AMENDED IN SENATE JULY 17, 1995 AMENDED IN ASSEMBLY MAY 31, 1995 AMENDED IN ASSEMBLY APRIL 25, 1995 AMENDED IN ASSEMBLY APRIL 17, 1995

CALIFORNIA LEGISLATURE—1995-96 REGULAR SESSION

### **ASSEMBLY BILL**

No. 888

# Introduced by Assembly Members Rogan and Hoge (Coauthors: Assembly Members Aguiar, Boland, Bowler, and Rainey)

(Principal coauthor: Senator Peace)

February 22, 1995

An act to amend Section 6250 of, and to add Article 4 (commencing with Section 6600) to Chapter 2 of Part 2 of Division 6 of, the Welfare and Institutions Code, relating to sexual predators.

#### LEGISLATIVE COUNSEL'S DIGEST

AB 888, as amended, Rogan. Sexually violent predators.

Existing law sets forth specified punishments for sex crimes, including, among others, rape, sodomy, oral copulation, penetration with a foreign object, and lewd and lascivious conduct.

This bill would provide that whenever the Director of Corrections determines that an individual who is *in custody* under the jurisdiction of the Department of Corrections, *and who is either serving a determinate sentence or whose parole* 

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has been revoked, may be a sexually violent predator, he or she shall, at least 6 months prior to that individual's scheduled date for release from prison or termination of parole, refer the person for evaluation and, under specified circumstances, request that a petition for commitment be filed, and the proceedings be handled, by either the district attorney or the county counsel of the county in which the person was convicted of the offense for which he or she is under the jurisdiction of the Department of Corrections. The bill would require the Department of Corrections and the Board of Prison Terms to screen the person based on whether the person has committed a sexually violent predatory offense and on a review of the person's social, criminal, and institutional history before referring the person to the State Department of Mental Health for a full evaluation.

This bill would impose a state-mandated local program by requiring the district attorney or county counsel to file, and handle all proceedings relating to, petitions for commitment.

This bill would set forth procedures and standards for the review of the petition for commitment and would provide that a person who is the subject of the petition is entitled to a trial by jury, the assistance of counsel, the right to retain experts or professional persons to perform an examination on his or her behalf, and access to all relevant medical and psychological records and reports.

This bill would require a court or jury to determine whether, beyond a reasonable doubt, the person is a sexually violent predator. If the court or jury is not satisfied beyond a reasonable doubt that the person is a sexually violent predator, the court would be required to direct that the person be released at the conclusion of the term for which he or she was initially sentenced, or that the person be unconditionally released at the end of parole. If the court or jury determines that the person is a sexually violent predator, the person would be committed for 2 years to the custody of the State Department of Mental Health for appropriate treatment and confinement in a secure facility designated by the Director of Mental Health that is located on the grounds of an institution under the jurisdiction of the Department of Corrections until his or her *diagnosed* mental abnormality or

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personality disorder has so changed that he or she is not likely to commit an act of sexual violence.

This bill would require annual evaluations of those individuals committed as sexually violent predators.

The bill also would set forth procedures and standards for requesting and hearing petitions for conditional and unconditional release.

The California Constitution requires the state to reimburse local agencies and school districts for certain costs mandated by the state. Statutory provisions establish procedures for making that reimbursement, including the creation of a State Mandates Claims Fund to pay the costs of mandates that do not exceed \$1,000,000 statewide and other procedures for claims whose statewide costs exceed \$1,000,000.

This bill would provide that, if the Commission on State Mandates determines that the bill contains costs mandated by the state, reimbursement for those costs shall be made pursuant to these statutory provisions.

Vote: majority. Appropriation: no. Fiscal committee: yes. State-mandated local program: yes.

## The people of the State of California do enact as follows:

1 SECTION 1. The Legislature finds and declares that a small but extremely dangerous group of sexually violent generally have personality 3 that diagnosable mental disorders can be identified while they 5 are incarcerated. These persons are not safe to be at large and if released represent a danger to the health and safety of others in that they are likely to engage in acts of sexual violence. The Legislature further finds and declares that it is in the interest of society to identify these individuals prior to the expiration of their terms of imprisonment. It 11 is the intent of the Legislature that once identified, these 12 individuals, if found to be likely to commit acts of sexually 13 violent criminal behavior beyond a reasonable doubt, be 14 confined and treated until such time that it can be determined that they no longer present a threat to 15 society.

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The Legislature further finds and declares that the 1 treatment needs of this population are very long term and the treatment modalities that are appropriate for this population are substantially different from those persons 5 currently receiving mental health treatment under the 6 Lanterman-Petris-Short Act (Part 1 (commencing with Section 5000) of Division 5 of the Welfare and Institutions Code) and, accordingly, a new civil commitment needs to be established to address the treatment needs of this 10 population.

SEC. 2. Section 6250 of the Welfare and Institutions 12 Code is amended to read:

6250. As used in this part, "persons subject to judicial 14 commitment" means persons who may be judicially 15 committed under this part as mentally disordered sex 16 offenders pursuant to Article 1 (commencing with 17 Section 6300), sexually violent predators pursuant to 18 Article 4 (commencing with Section 6600), or mentally 19 retarded persons pursuant to Article 2 (commencing 20 with Section 6500) of Chapter 2 of this part.

Nothing in this part shall be held to change or interfere 22 with the provisions of the Penal Code and other laws relating to mentally disordered persons charged with crime or to the criminally insane.

This part shall be liberally construed so that, as far as possible and consistent with the rights of persons subject to commitment, those persons shall be treated, not as criminals, but as sick persons.

SEC. 3. Article 4 (commencing with Section 6600) is added to Chapter 2 of Part 2 of Division 6 of the Welfare and Institutions Code, to read:

## Article 4. Sexually Violent Predators

6600. As used in this article, the following terms have 36 the following meanings:

(a) "Sexually violent predator" means a person who 38 has been convicted of a sexually violent offense against two or more victims for which he or she received a determinate sentence and who has a mental abnormality **— 5 — AB 888** 

1 or personality diagnosed mental disorder that makes the person a danger to the health and safety of others in that 3 it is likely that he or she will engage in sexually violent criminal behavior.

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Conviction of one or more of the crimes enumerated in 6 this section shall constitute evidence that may support a court or jury determination that a person is a sexually violent predator, but shall not be the sole basis for the determination.

- (b) "Sexually violent offense" means the following acts when committed by force, violence, duress, menace, or fear of immediate and unlawful bodily injury on the 13 victim or another person, and that are committed on, 14 before, or after the effective date of this article and 15 resulting result in a conviction and a determinate 16 sentence: a felony violation of paragraph paragraph subdivision (a) of Section 261, (1) 18 subdivision (a) of Section 262, Section 264.1, subdivision 19 (a) or (b) of Section 288, or subdivision (a) of Section 289 20 of the Penal Code, or sodomy or oral copulation in 21 violation of Section 286 or 288a of the Penal Code by force, 22 violence, duress, menace, or fear of immediate and 23 unlawful bodily injury on the victim or another person.
- (c) "Mental abnormality" means "Diagnosed mental 25 disorder" means a diagnosed mental disorder that includes a congenital or acquired condition affecting the emotional or volitional capacity that predisposes the person to the commission of criminal sexual acts in a degree constituting the person a menace to the health and safety of others.
- "Danger to the health and safety of others" does 32 not require proof of a recent overt act while the offender is in custody.
- (e) "Predatory" means an act is directed toward a 35 stranger or individual with whom a relationship has been 36 established or promoted for the primary purpose of victimization.
- 38 (f) "Recent overt act" means any criminal act that manifests a likelihood that the actor may engage in sexually violent predatory criminal behavior.

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6601. (a) Whenever the Director of Corrections determines that an individual who is in custody under the jurisdiction of the Department of Corrections, and who is either serving a determinate prison sentence or whose parole has been revoked, may be a sexually violent predator, the director shall, at least six months prior to that individual's scheduled date for release from prison or termination of parole, whichever is applicable, refer the person for evaluation in accordance with this section.

- (b) The person shall be screened by the Department of Corrections and the Board of Prison Terms based on whether the person has committed a sexually violent predatory offense and on a review of the person's social, 14 criminal, and institutional history. This screening shall be 15 conducted in accordance with a structured screening developed and updated 16 instrument bv the 17 Department of Mental Health in consultation with the 18 Department of Corrections. If as a result of this screening 19 it is determined that the person is likely to be a sexually 20 violent predator, the Department of Corrections shall refer the person to the State Department of Mental Health for a full evaluation of whether the person meets the criteria in Section 6600.
- (c) The State Department of Mental Health 25 evaluate the person in accordance with a standardized assessment protocol, developed and updated by the State 27 Department of Mental Health, to determine whether the person is a sexually violent predator as defined in this standardized assessment protocol 30 require assessment mental abnormalities and of 31 personality diagnosed mental disorders, as well as various factors known to be associated with the risk of reoffense among sex offenders. Risk factors to be considered shall 34 include criminal and psychosexual history, type, degree, and duration of sexual deviance, and severity personality mental disorder.
- (d) Pursuant to subdivision (c), the person shall be 38 evaluated practicing psychiatrists by two or psychologists, or one practicing psychiatrist and o practicing psychologist, designated by the Director

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Mental Health. If both evaluators concur that the person mental abnormality or personality diagnosed mental disorder such that he or she is likely to engage in acts of sexual violence without appropriate treatment and custody, the Director of Mental Health shall forward a request for a petition for commitment under Section 6602 to the county designated in subdivision (i). Copies of 8 evaluation reports and any other supporting 9 documents shall be made available to the attorney designated by the county pursuant to subdivision (i) 10 who may file a petition for commitment. 12

(e) If one of the professionals performing 13 evaluation pursuant to subdivision (d) does not concur 14 that the person meets the criteria specified in subdivision (d), but the other professional concludes that the person 16 meets those criteria, the Director of Mental Health shall arrange for further examination of the person by two 18 independent professionals selected in accordance with subdivision (g).

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- an examination by independent professionals pursuant to subdivision (e) is conducted, a petition to request commitment under this article shall only be filed if both independent professionals who evaluate person pursuant to subdivision (e) concur that the person specified 25 meets the criteria for commitment subdivision (d). The professionals selected to evaluate the person pursuant to subdivision (g) shall inform the person that the purpose of their examination is not treatment but to determine if the person meets certain criteria to be involuntarily committed pursuant to this article. It is not required that the person appreciate or understand that information.
- (g) Any independent professional who is designated 34 by the Director of Corrections or the Director of Mental 35 Health for purposes of this section shall not be a state government employee, shall have at least five years of experience in the diagnosis and treatment of mental disorders, and shall include psychiatrists and licensed psychologists who have a doctoral degree in psychology. The requirements set forth in this section also shall apply

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to any professionals appointed by the court to evaluate the person for purposes of any other proceedings under 3 this article.

State Department Mental (h) If the of Health determines that the person is a sexually violent predator as defined in this article, the Director of Mental Health shall forward a request for a petition to be filed for commitment under this article to the county designated in subdivision (i) (i). Copies of the evaluation reports and any other supporting documents shall be made available to the attorney designated by the county pursuant to may file subdivision (i) *(i)* who a petition commitment.

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(i) A petition for commitment shall be filed in the 16 superior court of the county in which the person was convicted of the offense for which he or she is under the jurisdiction of the Department of Corrections. petition shall be filed, and the proceedings shall be handled, by either the district attorney or the county counsel of that county. The county board of supervisors shall designate either the district attorney or the county counsel to assume responsibility for proceedings under this article.

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(j) The time limits set forth in this section shall not apply during the first year that this article is operative.

6602. A judge of the superior court shall review the petition and shall determine whether there is probable cause to believe that the individual named in the petition is likely to engage in sexually violent predatory criminal behavior upon his or her release. The person named in the petition shall be entitled to assistance of counsel at the probable cause hearing. In the case of a person taken back 35 into custody pursuant to subdivision (h) of Section 6601, 36 the hearing to determine probable cause shall take place within 72 hours of the time that the person is taken back into custody. If the judge determines there is not probable cause, he or she shall dismiss the petition. If the judge determines that there is probable cause, the judge \_\_ 9 \_\_ **AB 888** 

shall order that a trial be conducted to determine whether the person is, by reason of <del>mental abnormality</del> or personality diagnosed mental disorder, a danger to the health and safety of others in that the person is likely to engage in acts of sexual violence upon his or her release from the jurisdiction of the Department of Corrections.

6603. (a) A person subject to this article shall be entitled to a trial by jury, the assistance of counsel, the right to retain experts or professional persons to perform 10 an examination on his or her behalf, and have access to all relevant medical and psychological records and reports. In the case of a person who is indigent, the court shall appoint counsel to assist him or her, and, upon the person's request, assist the person in obtaining an expert or professional person to perform an examination or 16 participate in the trial on the person's behalf.

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- (b) The attorney petitioning for commitment under 18 this article shall have the right to demand that the trial be before a jury.
  - (c) If no demand is made by the person subject to this article or the petitioning attorney, the trial shall be before the court without jury.
- (d) A unanimous verdict shall be required in any jury 24 trial.

6604. The court or jury shall determine 26 beyond a reasonable doubt, the person is a sexually violent predator. If the court or jury is not satisfied 28 beyond a reasonable doubt that the person is a sexually violent predator, the court shall direct that the person be 30 released at the conclusion of the term for which he or she sentenced, or that the initially 32 unconditionally released at the end of parole, whichever is applicable. If the court or jury determines that the 34 person is a sexually violent predator, the person shall be 35 committed for two years to the custody of the State 36 Department of Mental Health for appropriate treatment 37 and confinement in a secure facility designated by the 38 Director of Mental Health, and the person shall not be kept in actual custody longer than two years unless a subsequent extended commitment is obtained from the **AB 888 — 10 —** 

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court incident to the filing of a new petition for commitment under this article or unless the term of commitment changes pursuant to subdivision (e) 4 Section 6605. Time spent on conditional release shall not 5 count toward the two-year term of commitment, unless 6 the person is placed in a locked facility by the conditional release program, in which case the time in a locked shall count toward the two-year commitment. The facility shall be located on the grounds 10 of an institution under the jurisdiction of the Department of Corrections.

- 6605. (a) A person found to be a sexual sexually 13 violent predator and committed to the custody of the 14 State Department of Mental Health shall have a current 15 examination of his or her mental condition made at least 16 once every year. The person may retain, or if he or she is indigent and so requests, the court may appoint, a 18 qualified expert or professional person to examine him or her, and the expert or professional person shall have access to all records concerning the person.
- (b) The director shall provide the committed person with an annual written notice of his or her right to petition the court for conditional release under Section 6608. The notice shall contain a waiver of rights. The director shall forward the notice and waiver form to the court with the annual report. If the person does not affirmatively waive his or her right to petition the court 28 for conditional release, the court shall set a show cause 29 hearing to determine whether facts exist that warrant a 30 hearing on whether the person's condition has so changed that he or she would not be a danger to the health and safety of others if discharged. The committed person shall have the right to be present and to have an attorney 34 represent him or her at the show cause hearing.
- (c) If the court at the show cause hearing determines 36 that probable cause exists to believe that the committed person's mental abnormality or personality diagnosed 38 mental disorder has so changed that he or she is not a danger to the health and safety of others and is not likely

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engage in sexually violent criminal behavior if discharged, then the court shall set a hearing on the issue.

- 3 (d) At the hearing, the committed person shall have the right to be present and shall be entitled to the benefit 5 of all constitutional protections that were afforded to him at the initial commitment proceeding. 6 attorney designated by the county pursuant subdivision (i) of Section 6601 shall represent the state and shall have the right to demand a jury trial and to have the committed person evaluated by experts chosen by the state. The committed person also shall have the right to demand a jury trial and to have experts evaluate him or 12 13 her on his or her behalf. The court shall appoint an expert 14 if the person is indigent and requests an appointment. The burden of proof at the hearing shall be on the state 16 to prove beyond a reasonable doubt that the committed 17 person's mental abnormality or personality diagnosed 18 mental disorder remains such that he or she is a danger 19 to the health and safety of others and is likely to engage in sexually violent criminal behavior if discharged. 21
- (e) If the court or jury rules against the committed 22 person at the hearing conducted pursuant to subdivision 23 (d), the term of commitment of the person shall run for 24 a period of two years from the date of this ruling. If the 25 court or jury rules for the committed person, he or she shall be unconditionally released and unconditionally discharged.

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- 6606. (a) A person who is committed under this article shall be provided with programming by the State Department of Mental Health which shall afford the person with treatment for his or her mental abnormality or personality diagnosed mental disorder.
- 33 (b) Amenability to treatment is not required for a 34 finding that any person is a person described in Section 35 6600, nor is it required for treatment of that person. 36 Treatment does not mean that the treatment 37 successful or potentially successful, nor does it mean that the person must recognize his or her problem 38 willingly participate in the treatment program.

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1 (c) The programming provided by State the Department of Mental Health in facilities shall be consistent with current institutional standards for the treatment of sex offenders, and shall be based on a 5 structured treatment protocol developed by the Department of Mental Health. The protocol 6 describe the number and types of treatment components that are provided in the program, and shall specify how assessment data will be used to determine the course of treatment for each individual offender. The protocol shall 10 also specify measures that will be used to assess treatment progress and changes with respect to the individual's risk 12 13 of reoffense.

6607. (a) If the Director of Mental Health person's mental abnormality or determines that the personality diagnosed mental disorder has so changed that the person is not likely to commit acts of predatory sexual violence while under supervision and treatment in the community, the director shall forward a report and recommendation for conditional release in accordance with Section 6608 to the county attorney designated in subdivision -(i) (i) of Section 6601, the attorney of record for the person, and the committing court.

(b) When a report and recommendation 25 conditional release is filed by the Director of Mental Health pursuant to subdivision (a), the court shall set a hearing in accordance with the procedures set forth in Section 6608.

6608. (a) Nothing in this article shall prohibit the 30 person who has been committed as a sexually violent predator from petitioning the court for conditional 32 release and subsequent unconditional discharge without the recommendation or concurrence of the Director of 34 Mental Health. If a person has previously filed a petition 35 for conditional release without the concurrence of the 36 director and the court determined, either upon review of the petition or following a hearing, that the petition was 38 frivolous or that the committed person's condition had not so changed that he or she would not be a danger to others in that it is not likely that he or she will engage in

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sexually violent criminal behavior if placed under supervision and treatment in the community, then the court shall deny the subsequent petition unless it contains 4 facts upon which a court could find that the condition of 5 the committed person had so changed that a hearing was 6 warranted. Upon receipt of a first or subsequent petition from a committed person without the concurrence of the director, the court shall endeavor whenever possible to review the petition and determine if it is based upon 10 frivolous grounds and, if so, shall deny the petition without a hearing. The person petitioning for conditional 12 unconditional release discharge under and subdivision shall be entitled to assistance of counsel. 13 14

(b) In no event shall a person who is committed pursuant to this article be unconditionally released from commitment until he or she has been placed in the community under supervision and observation pursuant to this section for at least one year, unless the community program director sooner makes a recommendation for 20 unconditional release as described in subdivision (g).

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- (c) The court shall give notice of the hearing date to 22 the attorney designated in subdivision (i) of Section 6601. the retained or appointed attorney for committed person, and the Director of Mental Health at least 15 court days before the hearing date.
- (d) No hearing upon the petition shall be held until the person who is committed has been under commitment 28 for confinement and care in a facility designated by the Director of Mental Health for not less than one year from 30 the date of the order of commitment.
- (e) The court shall hold a hearing to determine 32 whether the person committed would be a danger to the health and safety of others in that it is likely that he or she 34 will engage in sexually violent criminal behavior due to 35 his or her mental abnormality or personality diagnosed 36 mental disorder if under supervision and treatment in the community. If the court at the hearing determines that the committed person would not be a danger to others due to his or her mental abnormality or personality diagnosed mental disorder while under supervision and

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treatment in the community, the court shall order the committed person placed with an appropriate forensic conditional release program operated by the state for one year. A substantial portion of the state-operated forensic 5 release program shall include conditional outpatient 6 supervision and treatment. The court shall retain jurisdiction of the person throughout the course of the program. At the end of one year, the court shall hold a determine if the person 10 unconditionally released from commitment on the basis 11 that, by reason of a mental abnormality or personality 12 diagnosed mental disorder, he or she is not a danger to the 13 health and safety of others in that it is not likely that he 14 or she will engage in sexually violent criminal behavior. The court shall not make this determination until the 15 completed at least one 16 person has vear state-operated forensic conditional release program. The 17 18 court shall notify the Director of Mental Health of the 19 hearing date. 20

- (f) Before placing a committed person 21 state-operated forensic conditional release program, 22 community program director designated by the State 23 Department of Mental Health shall submit a written 24 recommendation to the court stating which forensic 25 conditional release program is most appropriate 26 supervising and treating the committed person. If the 27 court does not accept the community program director's 28 recommendation, the court shall specify the reason or 29 reasons for its order on the record. The procedures 30 described in Sections 1605 to 1610, inclusive, of the Penal 31 Code shall apply to the person placed in the forensic 32 conditional release program.
- (g) If the court determines that the person should be 34 transferred to state-operated forensic a conditional 35 release program, the community program director, or his 36 or her designee, shall make the necessary placement arrangements and, within 21 days after receiving notice of the court's finding, the person shall be placed in the community in accordance with the treatment

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supervision plan unless good cause for not doing so is presented to the court.

- (h) If the court rules against the committed person at the trial for unconditional release from commitment, the court may place the committed person on outpatient status in accordance with the procedures described in Title 15 (commencing with Section 1600) of Part 2 of the
- (i) If the court denies the petition to place the person 10 in an appropriate forensic conditional release program or if the petition for unconditional discharge is denied, the person may not file a new application until one year has elapsed from the date of the denial.

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- (j) In any hearing authorized by this section, the petitioner shall have the burden of proof preponderance of the evidence.
- (k) If the petition for conditional release is not made 18 by the director of the treatment facility to which the person is committed, no action on the petition shall be 20 taken by the court without first obtaining the written recommendation of the director of the treatment facility.
  - spent in a conditional release program pursuant to this section shall not count toward the term of commitment under this article unless the person is confined in a locked facility by the conditional release program, in which case the time spent in a locked facility shall count toward the term of commitment.
- 28 4. Notwithstanding Section 17610 SEC. 29 Government Code, if the Commission on State Mandates determines that this act contains costs mandated by the reimbursement to local agencies districts for those costs shall be made pursuant to Part 7 (commencing with Section 17500) of Division 4 of Title 34 2 of the Government Code. If the statewide cost of the 35 claim for reimbursement does not exceed one million 36 dollars (\$1,000,000), reimbursement shall be made from 37 the State Mandates Claims Fund.
- Notwithstanding Section 17580 of the Government 38 39 Code, unless otherwise specified, the provisions of this act

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- 1 shall become operative on the same date that the act 2 takes effect pursuant to the California Constitution.