First Regular Session Seventy-fifth General Assembly STATE OF COLORADO

INTRODUCED

LLS NO. 25-0731.01 Jerry Barry x4341

HOUSE BILL 25-1214

HOUSE SPONSORSHIP

Clifford,

SENATE SPONSORSHIP

Gonzales J.,

House Committees

Senate Committees

Judiciary

A BILL FOR AN ACT

101 CONCERNING MEASURES TO MAKE APPROPRIATE USE OF PRISON BEDS.

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.)

Before an individual is sentenced to the department of corrections (department) for a class 5 or 6 felony, the bill requires the court to review certain available information and to make additional findings.

The bill directs the executive director of the department (executive director) to notify the sentencing court that a person sentenced to prison for certain lower-class felonies is either past or within 90 days or less of the person's parole eligibility date.

The bill adds certified recovery residences to the lists of possible

treatment or recovery options for a parolee.

The bill eliminates the requirement that a parolee who tests positive for drugs or alcohol must pay for any treatment program ordered as a new condition of parole.

The bill repeals provisions that require approval by a majority of the members of the state board of parole (state board) for a denial of parole to certain low- or very low-risk inmates. The bill replaces these provisions by creating a presumption that certain low- or very low-risk inmates who have reached their parole eligibility dates will be granted parole. The bill also requires the state board to provide a monthly report to the department on the status of hearings for these low- and very low-risk inmates.

If an offender is otherwise eligible for parole or placement in a community corrections program but has an outstanding warrant or detainer, the parole board or the executive director shall notify the public defender liaison, who shall determine if the warrant or detainer may be resolved and notify the executive director of the outcome.

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:

- (a) The department of corrections' budget has grown by over \$246.7 million over the past six years, and its fiscal year 2024-25 budget is almost \$1.2 billion;
- (b) Prison population projections indicate continued growth in the prison population, and the department has requested an additional 427 male prison beds in its initial budget request for fiscal year 2025-26;
- (c) It is essential that the state's costly prison resources are used for those offenders for whom a different sentence is not appropriate or will not properly meet the goals of community safety and rehabilitation of the offender;
- (d) Making changes to internal processes within the department of corrections and parole board can result in better utilization of prison beds;

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(e) Over 10% of persons admitted to prison as a new court commitment are past or within 90 days or less of their parole eligibility date upon admission to prison, especially if the conviction was for a lower-level felony or drug felony. Courts, defense counsel, and prosecutors do not have sentence time computation information at the time of sentencing.

- (f) Given that these new prison admissions are past or close to their parole eligibility date, the department of corrections will be unlikely to be able to provide education, treatment, or other rehabilitative programs prior to release. Requiring the department of corrections to notify the court when a new prison admission convicted of a lower-level felony is past or near their parole eligibility date allows the court to reconsider whether a sentence to prison is the most appropriate sentence with input from the prosecutor, defense counsel, and any victim.
- (g) The number of people approved by community corrections as transition clients from prison has declined in recent years. In current law, inmates with a detainer or warrant are ineligible for referral to community corrections. Since that law went into effect, a new position was created within the office of state public defender to serve as a liaison to the department of corrections and parole board to assist with legal matters including warrants and detainers, special needs parole, and competency. Limiting the exclusionary criteria to only those situations when the warrant and detainer cannot be resolved may enable the public defender liaison to resolve outstanding warrants and detainers, creating a larger pool of potential applicants who can be considered by the community corrections boards and community corrections programs.
 - (h) Current law allows the parole board to deny parole to an

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inmate by a majority vote of the parole board when the inmate is assessed to be low or very low risk, has good institutional conduct, is program compliant, has an approved parole plan, has not been regressed from community corrections or parole within the past 180 days, does not have a warrant or detainer, and the parole release guidelines recommend release. Requiring that the inmate have an approved parole plan prior to release, rather than at the time of the parole hearing, provides greater flexibility for the parole board to work with the department of corrections if the parole board believes the parole plan is not adequate. Similarly, the criteria that makes an inmate ineligible for parole due to a warrant or detainer was enacted prior to the creation of the public defender liaison, and this exclusionary criterion should only be applied if the public defender liaison is unable to resolve the warrant or detainer.

SECTION 2. In Colorado Revised Statutes, 16-11-301, **amend** (1); and **add** (5) as follows:

16-11-301. Sentences - commitments - correctional facilities - county jail - age limit. (1) (a) As a general rule, imprisonment for the conviction of a felony by an adult offender shall be IS served by confinement in an appropriate facility as determined by the executive director of the department of corrections. In such cases, the court will SHALL sentence the offender to the custody of the executive director of the department of corrections.

(b) (I) PRIOR TO THE IMPOSITION OF A SENTENCE TO THE DEPARTMENT OF CORRECTIONS FOR A CONVICTION OF A CLASS 5 FELONY OR CLASS 6 FELONY AT SENTENCING OR AT RESENTENCING AFTER A REVOCATION OF PROBATION OR COMMUNITY CORRECTIONS SENTENCE, THE COURT SHALL DETERMINE THAT:

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1	(A) INCARCERATION IS THE MOST SUITABLE OPTION GIVEN THE
2	FACTS AND CIRCUMSTANCES OF THE CASE; AND
3	(B) ALL OTHER REASONABLE AND APPROPRIATE SANCTIONS AND
4	SUPPORTIVE SERVICES AVAILABLE TO THE COURT HAVE BEEN TRIED AND
5	FAILED, DO NOT APPEAR LIKELY TO BE SUCCESSFUL IF TRIED, OR PRESENT
6	AN UNACCEPTABLE RISK TO PUBLIC SAFETY.
7	(II) IN MAKING THE DETERMINATION DESCRIBED IN SUBSECTION
8	(1)(b)(I) OF THIS SECTION, THE COURT SHALL REVIEW, TO THE EXTENT
9	AVAILABLE, THE INFORMATION PROVIDED BY THE SUPERVISING AGENCY,
10	WHICH MUST INCLUDE A COMPLETE STATEMENT AS TO WHAT TREATMENT
11	AND SENTENCING OPTIONS HAVE BEEN TRIED AND HAVE FAILED, WHAT
12	OTHER COMMUNITY OPTIONS ARE AVAILABLE, AND THE REASONS WHY
13	OTHER AVAILABLE COMMUNITY OPTIONS APPEAR TO BE UNLIKELY TO BE
14	SUCCESSFUL. THE SUPERVISING AGENCY SHALL PROVIDE TO THE COURT
15	THE RISK LEVEL OF THE OFFENDER AS DETERMINED BY AN
16	EVIDENCE-BASED RISK ASSESSMENT TOOL EMPLOYED BY THE SUPERVISING
17	AGENCY AND ANY OTHER INFORMATION RELEVANT TO THE OFFENDER'S
18	RISK TO PUBLIC SAFETY.
19	(5) If a sentencing court receives a notice from the
20	EXECUTIVE DIRECTOR OF THE DEPARTMENT OF CORRECTIONS PURSUANT
21	TO SECTION 17-1-103 (1)(s) THAT, AT THE TIME OF ADMISSION, AN
22	OFFENDER SENTENCED TO PRISON BY THE COURT IS EITHER PAST OR
23	WITHIN NINETY DAYS OF THE OFFENDER'S PAROLE ELIGIBILITY DATE IN THE
24	SENTENCED CASE, THE COURT SHALL NOTIFY COUNSEL FOR THE
25	DEFENDANT AND THE PROSECUTION AND REQUEST THAT THE DEFENDANT

FILE A MOTION IF THE DEFENDANT WANTS TO MOVE FOR

RECONSIDERATION. IF THE COURT RECEIVES A MOTION FOR

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1	RECONSIDERATION, THE COURT SHALL SCHEDULE A HEARING ON THE
2	MOTION WITHIN THIRTY-FIVE DAYS AFTER FILING AND, AT THE HEARING,
3	MAY IMPOSE AN ALTERNATIVE SENTENCE.
4	SECTION 3. In Colorado Revised Statutes, 17-1-103, add (1)(s)
5	as follows:
6	17-1-103. Duties of the executive director. (1) The duties of the
7	executive director are:
8	(s) If an offender is admitted to the custody of the
9	EXECUTIVE DIRECTOR AS A NEW COURT COMMITMENT SERVING A
10	SENTENCE FOR A CLASS 5 OR CLASS 6 FELONY OR A CLASS 3 OR CLASS 4
11	DRUG FELONY AND THE OFFENDER IS DETERMINED BY THE DEPARTMENT
12	AT ADMISSION TO BE PAST OR WITHIN NINETY DAYS OF THE OFFENDER'S
13	PAROLE ELIGIBILITY DATE, THE DEPARTMENT SHALL NOTIFY THE
14	SENTENCING COURT WITHIN FOURTEEN DAYS AFTER ADMISSION AND
15	PROVIDE THE COURT WITH INFORMATION ON THE PAROLE ELIGIBILITY
16	DATE, THE MANDATORY RELEASE DATE, AND THE RESULTS OF ANY INTAKE
17	ASSESSMENTS FOR THE OFFENDER.
18	SECTION 4. In Colorado Revised Statutes, 17-2-201, amend
19	(3)(h.1)(I), (4)(f)(I)(B), (4)(f)(I)(C), (5)(c)(II) introductory portion,
20	(5.5)(d)(I), (5.7) introductory portion, and (5.7)(a); and repeal
21	(4)(f)(I)(D), (4)(f)(I)(E), and (19) as follows:
22	17-2-201. State board of parole - duties - definitions. (3) The
23	chairperson, in addition to other provisions of law, has the following
24	powers and duties:
25	(h.1) To contract with qualified individuals to serve as release
26	hearing officers:
27	(I) To conduct parole application hearings for inmates convicted

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1 of class 4, class 5, or class 6 felonies or level 3 or level 4 drug felonies 2 who have been assessed to be less than high risk by the Colorado risk 3 assessment scale developed pursuant to section 17-22.5-404 (2)(a); or 4 hearings pursuant to subsection (19) of this section pursuant to rules 5 adopted by the parole board; and 6 (4) The board has the following powers and duties: 7 (f) (I) To conduct an initial or subsequent parole release review 8 in lieu of a hearing, without the presence of the inmate, if: 9 (B) A detainer from the United States immigration and customs 10 enforcement agency has been filed with the department, the inmate meets 11 the criteria for the presumption of parole in section 17-22.5-404.7, and 12 victim notification is not required pursuant to section 24-4.1-302.5; OR 13 (C) The inmate has a statutory discharge date or mandatory 14 release date within six months after his or her THE INMATE'S next 15 ordinarily scheduled parole hearing and victim notification is not required 16 pursuant to section 24-4.1-302.5. (D) The inmate is assessed to be a low or very low risk on the 17 18 validated risk assessment instrument developed pursuant to section 19 17-22.5-404 (2), the inmate meets readiness criteria established by the 20 board, and victim notification is not required pursuant to section 21 24-4.1-302.5; or 22 (E) The inmate is subject to subsection (19) of this section. 23 (5) (c) (II) Except if the offender is subject to subsection (19) of 24 this section, If the offender fails to pay the restitution, he or she THE 25 OFFENDER may be returned to the board and, upon proof of failure to pay, 26 the board shall: 27 (5.5) (d) (I) If a chemical test administered pursuant to the

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requirements of this subsection (5.5) reflects the presence of drugs or alcohol, the parolee may be required to participate at his own expense in an appropriate drug or alcohol program; community correctional nonresidential program; mental health program; CERTIFIED RECOVERY RESIDENCE, AS DEFINED IN SECTION 27-80-129; or other fee-based or non-fee-based treatment program approved by the parole board.

- (5.7) If, as a condition of parole, an offender is required to undergo counseling, or treatment, OR PARTICIPATE IN A CERTIFIED RECOVERY RESIDENCE, AS DEFINED IN SECTION 27-80-129, unless the parole board determines that treatment at another facility or with another person is warranted, the treatment or counseling must be at a facility or with a person:
- (a) Approved by the behavioral health administration in the department of human services if the treatment is for alcohol or drug abuse OR A CERTIFIED RECOVERY RESIDENCE, AS DEFINED IN SECTION 27-80-129;
- (19) (a) Except as provided in subsection (19)(b) of this section, if a person has an approved parole plan, has been assessed to be low or very low risk on the validated risk assessment scale developed pursuant to section 17-22.5-404 (2), and the parole release guidelines recommend release, the parole board may deny parole only by a majority vote of the full parole board.
- (b) An inmate is not eligible for release pursuant to subsection (19)(a) of this section if he or she has had a class I code of penal discipline violation within the previous twelve months from the date of consideration by the parole board or since incarceration, whichever is shorter; has been terminated for lack of progress or has declined in writing to participate in programs that have been recommended and made

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1	available to the inmate within the previous twelve months or since
2	incarceration, whichever is shorter; has been regressed from community
3	corrections or revoked from parole within the previous one hundred
4	eighty days; is required to be considered by the full board for release; or
5	has a pending felony charge, detainer, or an extraditable warrant.
6	(c) If the parole board denies parole to an inmate pursuant to
7	subsection (19)(a) of this section, the board shall submit to the department
8	the basis for the denial in writing.
9	SECTION 5. In Colorado Revised Statutes, 17-2-203, amend
10	(1.5)(c), (11)(c) introductory portion, and (11)(e); and add (11)(c)(III) as
11	follows:
12	17-2-103. Arrest of parolee - revocation proceedings.
13	(1.5) (c) A community parole officer shall also make referrals to any
14	needed treatment, CERTIFIED RECOVERY RESIDENCE, AS DEFINED IN
15	SECTION 27-80-129, or other support services that may help a parolee
16	become compliant with the conditions of parole and succeed in
17	reintegrating into society. For the purposes of this section, testing positive
18	for the use of illegal drugs is considered a technical violation of parole.
19	(11) (c) If the board determines that the parolee is in need of
20	treatment, the board shall consider placing the parolee in one of the
21	following treatment OR RECOVERY options and, if appropriate, may
22	modify the conditions of parole to include:
23	(III) PLACEMENT IN A CERTIFIED RECOVERY RESIDENCE, AS
24	DEFINED IN SECTION 27-80-129.
25	(e) If the parolee is unsuccessful in participating in a treatment OR
26	RECOVERY program ordered pursuant to paragraph (e) of this subsection
27	(11) SUBSECTION (11)(c) OF THIS SECTION and his or her THE PAROLEE'S

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1	participation is terminated, the board may consider placement of the
2	parolee in additional treatment, as appropriate, including a higher level of
3	treatment OR IN A CERTIFIED RECOVERY RESIDENCE, AS DEFINED IN
4	SECTION 27-80-129.
5	SECTION 6. In Colorado Revised Statutes, add 17-22.5-404.9
6	as follows:
7	17-22.5-404.9. Presumption of parole - low- and very low-risk
8	offenders - assessment - report. (1) THERE IS A PRESUMPTION, SUBJECT
9	TO THE FINAL DISCRETION OF THE PAROLE BOARD, IN FAVOR OF GRANTING
10	PAROLE AT THE FIRST OR A SUBSEQUENT PAROLE APPLICATION HEARING TO
11	AN INMATE WHO HAS REACHED THEIR PAROLE ELIGIBILITY DATE AND WHO:
12	(a) HAS BEEN ASSESSED TO BE LOW OR VERY LOW RISK ON THE
13	VALIDATED RISK ASSESSMENT SCALE DEVELOPED PURSUANT TO SECTION
14	17-22.5-404 (2)(a), AND THE ADMINISTRATIVE RELEASE GUIDELINE
15	INSTRUMENT DEVELOPED PURSUANT TO SECTION 17-22.5-107 (1)
16	RECOMMENDS RELEASE;
17	(b) Has not incurred a class I code of penal discipline
18	VIOLATION WITHIN THE PREVIOUS TWELVE MONTHS AFTER THE DATE OF
19	CONSIDERATION BY THE PAROLE BOARD OR SINCE INCARCERATION,
20	WHICHEVER IS SHORTER;
21	(c) Has not, within the twelve months preceding the
22	INMATE'S PAROLE APPLICATION HEARING, DECLINED IN WRITING TO
23	PARTICIPATE IN PROGRAMS THAT HAVE BEEN RECOMMENDED AND MADE
24	AVAILABLE TO THE INMATE;
25	(d) WAS NOT CONVICTED OF A CLASS 1 DRUG FELONY OFFENSE, A
26	CLASS 1, CLASS 2, OR CLASS 3 FELONY OFFENSE, AND IS NOT SERVING AN
27	INDETERMINATE SENTENCE PURSUANT TO SECTION 18-1.3-1004; AND

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1	(e) HAS NOT BEEN REGRESSED FROM COMMUNITY CORRECTIONS OR
2	REVOKED FROM PAROLE WITHIN THE PREVIOUS ONE HUNDRED EIGHTY
3	DAYS.
4	(2) IF THE DEPARTMENT DID NOT SUBMIT AN APPROVED PAROLE
5	PLAN PRIOR TO THE PAROLE APPLICATION HEARING OR THE PAROLE BOARD
6	CONSIDERS THE SUBMITTED PAROLE PLAN TO BE INADEQUATE, THE PAROLE
7	BOARD OR AN INDIVIDUAL MEMBER OF THE PAROLE BOARD SHALL NOT
8	DENY PAROLE AND SHALL PROCEED PURSUANT TO SECTION 17-2-201 (20).
9	(3) If an inmate who otherwise meets the criteria of
10	SUBSECTION (1) OF THIS SECTION HAS A DETAINER OR A WARRANT, THE
11	PAROLE BOARD SHALL DELAY THE HEARING OR ORDER A CONDITIONAL
12	RELEASE AND NOTIFY THE PUBLIC DEFENDER LIAISON TO DETERMINE IF
13	THE WARRANT OR DETAINER MAY BE RESOLVED. THE PUBLIC DEFENDER
14	LIAISON SHALL NOTIFY THE PAROLE BOARD OF THE OUTCOME, AND, IF THE
15	WARRANT OR DETAINER HAS BEEN REMOVED, THE PAROLE BOARD MAY
16	ORDER RELEASE OF THE INMATE. IF THE DETAINER OR WARRANT IS NOT
17	ABLE TO BE RESOLVED, THE PAROLE BOARD MAY ONLY RELEASE THE
18	INMATE TO THE CUSTODY OF THE AGENCY THAT ISSUED THE WARRANT OR
19	DETAINER.
20	(4) IF THE ADMINISTRATIVE RELEASE GUIDELINE INSTRUMENT
21	DEVELOPED PURSUANT TO SECTION 17-22.5-107 (1) RECOMMENDS
22	RELEASE, THE PAROLE BOARD SHALL ONLY DENY PAROLE BY A MAJORITY
23	VOTE OF THE FULL PAROLE BOARD.
24	(5) If the parole board denies parole to an inmate
25	PURSUANT TO THIS SECTION, THE PAROLE BOARD SHALL SUBMIT TO THE
26	DEPARTMENT AND THE INMATE THE REASONS FOR THE DENIAL IN WRITING.
27	(6) THE DEPARTMENT SHALL ENSURE THAT EVERY INMATE HAS

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1	BEEN ASSESSED ON THE VALIDATED RISK ASSESSMENT SCALE DEVELOPED
2	PURSUANT TO SECTION 17-22.5-404(2) AND THAT THE PAROLE BOARD HAS
3	THE RESULTS OF THAT ASSESSMENT PRIOR TO AN INMATE'S PAROLE
4	APPLICATION HEARING.
5	(7) THE PAROLE BOARD SHALL PROVIDE A MONTHLY REPORT TO
6	THE DEPARTMENT FOR INCLUSION IN THE DEPARTMENT'S MONTHLY
7	REPORTS ON THE NUMBER OF HEARINGS CONDUCTED THAT MET THE
8	CRITERIA PURSUANT TO THIS SECTION; THE NUMBER OF DECISIONS BY THE
9	PAROLE BOARD TO GRANT PAROLE, DEFER PAROLE, OR DELAY THE
10	HEARING; AND, IF PAROLE WAS DEFERRED OR THE HEARING DELAYED, THE
11	GENERAL REASON FOR THE DEFERRAL OR DELAY. THE INFORMATION MUST
12	BE PROVIDED BOTH FOR THE REPORTING MONTH AND YEAR TO DATE. THE
13	REPORT IS POSTED ON THE DEPARTMENT'S WEBSITE.
14	(8) WITHIN SIXTY DAYS AFTER THE EFFECTIVE DATE OF THIS
15	SECTION, THE DEPARTMENT SHALL IDENTIFY INMATES WHO MEET THE
16	CRITERIA DESCRIBED IN SUBSECTION (1) OF THIS SECTION AND PROVIDE A
17	LIST TO THE PAROLE BOARD. THE PAROLE BOARD SHALL SCHEDULE A
18	PAROLE APPLICATION HEARING FOR THE INMATES IDENTIFIED WITHIN
19	NINETY DAYS AFTER RECEIPT OF THE LIST, UNLESS THE INMATE WOULD
20	OTHERWISE HAVE A PAROLE APPLICATION HEARING IN NINETY DAYS OR
21	FEWER.
22	SECTION 7. In Colorado Revised Statutes, 18-1.3-301, add
23	(2)(b.5) as follows:
24	18-1.3-301. Authority to place offenders in community
25	corrections program. (2) (b.5) If an offender eligible for referral
26	UNDER THIS SUBSECTION (2) HAS A WARRANT OR DETAINER, THE
27	EXECUTIVE DIRECTOR OF THE DEPARTMENT OF CORRECTIONS SHALL

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1	DELAY REFERRAL AND NOTIFY THE PUBLIC DEFENDER LIAISON TO
2	DETERMINE IF THE WARRANT OR DETAINER MAY BE RESOLVED. THE
3	PUBLIC DEFENDER LIAISON SHALL NOTIFY THE DEPARTMENT OF
4	CORRECTIONS OF THE OUTCOME, AND, IF THE WARRANT OR DETAINER IS
5	REMOVED, THE DEPARTMENT SHALL MAKE A REFERRAL AS REQUIRED BY
6	SUBSECTION (2)(b) OF THIS SECTION.
7	SECTION 8. Act subject to petition - effective date -
8	applicability. (1) This act takes effect September 1, 2025; except that,
9	if a referendum petition is filed pursuant to section 1 (3) of article V of
10	the state constitution against this act or an item, section, or part of this act
11	within the ninety-day period after final adjournment of the general
12	assembly, then the act, item, section, or part will not take effect unless
13	approved by the people at the general election to be held in November
14	2026 and, in such case, will take effect January 1, 2027, or on the date of
15	the official declaration of the vote thereon by the governor, whichever is
16	later.
17	(2) This act applies to sentences entered and parole board hearings
18	held on or after the applicable effective date of this act.

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