

STATE OF NEW YORK

1359

2019-2020 Regular Sessions

IN ASSEMBLY

January 15, 2019

Introduced by M. of A. QUART, ROZIC, SIMON, BARRON, KIM, HYNDMAN, MOSLEY, SEAWRIGHT, COOK, ORTIZ, GLICK, D'URSO, HUNTER, SIMOTAS, D. ROSENTHAL, TAYLOR, LAVINE, RODRIGUEZ, DICKENS, DILAN, STIRPE, CARROLL, VANEL, BENEDETTO, PEOPLES-STOKES, WEPRIN, RYAN, HEVESI, DE LA ROSA, CRESPO, PRETLOW, ABINANTI, JAFFEE, DenDEKKER, BICHOTTE, PHEFFER AMATO, BLAKE, JOYNER, NIOU, ENGLEBRIGHT, WALKER, OTIS, GALEF, GOTTFRIED, L. ROSENTHAL -- Multi-Sponsored by -- M. of A. EPSTEIN, LUPARDO -- read once and referred to the Committee on Codes

AN ACT to amend the criminal procedure law, in relation to recognizance procedures and bail reform; and to repeal certain provisions of such law relating thereto

The People of the State of New York, represented in Senate and Assembly, do enact as follows:

1 Section 1. Legislative intent. The purpose of this legislation is to
2 reform the process by which courts in the state of New York evaluate
3 applications by criminal defendants who seek release on their own recog-
4 nizance. New York's current bail statute has been applied in a manner
5 that has led to unsatisfactory levels of pre-trial detention. The
6 purpose of this legislation is to ensure decarceration and release of
7 individuals on their own recognizance in the overwhelming majority of
8 criminal cases by applying a rebuttable presumption of recognizance.
9 Courts in New York must consider only admissible evidence at recogni-
10 zance hearings and must apply the least restrictive measures to ensure
11 an individual's return to court.

12 § 2. Subdivisions 3, 6 and 7 of section 500.10 of the criminal proce-
13 dure law are amended to read as follows:

14 3. [~~"Fix bail." A court fixes bail when, having acquired control over~~
15 ~~the person of a principal, it designates a sum of money and stipulates~~
16 ~~that, if bail in such amount is posted on behalf of the principal and~~
17 ~~approved, it will permit him to be at liberty during the pendency of the~~
18 ~~criminal action or proceeding involved] "Recognizance hearing" means a~~

EXPLANATION--Matter in italics (underscored) is new; matter in brackets
[-] is old law to be omitted.

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1 hearing before the court where the principal appears for the purposes of
2 the court considering recognizance or committing the principal to the
3 custody of the sheriff.

4 6. "Order of recognizance [~~or bail~~]" means a securing order releasing
5 a principal on his own recognizance [~~or fixing bail~~].

6 7. "Application for recognizance [~~or bail~~]" means an application by a
7 principal [~~that~~] to the court[~~, instead of committing him to or retain-~~
8 ~~ing him in~~] that the principal be released instead of committed to the
9 custody of the sheriff[~~, either release him on his own recognizance or~~
10 ~~fix bail~~].

11 § 3. Subdivisions 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19 of
12 section 500.10 of the criminal procedure law are REPEALED and subdivi-
13 sion 20 is renumbered subdivision 8.

14 § 4. Section 510.10 of the criminal procedure law, as amended by chap-
15 ter 459 of the laws of 1984, is amended to read as follows:

16 § 510.10 Securing order; when required.

17 1. When a principal, whose future court attendance at a criminal
18 action or proceeding is or may be required, initially comes under the
19 control of a court, such court must, by a securing order, either release
20 him or her on his or her own recognizance[~~, fix bail~~] or commit him or
21 her to the custody of the sheriff. Every court when considering an
22 application for recognizance or committing the principal to the custody
23 of the sheriff must apply a rebuttable presumption of recognizance, with
24 the exception of the following felony charges where there is a rebutta-
25 ble presumption of commitment to the custody of the sheriff:

26 (a) Criminally negligent homicide as defined in section 125.10 of the
27 penal law;

28 (b) Aggravated criminally negligent homicide as defined in section
29 125.11 of the penal law;

30 (c) Murder in the second degree as defined in section 125.25 of the
31 penal law;

32 (d) Aggravated murder as defined in section 125.26 of the penal law;

33 (e) Murder in the first degree as defined in section 125.27 of the
34 penal law;

35 (f) Rape in the first degree as defined in section 130.35 of the penal
36 law;

37 (g) Course of sexual conduct against a child in the first degree as
38 defined in section 130.75 of the penal law;

39 (h) Predatory sexual assault as defined in section 130.95 of the penal
40 law;

41 (i) Predatory sexual assault against a child as defined in section
42 130.96 of the penal law;

43 (j) Kidnapping in the first degree as defined in section 135.25 of the
44 penal law;

45 (k) Arson in the first degree as defined in section 150.20 of the
46 penal law;

47 (l) Criminal possession of a weapon in the first degree as defined in
48 section 265.04 of the penal law;

49 (m) Criminal sale of a firearm in the first degree as defined in
50 section 265.13 of the penal law;

51 (n) Terrorism in the second degree as defined in section 490.10 of the
52 penal law;

53 (o) Terrorism in the first degree as defined in section 490.15 of the
54 penal law;

55 (p) Hindering prosecution of terrorism in the first degree as defined
56 in section 490.35 of the penal law;

1 (q) Criminal possession of a chemical weapon or biological weapon in
 2 the second degree as defined in section 490.40 of the penal law;

3 (r) Criminal possession of a chemical or biological weapon in the
 4 first degree as defined in section 490.45 of the penal law;

5 (s) Criminal use of a chemical or biological weapon in the second
 6 degree as defined in section 490.50 of the penal law; or

7 (t) Criminal use of a chemical or biological weapon in the first
 8 degree as defined in section 490.55 of the penal law.

9 2. The court shall inform the principal that the conditions of the
 10 securing order are subject to modification consistent with the
 11 provisions of section 510.25 of this article.

12 3. When a securing order is revoked or otherwise terminated in the
 13 course of an uncompleted action or proceeding but the principal's future
 14 court attendance still is or may be required and he is still under the
 15 control of a court, a new securing order must be issued. When the court
 16 revokes or otherwise terminates a securing order which committed the
 17 principal to the custody of the sheriff, the court shall give written
 18 notification to the sheriff of such revocation or termination of the
 19 securing order.

20 § 5. Section 510.20 of the criminal procedure law is amended to read
 21 as follows:

22 § 510.20 Application for recognizance [~~or bail~~]; [~~making and~~] determi-
 23 nation [~~thereof in general~~] and timing.

24 1. Upon any occasion when a court is required to issue a securing
 25 order with respect to a principal, or at any time when a principal is
 26 confined in the custody of the sheriff as a result of a previously
 27 issued securing order, he may make an application for recognizance [~~or~~
 28 ~~bail~~].

29 2. Upon such application, the principal must be accorded an opportu-
 30 nity to be heard, present evidence and to contend that an order of
 31 recognizance [~~or bail must or should issue, that the court should~~
 32 ~~release him on his own recognizance rather than fix bail, and that if~~
 33 ~~bail is fixed it should be in a suggested amount and form~~] be issued.

34 3. The court shall make a pre-trial release decision for the principal
 35 without unnecessary delay, but in no case later than forty-eight hours
 36 after the principal's initial commitment to jail.

37 § 6. The criminal procedure law is amended by adding three new
 38 sections 510.25, 510.26 and 510.27 to read as follows:

39 § 510.25 Prosecutor; motion.

40 The prosecutor may file with the court at any time, including at any
 41 time before or after the principal's release from custody, a motion
 42 seeking the pre-trial detention of the principal for which the prosecu-
 43 tor shall present evidence to the court demonstrating that:

44 1. The principal will not appear in court as required; or

45 2. The principal will obstruct or attempt to obstruct justice or the
 46 criminal process; or

47 3. The principal would threaten, injure or intimidate, a prospective
 48 witness or juror.

49 § 510.26 Prosecutor; motion; evidentiary standard.

50 A motion to the court seeking pre-trial detention pursuant to section
 51 510.25 of this article must set forth admissible evidence as defined by
 52 this chapter. There shall be a rebuttable presumption that the princi-
 53 pal be detained pending trial if the court, upon consideration of the
 54 admissible evidence, determines by a preponderance of the evidence that:

55 1. None of the pre-trial supervision services available would ensure
 56 the principal's appearance in court when required; or

1 2. The principal would injure or intimidate a prospective witness or
 2 juror if released on his or her own recognizance.

3 § 510.27 Motion for rehearing; securing order.

4 1. The parties, after a determination by the court at a recognizance
 5 hearing, at any time before trial, may submit a motion to the court
 6 seeking to vacate or modify the securing order. A motion seeking to
 7 vacate or modify a securing order must include admissible evidence show-
 8 ing a change of circumstances with respect to the conditions set forth
 9 in section 510.25 of this article.

10 2. The court will determine by a preponderance of the evidence
 11 presented whether the securing order should be vacated or modified.

12 3. The court shall reopen a recognizance hearing upon its own applica-
 13 tion, at any time before trial, if the court finds that information
 14 exists that was not known to the prosecutor or principal at the time of
 15 the recognizance hearing that has a material bearing on the conditions
 16 set forth in section 510.25 of this article. The court will make this
 17 information known to the prosecutor and principal prior to the recogni-
 18 zance hearing.

19 § 7. Section 510.30 of the criminal procedure law is REPEALED and a
 20 new section 510.30 is added to read as follows:

21 § 510.30 Right to counsel.

22 A principal or defendant has the right to the aid of counsel at a
 23 recognizance hearing. If he or she appears upon such recognizance hear-
 24 ing without counsel, he or she has the following rights:

25 1. To an adjournment for the purpose of obtaining counsel; and
 26 2. To have counsel assigned by the court if he or she is financially
 27 unable to obtain the same.

28 § 8. Section 510.40 of the criminal procedure law is amended to read
 29 as follows:

30 § 510.40 Application for recognizance or [~~bail~~] commitment; [~~determi-~~
 31 ~~nation thereof~~], form of securing order and execution ther-
 32 eof.

33 1. An application for recognizance or [~~bail~~] commitment must be
 34 determined by a securing order which either:

35 (a) Grants the application and releases the principal on his or her
 36 own recognizance; or

37 (b) [~~Grants the application and fixes bail, or~~
 38 ~~(c)~~] Denies the application and commits the principal to, or retains
 39 him or her in, the custody of the sheriff.

40 2. Upon ordering that a principal be released on his or her own
 41 recognizance, the court must direct him or her to appear in the criminal
 42 action or proceeding involved whenever his or her attendance may be
 43 required and to render himself or herself at all times amenable to the
 44 orders and processes of the court. If such principal is in the custody
 45 of the sheriff [~~or at liberty upon bail at the time of the order~~], the
 46 court must direct that he or she be discharged from such custody [~~or, as~~
 47 ~~the case may be, that his bail be exonerated~~]. Any restrictions placed
 48 on a principal released on his or her own recognizance must be the least
 49 restrictive that will ensure the principal's return to court.

50 [~~3. Upon the issuance of an order fixing bail, and upon the posting~~
 51 ~~thereof, the court must examine the bail to determine whether it~~
 52 ~~complies with the order. If it does, the court must, in the absence of~~
 53 ~~some factor or circumstance which in law requires or authorizes disap-~~
 54 ~~proval thereof, approve the bail and must issue a certificate of~~
 55 ~~release, authorizing the principal to be at liberty, and, if he is in~~
 56 ~~the custody of the sheriff at the time, directing the sheriff to~~

1 ~~discharge him therefrom. If the bail fixed is not posted, or is not~~
2 ~~approved after being posted, the court must order that the principal be~~
3 ~~committed to the custody of the sheriff.]~~

4 § 9. Section 510.50 of the criminal procedure law is amended to read
5 as follows:

6 § 510.50 Enforcement of securing order.

7 When the attendance of a principal confined in the custody of the
8 sheriff is required at the criminal action or proceeding at a particular
9 time and place, the court may compel such attendance by directing the
10 sheriff to produce him or her at such time and place. If the principal
11 is at liberty on his or her own recognizance [~~or on bail~~], his or her
12 attendance may be achieved or compelled by various methods, including
13 notification and the issuance of a bench warrant, prescribed by law in
14 provisions governing such matters with respect to the particular kind of
15 action or proceeding involved.

16 § 10. The criminal procedure law is amended by adding a new section
17 510.60 to read as follows:

18 § 510.60 Statistical reports.

19 The division of criminal justice services will compile and publish
20 data on the disposition of all recognizance hearings in all courts,
21 disaggregated by county and including the following information:

- 22 1. The aggregate number of recognizance hearings;
- 23 2. The aggregate number of defendants and principals who were heard at
24 recognizance hearings;
- 25 3. The race, ethnicity, age and sex of each defendant or principal;
- 26 4. The crimes each defendant or principal were charged with; and
- 27 5. The disposition of each hearing whether for recognizance or commit-
28 ment.

29 § 11. Article 520 of the criminal procedure law is REPEALED.

30 § 12. Section 530.10 of the criminal procedure law is amended to read
31 as follows:

32 § 530.10 Order of recognizance [~~or bail~~]; in general.

33 Under circumstances prescribed in [~~this~~] article 510 of this title, a
34 court, upon application of a principal charged with a crime or a defend-
35 ant [~~charged with or~~] convicted of an offense, is required or authorized
36 to order [~~bail or~~] recognizance for the release [~~or prospective release~~]
37 of such principal or defendant, or commitment of such principal or
38 defendant during the pendency of either:

- 39 1. A criminal action based upon such charge; or
- 40 2. An appeal taken by the defendant from a judgment of conviction or
41 a sentence or from an order of an intermediate appellate court affirming
42 or modifying a judgment of conviction or a sentence.

43 § 13. Paragraph (a) of subdivision 11 of section 530.12 of the crimi-
44 nal procedure law, as amended by chapter 222 of the laws of 1994, is
45 amended to read as follows:

46 (a) revoke an order of recognizance [~~or revoke an order of bail or~~
47 ~~order forfeiture of such bail~~] and commit the defendant to custody; or

48 § 14. Sections 530.20, 530.30, 530.40, 530.45, 530.50, 530.60, 530.70
49 and 530.80 of the criminal procedure law are REPEALED.

50 § 15. This act shall take effect immediately.