

No. S277487

IN THE SUPREME COURT OF THE STATE OF CALIFORNIA

THE PEOPLE OF THE STATE OF CALIFORNIA

Plaintiff and Respondent,

vs.

TONY HARDIN

Defendant and Petitioner.

Second Appellate District, Division Seven, Case No. B315434
Los Angeles County Superior Court, Case No. A893110
The Honorable Juan Carlos Dominguez, Judge

PETITIONER'S ANSWER TO AMICUS CURIAE BRIEFS

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INTRODUCTION

Hoping to manufacture a rational basis for the exclusion of youthful offenders sentenced to life without parole for special circumstance murder from section 3051 eligibility, three amici curiae argue that they have discovered the historical smoking gun to explain the exclusion: the passage of Proposition 7 in 1978. These amici—the District Attorney of San Bernardino County, the District Attorney of Santa Clara County, and the Criminal Justice Legal Foundation (together, the “Proposition 7 Amici”)—now propose a reading of Proposition 7 that neither the Attorney General’s Office nor the Legislature itself has advanced. Proposition 7 Amici argue that Proposition 7 set the penalty for special circumstance murder as either death or life without parole, and that the Legislature was powerless to enact youth offender parole because of constitutional limitations on the ability to amend voter initiative statutes.

The problem for Amici is that they have misread the historical record. Proposition 7 did *not* set the penalties for special circumstance murder; those penalties predate Proposition 7 and were enacted by the Legislature through ordinary legislation in 1977, a year prior to the passage of Proposition 7. The Legislature was thus free to amend those penalties, codified at section 190.2 of the Penal Code, in the ordinary course. When, more than 35 years later, the Legislature created youth offender parole eligibility through the enactment and subsequent amendments to section 3051, it was fully able to extend that eligibility to youthful offenders convicted of special circumstance

murder. In light of the Legislature’s singular focus on the rehabilitative potential of youthful offenders—a principle applicable regardless of the specific crime any individual prosecutor decided to charge a youthful offender with—the Legislature’s decision to exclude youthful offenders convicted of special circumstance murder from youth offender parole hearing eligibility remains without a rational basis.

ARGUMENT

I. THE COURT SHOULD DECLINE TO CONSIDER PROPOSITION 7 AMICI’S NEWLY RAISED ARGUMENTS.

Proposition 7 Amici devote much of their briefs to arguments that were never before raised or briefed, either in front of this Court or at any other time in the proceedings below. They raise two novel arguments: *First*, that both Hardin and the government have overlooked the history of Proposition 7 and Penal Code section 190.2, which they allege provides a rational basis for the Legislature to exclude youthful offenders convicted of special circumstance murder from section 3051 eligibility; and *second*, that if an equal protection violation is found, the appropriate remedy—in accordance with their reading of Proposition 7—is to deprive some subset of youthful offenders of section 3051 youth offender parole hearing eligibility.¹ As an initial matter, the Court should decline to consider either argument as improperly raised.

¹ As discussed in section III below, it remains unclear which youthful offenders Amici propose should be deprived of parole eligibility and on what basis that decision should be made.

Because Proposition 7 Amici’s arguments were “not raised by the parties,” this Court should conclude that “it is unnecessary to address [them] at this time.” (*Prof. Engineers in Cal. Gov. v. Kempton* (2007) 40 Cal.4th 1016, 1047, fn. 12.) “It is the general rule that an amicus curiae accepts the case as he finds it and may not launch out upon a juridical expedition of its own unrelated to the actual appellate record.” (*Ibid.*, cleaned up.) “California courts will not consider issues raised for the first time by an amicus curiae.” (*Cal. Bldg. Industry Assn. v. State Water Resources Control Bd.* (2018) 4 Cal.5th 1032, 1048, fn. 12, internal quotation marks omitted.)

There is good reason why this Court should adhere to these principles and decline to consider Proposition 7 Amici’s eleventh-hour arguments here. As discussed *infra*, Proposition 7 Amici fundamentally misinterpret the enactment history of Penal Code section 190.2 and misattribute that section’s provision of penalties for special circumstance murder to Proposition 7. Had these arguments been raised before this juncture, the factual and legal errors underlying Proposition 7 Amici’s arguments would have been discovered and corrected before this case was fully briefed in front of this State’s court of last resort. In accordance with this Court’s “general rule,” *id.*, the Court should therefore decline consideration of these newly raised arguments.

II. PROPOSITION 7 DOES NOT PROVIDE A RATIONAL BASIS FOR THE LEGISLATURE’S EXCLUSION OF YOUTHFUL OFFENDERS SENTENCED TO LIFE WITHOUT PAROLE FOR SPECIAL CIRCUMSTANCE MURDER FROM YOUTH OFFENDER PAROLE HEARING ELIGIBILITY.

Despite offering no support in either the legislative record or the record in this appeal, Proposition 7 Amici raise the novel argument that a 45-year-old ballot initiative—Proposition 7—must be read to have tied the Legislature’s hands and prevented it from enacting section 3051 relief for youthful offenders convicted of special circumstance murder. (CJLF Br. at 35-36; San Bernardino County DA Br. at 26-27; Santa Clara County DA Br. at 28-30.) In particular, Proposition 7 Amici argue that Proposition 7 created a penalty framework such that defendants convicted of special circumstance murder must either be sentenced to death or life without parole. Attempts to give youth offender parole hearing relief to youthful offenders convicted of special circumstance murder, they argue, would run afoul of the constitutional rule that voter initiative statutes cannot be amended by ordinary legislative acts. (See Cal. Const., art. II, § 10, subd. (c) [“The Legislature may amend or repeal an initiative statute by another statute that becomes effective only when approved by the electors unless the initiative statute permits amendment or repeal without the electors’ approval.”].)

But Proposition 7 Amici are simply wrong on the facts: Proposition 7 did not create the penalty framework for special circumstance murder. That provision *predates* Proposition 7 and is therefore not subject to the constitutional rule limiting

amendments to initiative statutes. And even if the penalty framework were somehow subject to the constitutional limitation on amending initiative statutes, a legislative act to provide youth offender parole eligibility to youthful offenders like Hardin who were convicted of special circumstance murder would not have “amended” the penalty framework.

In short, the Legislature’s otherwise irrational decision to exclude youthful offenders convicted of special circumstance murder from section 3051 eligibility is not cured by reference to Proposition 7. While it may be true that the Court is authorized to engage in “rational speculation” in reviewing Hardin’s equal protection challenge, see *Johnson v. Dept. of J.* (2015) 60 Cal.4th 871, 881 (internal quotation marks omitted), because Proposition 7 Amici have misunderstood the legislative history and statutory framework surrounding Proposition 7, the Court should reject their invitation to engage in *irrational* speculation here. The Legislature was fully authorized to enact section 3051 relief for youthful offenders convicted of special circumstance murder. Thus, even if the Legislature erroneously relied on Proposition 7 to justify its exclusion of individuals like Hardin from section 3051 relief—which, to be clear, there is no evidence to support—that reliance would be irrational and arbitrary.

A. The Legislature was free to amend the section 190.2 framework that provides the penalties for special circumstance murder.

Proposition 7, enacted by California voters in 1978, did *not* set the penalties for special circumstance murder. Instead, the operative language of section 190.2 of the California Penal

Code—which today states that the penalty for a defendant convicted of special circumstance murder is “death or imprisonment in the state prison for life without the possibility of parole”—*predates* Proposition 7 and was in fact enacted by ordinary legislation and not voter initiative. The statutory framework for special circumstance murder penalties is not, therefore, insulated by the California Constitution’s prohibition on amending initiative statutes through ordinary legislation unless the initiative itself permits amendment. (See Cal. Const., art. II, § 10, subd. (c).) As a result, the Legislature’s decision to exclude youth offenders sentenced for special circumstance murder to life without parole cannot be rationally explained by Proposition 7.

The Legislature first enacted section 190.2 in 1973. (Stats. 1973, ch. 719, § 5; see also Steven F. Shatz & Nina Rivkind, *The California Death Penalty Scheme: Requiem for Furman?* (Dec. 1997) 72 N.Y.U. L. Rev. 1283, 1307-1314 [describing the relevant history of section 190.2].) The 1973 statute created a mandatory death penalty for special circumstance murder. After this Court struck down the mandatory death penalty provision as unconstitutional, see *Rockwell v. Super. Ct.* (1976) 18 Cal.3d 420, 445, the Legislature amended section 190.2 in 1977 to provide that the penalty for special circumstance murder is “death or confinement in the state prison for life without possibility of parole,” Stats. 1977, ch. 316, § 9.

Proposition 7—which voters enacted the following year—expanded the list of special circumstances. (Ballot Pamp., Gen.

Elec. (Nov. 7, 1978) text of Prop. 7, § 6, p. 42.) It did not, however, set the penalties for special circumstance murder. That framework predates Proposition 7 by at least one year and was enacted by the Legislature through its ordinary legislative process. Contrary to assertions by Proposition 7 Amici, nothing prevents the Legislature from amending that framework using the same ordinary legislative process.

It is true that in amending section 190.2, Proposition 7 first repealed the entirety of then-existing section 190.2 (including the provision concerning what penalties should apply to special circumstance murder) and replaced it with a new section 190.2, repeating almost verbatim the relevant provision about penalties.² (Ballot Pamp., Gen. Elec. (Nov. 7, 1978) text of Prop. 7, §§ 5, 6, pp. 41-42.) The repeal and reenactment of nearly identical statutory provisions is a quirk of the California statutory amendment process and does not alter the conclusion that the Legislature was free to change the penalties provided for in section 190.2 following passage of Proposition 7. “When an existing statutory section is amended—even in the tiniest part—the state Constitution requires the entire section to be reenacted

² The previous version of section 190.2 stated, in relevant part, that the “penalty for a defendant found guilty” of special circumstance murder “shall be death or confinement in the state prison for life without possibility of parole.” (Stats. 1977, ch. 316, § 9.) Proposition 7 enacted virtually identical language, providing that the “penalty for a defendant found guilty” of special circumstance murder “shall be death or confinement in state prison for a term of life without the possibility of parole.” (Ballot Pamp., Gen. Elec. (Nov. 7, 1978) text of Prop. 7, § 5, p. 41.)

as amended.” (*County of San Diego v. Com. on State Mandates* (2018) 6 Cal.5th 196, 208; see Cal. Const., art. IV, § 9 [“A section of a statute may not be amended unless the section is re-enacted as amended.”].)

To the extent that Proposition 7 Amici suggest that Proposition 7’s wholesale repeal and reenactment of section 190.2 protects the entirety of that statute from amendment by ordinary legislative processes, this Court has squarely foreclosed such an argument. “[T]echnical reenactments”—like the reenactment of the relevant portion of section 190.2—which “involve no substantive change in a given statutory provision” are not covered by article II, section 10 of the State Constitution. (*County of San Diego, supra*, 6 Cal.5th at p. 214); see also *Yoshisato v. Super. Ct.* (1992) 2 Cal.4th 978, 989 [rejecting an interpretation that “assigns undue import to the technical procedures for amending statutes”].) The Legislature “retains the power to amend the restated provision through the ordinary legislative process.” (*County of San Diego, supra*, 6 Cal.5th at p. 214.) Proposition 7, therefore, does nothing to provide a rational basis for the Legislature’s decision to exclude youthful offenders sentenced to life without parole for special circumstance murder from youth offender parole hearing eligibility.

Not only do the Proposition 7 Amici disregard the enactment history of special circumstance murder in California, they also overlook the fact that Proposition 7 itself acknowledged that not every person convicted of special circumstance murder would spend the rest of his or her life in prison (or be executed).

Instead, the electorate recognized that defendants sentenced to life without parole may in fact be released at some future point. Among other things, Proposition 7 mandated the so-called Briggs Instruction, pursuant to which “the jury would have to be informed that life without the possibility of parole might at a later date be subject to commutation or modification, thereby allowing parole.” (Ballot Pamp., Gen. Elec. (Nov. 7, 1978), Analysis by Legislative Analyst, pp. 32-33.)³ The Briggs Instruction “bring[s] to the jury’s attention the possibility that the defendant may be returned to society.” (*Cal. v. Ramos* (1983) 463 U.S. 992, 1003.)⁴ Thus, not only did the penalties for special circumstance murder predate Proposition 7, voters enacting Proposition 7 expressly rejected the erroneous interpretation pressed by Proposition 7 Amici here that Proposition 7 mandates that a defendant convicted of special circumstance murder either be executed or spend the rest of his or her life in prison.

³ See *People v. Valencia* (2017) 3 Cal.5th 347, 357 (noting that the Legislative Analyst is “required by law to provide and explain to voters a measure’s potential impacts” and relying on the Legislative Analyst’s interpretation of an initiative statute).

Proposition 7 amended section 190.3 to mandate that the jury “shall be instructed that a sentence of confinement to state prison for a term of life without the possibility of parole may in future after sentence is imposed, be commuted or modified to a sentence that includes the possibility of parole by the Governor of the State of California.” (Ballot Pamp., Gen. Elec. (Nov. 7, 1978) text of Prop. 7, § 8, p. 44.)

⁴ This Court subsequently held that the Briggs Instruction violated the California Constitution. (*People v. Ramos* (1984) 37 Cal.3d 136, 159.)

B. In any event, granting youth offender parole hearing relief to youthful offenders sentenced to life without parole for special circumstance murder does not amend the statutory penalties created by section 190.2.

That section 190.2's penalty framework predates Proposition 7 should be enough to dispose of Proposition 7 Amici's arguments that the Legislature excluded certain youthful offenders from section 3051 eligibility to avoid running afoul of the State Constitution's restrictions on amending initiative statutes. But even if Proposition 7 Amici were correct that the statutory framework for penalties codified at section 190.2 cannot be amended except through voter initiative, granting youth offender parole hearing eligibility to youthful offenders sentenced to life without parole for special circumstance murder does not amend section 190.2's penalty framework. Thus, the Legislature was free to grant such relief at the time it enacted and amended section 3051, and its decision to exclude those youthful offenders remains without a rational basis.

To determine whether legislation amends a voter initiative, this Court asks whether the legislation "prohibits what the initiative authorizes, or authorizes what the initiative prohibits." (*People v. Super. Ct. (Pearson)* (2010) 48 Cal.4th 564, 571.) "The Legislature remains free to address a 'related but distinct area' or a matter that an initiative measure 'does not specifically authorize or prohibit.'" (*Id.* [quoting *People v. Kelly* (2010) 47 Cal.4th 1008, 1025–1026].) If the Legislature had acted to create section 3051 eligibility for youthful offenders convicted of special circumstance murder, the article II, section 10 constitutional

analysis would “start with the presumption that the Legislature acted within its authority,” *People v. DeLeon* (2017) 3 Cal.5th 640, 651, cleaned up, and “resolv[e] all doubts in favor of the [a]ct,” *Amwest Surety Ins. Co. v. Wilson* (1995) 11 Cal.4th 1243, 1252.

Here, creating section 3051 parole eligibility for youthful offenders convicted of special circumstance murder would not have amended Proposition 7. The sentence imposed on youthful offenders for special circumstance murder would remain life without parole. “The Legislature did not envision that the original sentences of eligible youth offenders would be vacated and that new sentences would be imposed to reflect parole eligibility during the 15th, 20th, or 25th year of incarceration.” (*People v. Franklin* (2016) 63 Cal.4th 261, 278.) The youthful offender’s sentence would remain the same for practical purposes as well. The sentence of life without parole would remain on the abstract of judgment; prisons would continue to use the sentence for purposes of calculating a youthful offender’s classification score and custody level (see Cal. Code Regs., tit. 15, § 3375.3); and deadlines for seeking federal habeas relief would not be reset (see 28 U.S.C. § 2244, subd. (d)(1)). The section 190.2 penalties would therefore continue to be applicable.

III. THE REMEDY FOR THE EQUAL PROTECTION VIOLATION HERE IS EXTENDING ACCESS TO SECTION 3051 PAROLE ELIGIBILITY.

As the Court of Appeal concluded below, the appropriate remedy in this case is to grant Hardin a *Franklin* hearing to develop evidence for his youth offender parole hearing. Two

Proposition 7 Amici argue, however, that any equal protection violation should be remedied instead by *invalidating* section 3051 eligibility for some subset of youthful offenders. (See CJLF Br. at 38-39 [suggesting that the appropriate relief is to “strike[]” section 3051(b)(3), which creates youth offender parole hearing eligibility for youthful offenders who were sentenced to 25 years to life for a controlling offense]; San Bernardino County DA Br. at 27-28 [arguing, without further specification, that “the remedy is to withdraw youthful offender parole hearings from young adults”].)

These Proposition 7 Amici erroneously argue that the Court should look to the electorate’s preference in deciding whether to expand or restrict section 3051 relief. This argument again rests on the mistaken assumption that in enacting Proposition 7, California voters were the ones who set the penalty for special circumstance murder as either death or life without parole. (See CJLF Br. at 38; San Bernardino County DA Br. at 27.) As discussed in section II.A *supra*, California voters did *not* set the penalty for special circumstance murder through initiative statute; that penalty scheme predated Proposition 7 and was enacted by the Legislature in the ordinary course.

As a result, “[i]n choosing the proper remedy for an equal protection violation, our primary concern is to ascertain, as best we can, which alternative the Legislature would prefer.” (*People v. Hofsheier* (2006) 37 Cal.4th 1185, 1207, *overruled on other grounds by Johnson v. D.O.J.* (2015) 60 Cal.4th 871.) In fashioning an appropriate remedy to an underinclusive statute,

the courts have recognized a preference for extending rather than restricting benefits. (See, e.g., *Barr v. Am. Assn. of Pol. Consultants, Inc.* (2020) 140 S.Ct. 2335, 2354 [“The Court’s precedents reflect th[e] preference for extension rather than nullification.”]; *Califano v. Westcott* (1979) 443 U.S. 76, 89–90 [stating that “extension, rather than nullification, is the proper course” and noting that “equitable considerations” support the expansion of benefits to remedy an equal protection violation].) “The choice of extension over nullification also . . . ha[s] the virtue of avoiding injury to parties who are not represented in the instant litigation.” (*Tuan Anh Nguyen v. I.N.S.* (2001) 533 U.S. 53, 96 (dis. opn. of O’Connor, J.).)

Here, it is clear that “[t]otal invalidation” of section 3051 parole eligibility for some subset of youthful offenders “would undoubtedly be unacceptable to the Legislature.” (See *Hofsheier, supra*, 37 Cal.4th at p. 1208.) As discussed in Petitioner’s Answering Brief, see, e.g., pp. 30-41, the Legislature’s purpose in enacting youth offender parole hearing relief through section 3051 was singularly focused on the rehabilitative potential of youthful offenders. Indeed, in enacting the first bill creating section 3051, the Legislature expressly “recognize[d] that youthfulness both lessens a juvenile’s moral culpability and enhances the prospect that, as a youth matures into an adult and neurological development occurs, these individuals can become contributing members of society.” (Stats. 2013, ch. 312, § 1 (S.B. 260).) Through two subsequent amendments to section 3051, the Legislature *expanded* eligibility for youth offender parole

hearings, first to individuals who were younger than 23 at the time of their crimes, Stats. 2015, ch. 471, § 1 (S.B. 261), and then to those who were 25 or younger, Stats. 2017, ch. 675, § 1 (A.B. 1308). The Legislature concurrently instructed the Board of Parole Hearings to “give great weight to the diminished culpability of youth as compared to adults, the hallmark features of youth, and any subsequent growth and increased maturity of the prisoner” in determining whether to grant parole. (Pen. Code, § 4801, subd. (c).)

Nor do the Amici engage with the difficult question of how, under their proposal, the Court should decide which youthful offenders it strips of section 3051 eligibility in order to remedy the equal protection violation. The Court need not decide that question, of course, if it concludes that the appropriate remedy—in accordance with the statutory scheme and the Legislature’s intent—is to extend and not restrict eligibility for youth offender parole hearings.

It is difficult to imagine that the Legislature would choose to fully undo this rehabilitative regime as to some subset of youthful offenders if this Court finds the section 3051(h) exclusion of youthful offenders sentenced to life without parole for special circumstance murder to be unconstitutional. Instead, this Court should be “guided by the intent of the Legislature” to recognize the potential for rehabilitation of youthful offenders, see *Kopp v. Fair Pol. Pracs. Com.* (1995) 11 Cal.4th 607, 651 [quoting *Del Monte v. Wilson* (1992) 1 Cal.4th 1009, 1026], and conclude that the remedy for the equal protection violation here

is to allow youth offender parole hearings for youthful offenders convicted of special circumstance murder.

CONCLUSION

The judgment of the Court of Appeal should be affirmed.

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CERTIFICATE OF COMPLIANCE

I certify that the attached Answer to Amicus Curiae Briefs uses a 13-point Century Schoolbook font and contains 3,546 words.

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Case No: S277487

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PETITIONER’S ANSWER TO AMICUS CURIAE BRIEFS

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STATE OF CALIFORNIA
Supreme Court of California

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Case Name: **PEOPLE v.
HARDIN**

Case Number: **S277487**

Lower Court Case Number: **B315434**

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I declare under penalty of perjury under the laws of the State of California that the foregoing is true and correct.

10/2/2023

Date

/s/Sara McDermott

Signature

McDermott, Sara (307564)

Last Name, First Name (PNum)

Munger, Tolles & Olson LLP

Law Firm