
13 PARTICIPATE IN PROGRAMS THAT HAVE BEEN RECOMMENDED AND MADE  
14 AVAILABLE TO THE INMATE WITHIN THE PREVIOUS TWELVE MONTHS OR  
15 SINCE INCARCERATION, WHICHEVER IS SHORTER; HAS BEEN REGRESSED  
16 FROM COMMUNITY CORRECTIONS OR REVOKED FROM PAROLE WITHIN THE  
17 PREVIOUS ONE HUNDRED EIGHTY DAYS; OR HAS A PENDING FELONY  
18 CHARGE, DETAINER, OR AN EXTRADITABLE WARRANT.

19 (E) AN INMATE IS ELIGIBLE FOR RELEASE PURSUANT TO THIS  
20 SUBSECTION (2)(a)(IV) IF THE INMATE IS AT OR PAST HIS OR HER PAROLE  
21 ELIGIBILITY DATE AND IS ONLY SERVING A SENTENCE FOR A CONVICTION  
22 OF A LEVEL 3 OR LEVEL 4 DRUG FELONY OR A CLASS 3, CLASS 4, CLASS 5,  
23 OR CLASS 6 NONVIOLENT FELONY OFFENSE AS DEFINED IN SECTION  
24 17-22.5-405 (5)(b), EXCEPT FOR MENACING AS DEFINED IN SECTION  
25 18-3-206; STALKING AS DESCRIBED IN SECTION 18-9-111 (4), AS IT  
26 EXISTED PRIOR TO AUGUST 11, 2010, OR SECTION 18-3-602; OR ANY  
27 UNLAWFUL SEXUAL BEHAVIOR CONTAINED IN SECTION 16-22-102 (9); OR

1 ANY OTHER OFFENSE, THE UNDERLYING FACTUAL BASIS OF WHICH  
2 INVOLVES UNLAWFUL SEXUAL BEHAVIOR; OR THE INMATE WAS SUBJECT TO  
3 ARTICLE 6.5 OF TITLE 18, OR SECTION 18-6-801.

4 **SECTION 2.** In Colorado Revised Statutes, 17-2-103, **amend**  
5 (1.5)(d), (1.5)(g)(I), (11)(b)(I), (11)(b)(II), and (11)(b)(III); and repeal  
6 (11)(b)(III.5) as follows:

7 **17-2-103. Arrest of parolee - revocation proceedings.**  
8 (1.5) (d) If a parolee has a technical violation, the parolee's community  
9 parole officer, with the approval of the director of the division of adult  
10 parole or the director's designee, may impose a brief term of confinement  
11 in the county jail, not to exceed five FOURTEEN consecutive days, as an  
12 intermediate sanction.

13 (g) Notwithstanding any other provision of this section, a  
14 community parole officer may bypass the use of intermediate sanctions  
15 or any additional intermediate sanctions in response to a technical  
16 violation of parole and file a complaint seeking revocation of parole if:

17 (I) The parolee has received up to four intermediate sanctions  
18 committing the parolee to a brief term of incarceration in jail, EXCEPT FOR  
19 A PAROLEE FOR WHOM SUBSECTION (11)(b)(III) OF THIS SECTION APPLIES;  
20 or

21 (11) (b) (I) If the board determines that the parolee has violated  
22 parole through commission of a FELONY OR MISDEMEANOR crime, the  
23 board may revoke parole and request the sheriff of the county in which  
24 the hearing is held to transport the parolee to a place of confinement  
25 designated by the executive director for up to the remainder of the parole  
26 period.

27 (II) If the board determines that the parolee has violated any

1 condition of parole that does not involve the commission of a FELONY OR  
2 MISDEMEANOR crime ~~and the provisions of subsection (11)(b)(III) or~~  
3 ~~(11)(b)(III.5) of this section are not applicable~~, THAT INVOLVES  
4 POSSESSION OF A DEADLY WEAPON AS DEFINED IN 18-1-901, REFUSING OR  
5 FAILING TO COMPLY WITH REQUIREMENTS OF SEX OFFENDER TREATMENT,  
6 ABSCONDING, WILLFUL FAILURE TO APPEAR FOR A SUMMONS, UNLAWFUL  
7 CONTACT WITH A VICTIM, OR THE WILLFUL TAMPERING OR REMOVAL OF AN  
8 ELECTRONIC MONITORING DEVICE THAT THE PAROLEE IS REQUIRED TO  
9 WEAR AS A CONDITION OF HIS OR HER PAROLE, the board may revoke  
10 parole and request the sheriff of the county in which the hearing is held  
11 to transport the parolee to a place of confinement for up to the remainder  
12 of the parole period and order the parolee confined at a facility designated  
13 by the executive director.

14 (III) If the board determines that the parolee has violated any  
15 condition of parole that does not involve the commission of a FELONY OR  
16 MISDEMEANOR crime, the parolee has no active felony warrant, felony  
17 detainer, or pending felony criminal charge, and the parolee was on parole  
18 for an offense that was a level 3 or level 4 drug felony or CLASS 3, class  
19 4, class 5, or class 6 nonviolent felony OFFENSE as defined in section  
20 17-22.5-405 (5)(b), except for menacing as defined in section 18-3-206;  
21 STALKING AS DESCRIBED IN SECTION 18-9-111 (4), AS IT EXISTED PRIOR TO  
22 AUGUST 11, 2010, OR SECTION 18-3-602; or any unlawful sexual behavior  
23 contained in section 16-22-102 (9); OR ANY OTHER OFFENSE, THE  
24 UNDERLYING FACTUAL BASIS OF WHICH INVOLVES UNLAWFUL SEXUAL  
25 BEHAVIOR; or unless the parolee was subject to article 6.5 of title 18, or  
26 section 18-6-801, the board may revoke parole and request the sheriff of  
27 the county in which the hearing is held to transport the parolee to a place

1 of confinement for a period not to exceed thirty days and order the  
2 parolee confined at a facility designated by the executive director.

3 (III.5) ~~If the board determines that the parolee has violated any~~  
4 ~~condition of parole that does not involve the commission of a crime, the~~  
5 ~~parolee has no active felony warrant, felony detainer, or pending felony~~  
6 ~~criminal charge, and the parolee was on parole for an offense that was a~~  
7 ~~level 2 drug felony or a class 3 nonviolent felony as defined in section~~  
8 ~~17-22.5-405 (5)(b), except for stalking as described in section 18-9-111~~  
9 ~~(4), as it existed prior to August 11, 2010, or section 18-3-602, or any~~  
10 ~~unlawful sexual behavior described in section 16-22-102 (9), or unless the~~  
11 ~~parolee was subject to article 6.5 of title 18, or section 18-6-801, the~~  
12 ~~board may revoke parole and request the sheriff of the county in which~~  
13 ~~the hearing is held to transport the parolee to a place of confinement for~~  
14 ~~up to ninety days and order the parolee confined at a facility designated~~  
15 ~~by the executive director.~~

16 **SECTION 3.** In Colorado Revised Statutes, 17-2-201, **amend**  
17 **(3)(h.1)(I), (4)(f)(I)(C), (4)(f)(I)(D), and (5)(c)(II); and add (4)(f)(I)(E)**  
18 **and (19)** as follows:

19 **17-2-201. State board of parole - duties - definitions. (3) The**  
20 **chairperson, in addition to other provisions of law, has the following**  
21 **powers and duties:**

22 **(h.1) To contract with qualified individuals to serve as release**  
23 **hearing officers:**

24 **(I) To conduct parole application hearings for inmates convicted**  
25 **of class 4, class 5, or class 6 felonies or level 3 or level 4 drug felonies**  
26 **who have been assessed to be less than high risk by the Colorado risk**  
27 **assessment scale developed pursuant to section 17-22.5-404 (2)(a), OR**

1 HEARINGS PURSUANT TO SUBSECTION (19) OF THIS SECTION pursuant to  
2 rules adopted by the parole board; and

3 (4) The board has the following powers and duties:

4 (f) (I) To conduct an initial or subsequent parole release review  
5 in lieu of a hearing, without the presence of the inmate, if:

6 (C) The inmate has a statutory discharge date or mandatory  
7 release date within six months after his or her next ordinarily scheduled  
8 parole hearing and victim notification is not required pursuant to section  
9 24-4.1-302.5; or

10 (D) The inmate is assessed to be a "low" or "very low" risk on the  
11 validated risk assessment instrument developed pursuant to section  
12 17-22.5-404 (2), the inmate meets readiness criteria established by the  
13 board, and victim notification is not required pursuant to section  
14 24-4.1-302.5; OR

15 (E) THE INMATE IS SUBJECT TO SUBSECTION (19) OF THIS SECTION.

16 (5) (c) (II) EXCEPT IF THE OFFENDER IS SUBJECT TO SUBSECTION  
17 (19) OF THIS SECTION, if the offender fails to pay the restitution, he or she  
18 may be returned to the board and, upon proof of failure to pay, the board  
19 shall:

20 (19) (a) EXCEPT AS PROVIDED IN SUBSECTION (19)(b) OF THIS  
21 SECTION, IF A PERSON HAS AN APPROVED PAROLE PLAN, HAS BEEN  
22 ASSESSED TO BE LOW OR VERY LOW RISK ON THE VALIDATED RISK  
23 ASSESSMENT SCALE DEVELOPED PURSUANT TO SECTION 17-22.5-404 (2),  
24 AND THE PAROLE RELEASE GUIDELINES RECOMMEND RELEASE, THE  
25 PAROLE BOARD MAY DENY PAROLE ONLY BY A MAJORITY VOTE OF THE  
26 FULL PAROLE BOARD.

27 (b) AN INMATE IS NOT ELIGIBLE FOR RELEASE PURSUANT TO



1 SUBSECTION (19)(a) OF THIS SECTION IF HE OR SHE HAS HAD A CLASS I  
2 CODE OF PENAL DISCIPLINE VIOLATION WITHIN THE PREVIOUS TWELVE  
3 MONTHS FROM THE DATE OF CONSIDERATION BY THE PAROLE BOARD OR  
4 SINCE INCARCERATION, WHICHEVER IS SHORTER; HAS BEEN TERMINATED  
5 FOR LACK OF PROGRESS OR HAS DECLINED IN WRITING TO PARTICIPATE IN  
6 PROGRAMS THAT HAVE BEEN RECOMMENDED AND MADE AVAILABLE TO  
7 THE INMATE WITHIN THE PREVIOUS TWELVE MONTHS OR SINCE  
8 INCARCERATION, WHICHEVER IS SHORTER; HAS BEEN REGRESSED FROM  
9 COMMUNITY CORRECTIONS OR REVOKED FROM PAROLE WITHIN THE  
10 PREVIOUS ONE HUNDRED EIGHTY DAYS; IS REQUIRED TO BE CONSIDERED  
11 BY THE FULL BOARD FOR RELEASE; OR HAS A PENDING FELONY CHARGE,  
12 DETAINER, OR AN EXTRADITABLE WARRANT.

13 (c) IF THE PAROLE BOARD DENIES PAROLE TO AN INMATE  
14 PURSUANT TO SUBSECTION (19)(a) OF THIS SECTION, THE BOARD SHALL  
15 SUBMIT TO THE DEPARTMENT THE BASIS FOR THE DENIAL IN WRITING.

16 **SECTION 4.** In Colorado Revised Statutes, 17-22.5-202, **add** (5)  
17 as follows:

18 **17-22.5-202. Ticket to leave - discharge - clothes, money,**  
19 **transportation - reentry services.** (5) A PERSON DISCHARGED FROM A  
20 CORRECTIONAL FACILITY WITHOUT SUPERVISION IS ELIGIBLE TO RECEIVE  
21 REENTRY SUPPORT SERVICES FROM THE DEPARTMENT OR  
22 COMMUNITY-BASED ORGANIZATIONS THAT RECEIVE FUNDING FROM THE  
23 DEPARTMENT TO PROVIDE REENTRY SERVICES FOR UP TO ONE YEAR AFTER  
24 THE PERSON'S DATE OF DISCHARGE.

25 **SECTION 5.** In Colorado Revised Statutes, 17-22.5-402, **add** (4)  
26 as follows:

27 **17-22.5-402. Discharge from custody.** (4) A PERSON

1 DISCHARGED FROM A CORRECTIONAL FACILITY WITHOUT SUPERVISION IS  
2 ELIGIBLE TO RECEIVE REENTRY SUPPORT SERVICES FROM THE DEPARTMENT  
3 OR COMMUNITY-BASED ORGANIZATIONS THAT RECEIVE FUNDING FROM  
4 THE DEPARTMENT TO PROVIDE REENTRY SERVICES FOR UP TO ONE YEAR  
5 AFTER THE PERSON'S DATE OF DISCHARGE.

6 **SECTION 6.** In Colorado Revised Statutes, 17-22.5-403, **amend**  
7 (5) introductory portion; and **add** (7)(c) as follows:

8 **17-22.5-403. Parole eligibility.** (5) For any offender who is  
9 incarcerated for an offense committed prior to July 1, 1993, upon  
10 application for parole, the state board of parole, working in conjunction  
11 with the department and using the guidelines established pursuant to  
12 section 17-22.5-404, shall determine whether or not to grant parole and,  
13 if granted, the length of the period of parole. Prior to the parole release  
14 hearing, the division of adult parole shall conduct a parole plan  
15 investigation and inform the state board of parole of the results of the  
16 investigation. If the state board of parole finds an inmate's parole plan  
17 inadequate, it ~~may~~ SHALL table the parole release decision and ~~require the~~  
18 ~~department to submit a revised parole plan developed in conjunction with~~  
19 ~~the inmate within thirty days after the parole board's request~~ INFORM THE  
20 DIRECTOR OF THE DIVISION OF ADULT PAROLE THAT THE PAROLE PLAN IS  
21 INADEQUATE. THE DIRECTOR OF THE DIVISION OF ADULT PAROLE SHALL  
22 ENSURE THAT A REVISED PAROLE PLAN THAT ADDRESSES THE  
23 DEFICIENCIES IN THE ORIGINAL PAROLE PLAN IS SUBMITTED TO THE PAROLE  
24 BOARD WITHIN THIRTY DAYS AFTER THE NOTIFICATION. THE PAROLE  
25 BOARD IS RESPONSIBLE FOR MONITORING THE DEPARTMENT'S COMPLIANCE  
26 WITH THIS PROVISION AND SHALL NOTIFY THE DIRECTOR OF THE DIVISION  
27 OF ADULT PAROLE IF A REVISED PAROLE PLAN IS NOT SUBMITTED TO THE

1 PAROLE BOARD WITHIN THIRTY DAYS. The state board of parole may set  
2 the length of the period of parole for any time period up to the date of  
3 final discharge as determined in accordance with section 17-22.5-402. If  
4 an application for parole is refused by the state board of parole, the state  
5 board of parole shall reconsider within one year thereafter whether such  
6 inmate should be granted parole. The state board of parole shall continue  
7 such reconsideration each year thereafter until such inmate is granted  
8 parole or until such inmate is discharged pursuant to law; except that:

9 (7) (c) IF THE STATE BOARD OF PAROLE DOES NOT GRANT PAROLE  
10 PURSUANT TO SUBSECTION (7)(a) OR (7)(b) OF THIS SECTION BECAUSE IT  
11 FINDS AN INMATE'S PAROLE PLAN INADEQUATE, IT SHALL TABLE THE  
12 PAROLE RELEASE DECISION AND INFORM THE DIRECTOR OF THE DIVISION  
13 OF ADULT PAROLE THAT THE PAROLE PLAN IS INADEQUATE. THE DIRECTOR  
14 OF THE DIVISION OF ADULT PAROLE SHALL ENSURE THAT A REVISED  
15 PAROLE PLAN THAT ADDRESSES THE DEFICIENCIES IN THE ORIGINAL  
16 PAROLE PLAN IS SUBMITTED TO THE PAROLE BOARD WITHIN THIRTY DAYS  
17 AFTER THE NOTIFICATION. THE PAROLE BOARD IS RESPONSIBLE FOR  
18 MONITORING THE DEPARTMENT'S COMPLIANCE WITH THIS PROVISION AND  
19 SHALL NOTIFY THE DIRECTOR OF THE DIVISION OF ADULT PAROLE IF A  
20 REVISED PAROLE PLAN IS NOT SUBMITTED TO THE PAROLE BOARD WITHIN  
21 THIRTY DAYS.

22 **SECTION 7.** In Colorado Revised Statutes, 17-1-206.5, **amend**  
23 (1) as follows:

24 **17-1-206.5. Preparole release and revocation facility -**  
25 **community return-to-custody facility.** (1) On or before December 1,  
26 2001, the department shall issue a request for proposal for the  
27 construction and operation of a private contract prison to serve as a

1     parole and revocation center, that shall be a level III facility, as  
2     described in ~~section 17-1-104.3 (1)(a)(III)~~ SECTION 17-1-104.3  
3     (1)(a)(I)(D).

4             **SECTION 8. Effective date.** This act takes effect upon passage;  
5     except that section 1 of this act takes effect September 1, 2019.

6             **SECTION 9. Safety clause.** The general assembly hereby finds,  
7     determines, and declares that this act is necessary for the immediate  
8     preservation of the public peace, health, and safety.