

SENATE BILL NO. 87—COMMITTEE ON JUDICIARY

PREFILED JANUARY 7, 2011

Referred to Committee on Judiciary

SUMMARY—Enacts the Uniform Collateral Consequences of Conviction Act. (BDR 14-58)

FISCAL NOTE: Effect on Local Government: May have Fiscal Impact.
Effect on the State: Yes.

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EXPLANATION – Matter in *bolded italics* is new; matter between brackets [omitted material] is material to be omitted.

AN ACT relating to criminal procedure; enacting the Uniform Collateral Consequences of Conviction Act; and providing other matters properly relating thereto.

Legislative Counsel’s Digest:

1 This bill enacts the Uniform Collateral Consequences of Conviction Act.
2 **Sections 4, 5 and 8** of this bill define a collateral consequence of conviction as: (1)
3 a legal disability that occurs by operation of law because of a conviction but is not
4 part of the sentence for the crime; or (2) a disadvantage or disability that an
5 administrative agency, civil court or other state actor other than a sentencing court
6 is authorized, but not required, to impose based on a conviction.
7 **Section 13** of this bill requires the Attorney General to prepare and publish a
8 collection of the provisions of existing law which impose or authorize a collateral
9 consequence of conviction and any provisions of existing law allowing relief from
10 those collateral consequences. Under **section 23** of this bill, the first such collection
11 must be prepared on or before January 1, 2012, and under **section 13**, the Attorney
12 General must update the collection not later than 120 days after each regular
13 legislative session. **Section 13** also requires the collection to be made available on
14 the Internet not later than 10 days after it is created or updated.
15 **Sections 14 and 15** of this bill require notice of collateral consequences of
16 conviction to be provided to a defendant during a criminal case. **Section 14** requires
17 the court to provide notice of collateral consequences at the time a person receives
18 formal notice of criminal charges against him or her. **Section 15** requires certain
19 information concerning these collateral consequences to be provided at sentencing
20 and before release from incarceration.
21 **Section 16** of this bill allows a collateral consequence that is a legal disability
22 occurring by operation of law as a result of a conviction to be imposed only by
23 statute, ordinance or formally adopted regulation. **Section 17** of this bill requires
24 governmental decision makers to consider certain information when deciding
25 whether to impose a legal disadvantage or disability that the decision maker is
26 authorized, but not required, to impose based on a conviction.



27 **Section 18** of this bill defines the judgments that constitute convictions for the
28 purposes of imposing collateral consequences. **Section 18** further prescribes the
29 manner in which out-of-state convictions and juvenile adjudications will be used to
30 impose collateral consequences. **Section 18** also excludes convictions which have
31 been overturned or pardoned or which did not result in a final conviction because of
32 diversion or deferred adjudication. Under **section 18**, if another state has granted
33 certain types of relief from a conviction based on rehabilitation or the passage of
34 time, that relief has the same effect in this State as in the other state, except that the
35 relief does not remove the requirements for sex offender registration or the
36 prohibition against certain convicted persons being employed as a peace officer.

37 **Section 19** of this bill allows the sentencing court to provide at the time of
38 sentencing relief from collateral consequences of conviction related to employment,
39 education, housing, public benefits or occupational licensing. Under **section 19**,
40 such relief lifts the automatic bar of a collateral consequence and leaves an agency
41 free to consider on a case-by-case basis whether it is appropriate to deny the
42 opportunity to an individual.

43 **Section 12** of this bill provides that neither the provisions of this bill nor
44 noncompliance with them are a basis for invalidating a plea or conviction, making a
45 claim of ineffective assistance of counsel or suing anyone for money damages.

THE PEOPLE OF THE STATE OF NEVADA, REPRESENTED IN
SENATE AND ASSEMBLY, DO ENACT AS FOLLOWS:

1 **Section 1.** Title 14 of NRS is hereby amended by adding
2 thereto a new chapter to consist of the provisions set forth as
3 sections 2 to 21, inclusive, of this act.

4 **Sec. 2.** *This chapter may be cited as the Uniform Collateral*
5 *Consequences of Conviction Act.*

6 **Sec. 3.** *As used in this chapter, unless the context otherwise*
7 *requires, the words and terms defined in sections 4 to 11,*
8 *inclusive, of this act have the meanings ascribed to them in those*
9 *sections.*

10 **Sec. 4.** *“Collateral consequence” means a collateral sanction*
11 *or a disqualification.*

12 **Sec. 5.** *“Collateral sanction” means a penalty, disability or*
13 *disadvantage, however denominated, imposed on an individual as*
14 *a result of the individual’s conviction of an offense which applies*
15 *by operation of law whether or not the penalty, disability or*
16 *disadvantage is included in the judgment or sentence. The term*
17 *does not include imprisonment, probation, parole, supervised*
18 *release, forfeiture, restitution, fine, administrative assessment or*
19 *costs of prosecution.*

20 **Sec. 6.** *“Conviction” includes, without limitation, an*
21 *adjudication of delinquency by a court having jurisdiction over*
22 *juveniles. “Convicted” has a corresponding meaning.*

23 **Sec. 7.** *“Decision maker” means the State acting through a*
24 *department, agency, officer or instrumentality, including, without*



1 *limitation, a political subdivision, educational institution, board or*
2 *commission or its employees.*

3 **Sec. 8.** *“Disqualification” means a penalty, disability or*
4 *disadvantage, however denominated, that an administrative*
5 *agency, governmental official or court in a civil proceeding is*
6 *authorized, but not required, to impose on an individual on*
7 *grounds relating to the individual’s conviction of an offense.*

8 **Sec. 9.** *“Offense” means a felony, gross misdemeanor,*
9 *misdemeanor or delinquent act for which a child may be*
10 *adjudicated delinquent under the law of this State, another state or*
11 *the United States.*

12 **Sec. 10.** *“Person” means an individual, corporation,*
13 *business trust, estate, trust, partnership, limited-liability company,*
14 *association, joint venture, public corporation, government or*
15 *governmental subdivision, agency or instrumentality, or any other*
16 *legal or commercial entity.*

17 **Sec. 11.** *“State” means a state of the United States, the*
18 *District of Columbia, Puerto Rico, the United States Virgin*
19 *Islands or any territory or insular possession subject to the*
20 *jurisdiction of the United States.*

21 **Sec. 12.** *1. This chapter does not provide a basis for:*

22 *(a) Invalidating a plea, conviction or sentence;*

23 *(b) A cause of action for money damages; or*

24 *(c) A claim for relief from or defense to the application of a*
25 *collateral consequence based on a failure to comply with section*
26 *13, 14 or 15 of this act.*

27 *2. This chapter does not affect:*

28 *(a) The duty an individual’s attorney owes to the individual;*

29 *(b) A claim or right of a victim of an offense; or*

30 *(c) A right or remedy under law other than this chapter*
31 *available to an individual convicted of an offense.*

32 **Sec. 13.** *1. The Attorney General:*

33 *(a) Shall identify or cause to be identified any provision in the*
34 *Nevada Constitution, the Nevada Revised Statutes and the Nevada*
35 *Administrative Code which imposes a collateral sanction or*
36 *authorizes the imposition of a disqualification, and any provision*
37 *of law that may afford relief from a collateral consequence;*

38 *(b) Shall prepare or cause to be prepared a collection of*
39 *citations to, and the text or short descriptions of, the provisions*
40 *identified under paragraph (a);*

41 *(c) Shall update or cause to be updated the collection within*
42 *120 days after each regular session of the Legislature; and*

43 *(d) In complying with paragraphs (a) and (b), may rely on the*
44 *study of this State’s collateral sanctions, disqualifications and*
45 *relief provisions prepared by the National Institute of Justice*



1 *described in section 510 of the Court Security Improvement Act of*
2 *2007, Public Law 110-177.*

3 *2. The Attorney General shall include or cause to be included*
4 *the following statements in a prominent manner at the beginning*
5 *of the collection required by subsection 1:*

6 *(a) This collection has not been enacted into law and does not*
7 *have the force of law.*

8 *(b) An error or omission in this collection, or in any reference*
9 *work cited in this collection, is not a reason for invalidating a plea,*
10 *conviction or sentence or for not imposing a collateral sanction or*
11 *authorizing a disqualification.*

12 *(c) The laws of other jurisdictions and local governments in*
13 *this State which impose additional collateral sanctions and*
14 *authorize additional disqualifications are not included in this*
15 *collection.*

16 *(d) This collection does not include any law or other provision*
17 *regarding the imposition of or relief from a collateral sanction or*
18 *a disqualification enacted or adopted after the date on which the*
19 *collection was prepared or last updated.*

20 *3. The Attorney General shall publish or cause to be*
21 *published the collection prepared and updated as required by*
22 *subsection 1. The Attorney General shall also publish, as part of*
23 *this collection, the title and Internet address, if available, of:*

24 *(a) The most recent collection of collateral consequences*
25 *imposed by federal law; and*

26 *(b) Any available relief provisions.*

27 *4. The collection described in subsection 3 must be available*
28 *to the public on the Internet without charge not later than 10 days*
29 *after it is created or updated.*

30 **Sec. 14. 1.** *When an individual receives formal notice that*
31 *the individual is charged with an offense, the court shall cause*
32 *information substantially similar to the following to be*
33 *communicated to the individual:*

34
35 **NOTICE OF ADDITIONAL LEGAL CONSEQUENCES**

36 *If you plead guilty or are convicted of an offense, you*
37 *may suffer additional legal consequences beyond jail or*
38 *prison, probation, periods of parole and fines. These*
39 *consequences may include:*

40 *(a) Being unable to get or keep some licenses, permits or*
41 *jobs;*

42 *(b) Being unable to get or keep benefits such as public*
43 *housing or education;*

44 *(c) Receiving a harsher sentence if you are convicted of*
45 *another offense in the future;*



- 1 (d) *Having the government take your property; and*
- 2 (e) *Being unable to vote or possess a firearm.*

3 If you are not a United States citizen, a guilty plea or
4 conviction may also result in your deportation, removal,
5 exclusion from admission to the United States or denial of
6 citizenship.

7 The law may provide ways to obtain some relief from
8 these consequences.

9 Further information about the consequences of
10 conviction is available on the Internet at (Internet address
11 of the collection of laws published under subsections 3 and
12 4 of section 13 of this act).

13
14 2. *Before a court accepts a plea of guilty, guilty but mentally*
15 *ill or nolo contendere from an individual, the court shall confirm*
16 *that the individual received and understands the notice required*
17 *by subsection 1 and has had an opportunity to discuss the notice*
18 *with counsel.*

19 **Sec. 15. 1.** *An individual convicted of an offense must be*
20 *given notice as provided in subsections 2 and 3:*

21 (a) *That collateral consequences may apply because of the*
22 *conviction;*

23 (b) *Of the Internet address of the collection of laws published*
24 *under subsections 3 and 4 of section 13 of this act;*

25 (c) *That there may be ways to obtain relief from collateral*
26 *consequences;*

27 (d) *Of contact information for government or nonprofit*
28 *agencies, groups or organizations, if any, offering assistance to*
29 *individuals seeking relief from collateral consequences; and*

30 (e) *Of when an individual convicted of an offense may vote*
31 *under the law of this State.*

32 2. *The court shall provide the notice in subsection 1 as a part*
33 *of sentencing.*

34 3. *If an individual is sentenced to imprisonment or other*
35 *incarceration, the officer or agency releasing the individual must*
36 *provide the notice in subsection 1 not more than 30 and, if*
37 *practicable, at least 10 days before release.*

38 **Sec. 16. 1.** *A collateral sanction may be imposed only by*
39 *statute or ordinance, or by a regulation authorized by law and*
40 *adopted in accordance with chapter 233B of NRS.*

41 2. *A law creating a collateral consequence that is ambiguous*
42 *as to whether it imposes a collateral sanction or authorizes a*
43 *disqualification must be construed as authorizing a*
44 *disqualification.*



1 **Sec. 17.** *In deciding whether to impose a disqualification, a*
2 *decision maker shall undertake an individualized assessment to*
3 *determine whether the benefit or opportunity at issue should be*
4 *denied the individual. In making that decision, the decision maker*
5 *may consider, if substantially related to the benefit or opportunity*
6 *at issue, the particular facts and circumstances involved in the*
7 *offense and the essential elements of the offense. A conviction*
8 *itself may not be considered except as having established the*
9 *elements of the offense. The decision maker shall also consider*
10 *other relevant information, including, without limitation, the*
11 *effect on third parties of granting the benefit or opportunity and*
12 *whether the individual has been granted relief, such as an order of*
13 *limited relief or a certificate of restoration of rights.*

14 **Sec. 18.** *1. For the purposes of authorizing or imposing a*
15 *collateral consequence in this State, a conviction of an offense in*
16 *a court of another state or the United States is deemed a*
17 *conviction of the offense in this State with the same elements. If*
18 *there is no offense in this State with the same elements, the*
19 *conviction is deemed a conviction of the most serious offense in*
20 *this State which is established by the elements of the offense. A*
21 *misdemeanor in the jurisdiction of conviction may not be deemed*
22 *a felony in this State, and an offense lesser than a misdemeanor in*
23 *the jurisdiction of conviction may not be deemed a conviction of a*
24 *felony, gross misdemeanor or misdemeanor in this State.*

25 *2. For the purposes of authorizing or imposing a collateral*
26 *consequence in this State, a juvenile adjudication in another state*
27 *or the United States may not be deemed a conviction of a felony,*
28 *gross misdemeanor or misdemeanor in this State but may be*
29 *deemed a juvenile adjudication for the delinquent act in this State*
30 *with the same elements. If there is no delinquent act in this State*
31 *with the same elements, the juvenile adjudication is deemed an*
32 *adjudication of the most serious delinquent act in this State which*
33 *is established by the elements of the offense.*

34 *3. A conviction that is reversed, overturned or otherwise*
35 *vacated by a court of competent jurisdiction of this State, another*
36 *state or the United States on grounds other than rehabilitation or*
37 *good behavior may not serve as the basis for authorizing or*
38 *imposing a collateral consequence in this State.*

39 *4. A pardon issued by another state or the United States has*
40 *the same effect for the purposes of authorizing, imposing and*
41 *relieving a collateral consequence in this State as it has in the*
42 *issuing jurisdiction.*

43 *5. A conviction which has been relieved by expungement,*
44 *sealing, annulment, set-aside or vacation by a court of competent*
45 *jurisdiction of another state or the United States on grounds of*



1 *rehabilitation or good behavior, or for which civil rights are*
2 *restored pursuant to statute, has the same effect for the purposes*
3 *of authorizing or imposing collateral consequences in this State as*
4 *it has in the jurisdiction of conviction. However, such relief or*
5 *restoration of civil rights does not relieve collateral consequences*
6 *applicable under the law of this State for which relief could not be*
7 *granted under subsection 3 of section 19 of this act or for which*
8 *relief was expressly withheld by the court order or by the law of*
9 *the jurisdiction that relieved the conviction.*

10 *6. A charge or prosecution in any jurisdiction which has been*
11 *finally terminated without a conviction and imposition of sentence*
12 *based on participation in a deferred adjudication or diversion*
13 *program may not serve as the basis for authorizing or imposing a*
14 *collateral consequence in this State. This subsection does not*
15 *affect the validity of any restriction or condition imposed by law as*
16 *part of participation in the deferred adjudication or diversion*
17 *program, before or after the termination of the charge or*
18 *prosecution.*

19 **Sec. 19. 1.** *At or before sentencing, an individual convicted*
20 *of an offense may petition the sentencing court for an order of*
21 *limited relief from one or more collateral sanctions related to*
22 *employment, education, housing, public benefits or occupational*
23 *licensing.*

24 *2. Except as otherwise provided in subsection 3, at the time*
25 *the court sentences an individual convicted of an offense, the*
26 *court may issue an order of limited relief relieving one or more of*
27 *the collateral sanctions described in subsection 1 if, after*
28 *reviewing the petition, the individual's criminal history, any view*
29 *expressed by a victim pursuant to subsection 3 of NRS 176.015 or*
30 *a prosecutor and any other relevant evidence, it finds the*
31 *individual has established by a preponderance of the evidence*
32 *that:*

33 *(a) Granting the petition will materially assist the individual in*
34 *obtaining or maintaining employment, education, housing, public*
35 *benefits or occupational licensing;*

36 *(b) The individual has substantial need for the relief requested*
37 *in order to live a law-abiding life; and*

38 *(c) Granting the petition would not pose an unreasonable risk*
39 *to the safety or welfare of the public or any individual.*

40 *3. An order of limited relief may not be issued to relieve the*
41 *following collateral sanctions:*

42 *(a) Requirements imposed by chapter 179D of NRS;*

43 *(b) A motor vehicle license or driving privilege suspension,*
44 *revocation, limitation or ineligibility pursuant to NRS 62E.640 or*



1 483.460, for which restoration or relief is available pursuant to
2 NRS 483.490; or

3 (c) Ineligibility for employment pursuant to NRS 248.005,
4 258.005 or 289.555.

5 4. The order of limited relief must specify:

6 (a) The collateral sanction from which relief is granted; and

7 (b) Any restriction imposed pursuant to subsection 5.

8 5. The court may issue an order or certificate subject to
9 restriction, condition or additional requirement.

10 6. An order of limited relief relieves a collateral sanction to
11 the extent provided in the order.

12 7. If a collateral sanction has been relieved pursuant to this
13 section, a decision maker may consider the conduct underlying a
14 conviction as provided in section 17 of this act.

15 8. If the office of the prosecutor who obtained the conviction
16 believes that there is just cause for restricting or revoking an order
17 of limited relief, that office may seek the restriction or revocation
18 of the order by filing a motion in the court which granted the
19 order. After notice to the individual to whom the order of limited
20 relief was issued and a hearing, the court may restrict or revoke
21 the order of limited relief if it finds just cause by a preponderance
22 of the evidence. Just cause includes, without limitation,
23 subsequent conviction of a felony in this State or of an offense in
24 another jurisdiction that is deemed a felony in this State under
25 subsection 1 of section 18 of this act.

26 9. The court shall order any test, report, investigation or
27 disclosure by the individual it reasonably believes necessary to its
28 decision to issue, modify or revoke an order of limited relief. If
29 there are material disputed issues of fact or law, the individual and
30 the prosecutor may submit evidence and be heard on those issues.

31 10. If a court issues, modifies or revokes an order of limited
32 relief pursuant to this section:

33 (a) The court must notify the Central Repository for Nevada
34 Records of Criminal History of the issuance, modification or
35 revocation of the order; and

36 (b) The Central Repository must include the issuance,
37 modification or revocation of the order in the record of criminal
38 history of the individual to whom the issuance, modification or
39 revocation relates.

40 **Sec. 20.** In a judicial or administrative proceeding alleging
41 negligence or other fault, an order of limited relief may be
42 introduced as evidence of a person's due care in hiring, retaining,
43 licensing, leasing to, admitting to a school or program, or
44 otherwise transacting business or engaging in activity with the
45 individual to whom the order was issued, if the person knew of the



1 *order or certificate at the time of the alleged negligence or other*
2 *fault.*

3 **Sec. 21.** *In applying and construing the provisions of this*
4 *chapter, consideration must be given to the need to promote*
5 *uniformity of the law with respect to its subject matter among*
6 *states that enact it.*

7 **Sec. 22.** 1. Sections 2 to 21, inclusive, of this act apply to
8 collateral consequences whenever enacted or imposed, unless the
9 law creating the collateral consequence expressly states that sections
10 2 to 21, inclusive, of this act do not apply.

11 2. Sections 2 to 21, inclusive, of this act do not invalidate the
12 imposition of a collateral sanction on an individual before
13 January 1, 2012, but a collateral sanction validly imposed before
14 January 1, 2012, may be the subject of relief under sections 2 to 21,
15 inclusive, of this act.

16 **Sec. 23.** On or before January 1, 2012, the Attorney General
17 shall prepare or cause to be prepared the collection required by
18 paragraph (b) of subsection 1 of section 13 of this act.

19 **Sec. 24.** 1. This section and section 23 of this act become
20 effective upon passage and approval.

21 2. Sections 1 to 12, inclusive, and 14 to 22, inclusive, of this
22 act become effective on January 1, 2012.

23 3. Section 13 of this act becomes effective upon passage and
24 approval for the purpose of preparing and publishing the collection
25 required by section 13 of this act and on January 1, 2012, for all
26 other purposes.



