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8 UNITED STATES DISTRICT COURT  
9 SOUTHERN DISTRICT OF CALIFORNIA  
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11 STEVEN GARY THOMAS,  
12 Petitioner,  
13 v.  
14 ERIC ARNOLD, Warden,  
15 Respondent.

Case No.: 3:16-cv-02986-WQH-NLS

**REPORT AND  
RECOMMENDATION FOR ORDER  
DENYING PETITIONER'S WRIT  
OF HABEAS CORPUS**

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17 Petitioner Steven Thomas, a state prisoner proceeding *pro se* and *in forma*  
18 *pauperis*, filed a Petition for Writ of Habeas Corpus pursuant to 28 U.S.C. § 2254. In his  
19 objections to the Report and Recommendation for an Order Denying the Writ, Petitioner  
20 raised an equal protection argument. ECF No. 15. The Respondent submitted a reply.  
21 ECF No. 24. The District Judge referred the matter for consideration of the equal  
22 protection issue. ECF No. 25.

23 This Court reviewed the Objections and reply.<sup>1</sup> After a thorough review, this  
24 Court continues to find that Petitioner is not entitled to the relief requested and  
25 **RECOMMENDS** that the Petition be **DENIED**.

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28 <sup>1</sup> There appears to have been some confusion regarding a reply date to the Petitioner's  
objections in light of various requests for an extension of time to object. *See* ECF Nos.

1           **I.     FACTUAL BACKGROUND**

2           Though previously included, due to the brevity of the facts of this case as taken  
3 from California Court of Appeal’s opinion, they are recounted for ease of reference:

4                     In 1996, a jury convicted Petitioner Steven Thomas of first  
5 degree murder and found true the special circumstance  
6 allegations that the murder was committed during the  
7 commission of a robbery and during the commission of a  
8 kidnapping. Thomas was sentenced to a prison term of life  
without the possibility of parole. Thomas was 20 years old at  
the time of the offense.

9 Lodgment 12. Petitioner has not challenged these facts or his conviction. His challenge  
10 is limited to his sentencing. *See*, Petition ECF No. 1 at 3 (“Petitioner was sentenced in  
11 violation of the Eighth Amendment”).

12           **II.    PROCEDURAL BACKGROUND**

13                     **a. Senate Bill 261**

14           Senate Bill 261 (“SB 261”) amended California Penal Code section 3051, effective  
15 January 1, 2016. *See* Cal. Pen. Code § 3051. California Penal Code section 3051  
16 provides, in certain circumstances, for a youth offender parole hearing by the Board of  
17 Parole Hearings for the purpose of reviewing the parole suitability of any prisoner who  
18 was under 23 years of age at the time of his or her controlling offense. Cal. Pen. Code §  
19 3051(a)(1). The statute applies to those who meet the age requirement and who are  
20 sentenced to certain determinate or indeterminate terms, but does not apply to individuals  
21 who meet the age requirement and were sentenced to life in prison without the possibility  
22 of parole. Cal. Pen. Code §§ 3051(b)(1)-(3) and (h).

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27 16-22. The District Judge ordered any reply be filed by on or before November 17, 2017.  
28 ECF No. 23. The Respondent complied, submitting a reply on November 7, 2017. ECF  
No. 24.

1                   **b. Habeas Petition**

2                   Petitioner filed his petition arguing that in light of SB 261, his sentence of life  
3 without the possibility of parole, for a crime he committed while aged 20, violates the  
4 Eighth Amendment proscription against cruel and usual punishment. Petitioner argues  
5 that California’s definition of a “youth offender” includes those whose crimes were  
6 committed under the age of 23 and because Federal Law makes the mandatory sentencing  
7 of a juvenile to life without the possibility of parole (“LWOP”) cruel and unusual  
8 punishment, he is likewise being subjected to cruel and unusual punishment.<sup>2</sup> See, ECF  
9 No. 1; Cal. Penal Code § 3051; *Montgomery v. Louisiana* (“*Montgomery*”), 136 S. Ct.  
10 718, 725 (2016) (holding *Miller* applies retroactively); *Miller v. Alabama* (“*Miller*”), 567  
11 U.S. 460 (2012) (holding mandatory life without parole sentences for juveniles  
12 constitutes cruel and unusual punishment).

13                   Petitioner acknowledged that California Penal Code § 3051(h) excludes offenders,  
14 such as himself, who were sentenced to LWOP from participation in parole eligibility,  
15 but argued that Penal Code § 3051(h) was invalidated by *Montgomery v. Louisiana*  
16 (“*Montgomery*”), 136 S. Ct. 718, 725 (2016) (holding *Miller* applies retroactively) and  
17 that the combined effect of these laws results in the need for his resentencing. *Traverse*,  
18 pgs. 5, 8.

19                   On Report and Recommendation (“R&R”), this Court found that Petitioner was not  
20 entitled to habeas relief because, in sum, at the time of the offense he was not a juvenile  
21 under federal law (*i.e.* under the age of 18), and all Federal authority addressing juveniles  
22 is clear that it is applicable only to those under the age of 18. ECF No. 14.

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26 <sup>2</sup> Effective January 1, 2018, amendments to Penal Code § 3051 extended the upper age to  
27 25 years of age. Petitioner’s argument relies on the age range of 18-23, which was  
28 operative at the time. The modification of the upper age limit to 25 is immaterial to the  
Court’s analysis.

1           Petitioner objected to the R&R. Petitioner’s objection appears to have abandoned  
2 the argument that his LWOP sentence constitutes cruel and unusual punishment based on  
3 his status as an juvenile under California law (*i.e.*, 18-23), and instead articulates an  
4 Equal Protection argument, that he is being treated differently under Penal Code §§ 3051  
5 and 4801(c), because other offenders in the same age range (18-23) and with the same  
6 mental development are provided an opportunity for parole. ECF No. 15.

7           Since the time of Petitioner’s objection, the California Legislature acted to clarify  
8 the relevant statute.

9                   **c. Passage of Senate Bill 394**

10           On October 11, 2017, California Governor Jerry Brown signed into law Senate Bill  
11 394, which became effective January 1, 2018. Senate Bill 394 further amends Penal  
12 Code § 3051, and in particular, subdivision (h). The modifications to subdivision (h) are  
13 as follows, with new language in bold and italicized, and a strike-through for removed  
14 language.

15                   (h) This section shall not apply to cases in which sentencing  
16 occurs pursuant to Section 1170.12, subdivisions (b) to (i),  
17 inclusive, of Section 667, or Section 667.61, or *to cases* in  
18 which an individual ~~was~~ *is* sentenced to life in prison without  
19 the possibility of ~~parole.~~ *parole for a controlling offense that*  
20 *was committed after the person had attained 18 years of*  
21 *age.* This section shall not apply to an individual to whom this  
22 section would otherwise apply, but who, subsequent to attaining  
23 ~~23~~ *26* years of age, commits an additional crime for which  
24 malice aforethought is a necessary element of the crime or for  
25 which the individual is sentenced to life in prison.

26 Cal. Penal Code Ann. § 3051 (compare versions effective January 1, 2018 and January 1,  
27 2016-December 31, 2017). The legislative history associated with these modifications  
28 state: “This bill...[c]larifies that it does not apply to those with a life without parole  
sentence who were older than 18 at the time of his or her controlling offense.” *California*

1 *Senate Rules Committee, Senate Floor Analysis re SB 394: Parole: youth offender parole*  
2 *hearings*, page 2 (September 15, 2017).<sup>3</sup>

### 3 **III. DISCUSSION**

#### 4 **A. Petitioner’s Equal Protection Argument**

5 Petitioner argues that Penal Code sections 3051 and 4801(c) violate the Equal  
6 Protection Clause by unreasonably and arbitrarily excluding prisoners under the age of 23  
7 sentenced to life without the possibility of parole from a hearing and parole  
8 consideration, while granting a parole hearing to other prisoners under the age of 23.<sup>4</sup>  
9 ECF No. 15 at 1, 3. Petitioner further avers that because Senate Bill 261 was based on  
10 mental development, and the development of all 18-23 year olds fall within the same  
11 category under California law, 18-23 year olds sentenced to LWOP should be given the  
12 same consideration of mitigating factors of youth at sentencing and an equal opportunity  
13 for parole as those sentenced to other terms. *Id.* at 2, 4-5. Petitioner asserts he is denied  
14 Equal Protection because “mitigating factors outlined in SB 261 (*see* P.C. 4801(c))” were  
15 not considered at Petitioner’s sentencing hearing. *Id.* at 4.

#### 16 **B. Habeas Jurisdiction**

17 Three courts in this Circuit have addressed similar Equal Protection challenges to  
18 Penal Code § 3051: *Soun v. Arnold*, 17-CV-05600-HSG (PR), 2017 WL 6039665, at \*1  
19 (N.D. Cal. Dec. 6, 2017); *Glass v. Kernan*, CV 16-07303 PA (RAO), 2017 WL 2296960,  
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21 <sup>3</sup> California Legislative Information website, under “Bill Analysis” for SB 394, *available*  
22 *at* [https://leginfo.legislature.ca.gov/faces/billAnalysisClient.xhtml?bill\\_id=](https://leginfo.legislature.ca.gov/faces/billAnalysisClient.xhtml?bill_id=201720180SB394)  
23 [201720180SB394](https://leginfo.legislature.ca.gov/faces/billAnalysisClient.xhtml?bill_id=201720180SB394)

24 <sup>4</sup> Penal Code section 3051 provides the statutory framework for an opportunity for a  
25 parole hearing for those offenders that committed their crimes when then were under the  
26 age of 25 (as of January 1, 2018, prior to that date the age cut off was 23). Penal Code  
27 section 4801(c) directs the Parole Board when conducting a hearing, to “give great  
28 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 accordance  
with relevant case law.” Both statutes were amended consistently by SB 394 to address  
crimes by those aged 25 and younger effective January 1, 2018.

1 at \*2 (C.D. Cal. Apr. 19, 2017), *report and recommendation adopted*, CV 16-07303 PA  
2 (RAO), 2017 WL 2296963 (C.D. Cal. May 23, 2017); and *Allen v. Kernan*, CV 16-4803  
3 AB (RAO), 2016 WL 6652718, at \*1 (C.D. Cal. Oct. 5, 2016), *report and*  
4 *recommendation adopted*, CV 16-04803 AB (RAO), 2016 WL 6652705 (C.D. Cal. Nov.  
5 9, 2016). In two of the challenges, *Soun* and *Glass*, the courts denied the claims on the  
6 ground there was no habeas jurisdiction. In the remaining case, *Allen*, the court  
7 proceeded to address the merits and also denied the claim.

8 In *Soun* and *Glass*, the courts relied on the Ninth Circuit direction that to state  
9 habeas jurisdiction a claim must “necessarily lead to the [Petitioner’s] immediate or  
10 earlier release from confinement.” *Nettles v. Grounds*, 830 F.3d 922, 935 (9th Cir. 2016)  
11 (en banc), cert. denied, 137 S. Ct. 645 (2017)). The *Soun* and *Glass* courts held petitions  
12 that request access to parole hearings fail to present habeas jurisdiction because a  
13 favorable outcome would only entitle the petitioner to a parole hearing, at which the  
14 parole board could, in its discretion, deny immediate or earlier release. *Soun*, 2017 WL  
15 6039665, at \*1 (“This Court lacks habeas corpus jurisdiction because a favorable  
16 judgment would not ‘necessarily lead to [petitioner’s] immediate or earlier release from  
17 confinement.’”) (quoting *Nettles v. Grounds*, 830 F.3d at 935); *Glass*, 2017 WL 2296960,  
18 at \*2 (“If it was determined that Senate Bill 261 violated the Equal Protection Clause and  
19 California was obligated to afford Petitioner a parole hearing, Petitioner would still not be  
20 entitled to immediate release or a shorter prison stay. At a hearing, the parole board  
21 could, in its discretion, decline to shorten Petitioner’s prison term...”). *Nettles* held that a  
22 prisoner’s claim which, if successful, will not necessarily lead to immediate or speedier  
23 release from custody falls outside the “core of habeas corpus” and must be pursued (if at  
24 all) in a civil rights action under 42 U.S.C. § 1983, rather than in a habeas action. *Nettles*,  
25 830 F.3d at 927-28.

26 However, in those cases it appears that the petitioners only sought access to parole  
27 hearings provided under the statutory framework of Penal Code § 3051. *Soun*, 2017 WL  
28 6039665, at \*1 (“Petitioner claims that Senate Bill 261 violates the Fourteenth

1 Amendment Equal Protection Clause and Eighth Amendment Cruel and Unusual  
2 Punishment Clause by denying him a youth offender parole hearing...”); *Glass*, 2017 WL  
3 2296960, at \*2 (“Petitioner seeks to be included in the class of youth offenders who are  
4 eligible for youth offender parole hearing”). Here, Petitioner requests re-sentencing, and  
5 in the alternative, access to a parole hearing. ECF No. 1 at 8, 10.

6 The Court finds the request for resentencing in this case is distinguishable from  
7 those cases in which it appears that *only* a parole hearing was requested. Thus, in an  
8 abundance of caution, and assuming Petitioner’s request for resentencing establishes  
9 habeas jurisdiction, the Court will address the Equal Protection argument. *See also, Allen*  
10 *v. Kernan*, 2016 WL 6652718, at \*1 (assuming a cognizable claim and addressing merits;  
11 finding no Equal Protection violation).

### 12 C. Legal Standard

13 The Antiterrorism and Effective Death Penalty Act (“AEDPA”) of 1996 governs  
14 this Petition. *See Lindh v. Murphy*, 521 U.S. 320 (1997); *Traverse*, pg. 3:4-5. Under  
15 AEDPA, a federal court will not grant a habeas petition with respect to any claim  
16 adjudicated on the merits in state court, unless that adjudication was (1) contrary to or  
17 involved an unreasonable application of clearly established federal law; or (2) based on  
18 an unreasonable determination of the facts in light of the evidence presented.<sup>5</sup> 28 U.S.C.  
19 § 2254(d); *Lockyer v. Andrade*, 538 U.S. 63, 70-71 (2003). “This is a difficult to meet  
20 and highly deferential standard for evaluating state-court rulings, which demands that  
21 state-court decisions be given the benefit of the doubt[.]” *Cullen v. Pinholster*, 563 U.S.  
22 170, 181 (2011) (internal citation and quotations omitted).

23 In applying these standards, a federal court looks to the “last reasoned decision”  
24 from a lower state court to determine the rationale for the state courts’ denial of the  
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27 <sup>5</sup> Petitioner’s relies only on 28 U.S.C. § 2254 (d)(1), that the decision of state court “was  
28 contrary to, or involved an unreasonable application of, clearly established Federal law,  
as determined by the Supreme Court of the United States.” *Petition*, pg. 4, ¶ 7(b).

1 claim. *See Cannedy v. Adams*, 706 F.3d 1148, 1156 (9th Cir. 2013) (citing *Ylst v.*  
2 *Nunnemaker*, 501 U.S. 797, 803 (1991)). There is a presumption that a claim that has  
3 been silently denied by a state court was “adjudicated on the merits” within the meaning  
4 of 28 U.S.C. § 2254(d), and that AEDPA’s deferential standard of review therefore  
5 applies, in the absence of any indication or state-law procedural principle to the contrary.  
6 *See Johnson v. Williams*, 568 U.S. 289, 133 S. Ct. 1088, 1094 (2013) (citing *Harrington*  
7 *v. Richter*, 562 U.S. 86, 99 (2011)).

8 This Court looks to the decision of the California Court of Appeal (Lodgment 12)  
9 to determine whether the decision “unreasonably applied” or was “contrary to” Supreme  
10 Court law or “unreasonably determined” the facts. *Robinson v. Ignacio*, 360 F.3d 1044,  
11 1055 (9th Cir. 2004). Here, the California Court of Appeal did not address an Equal  
12 Protection argument because Petitioner did not raise or articulate one to the Court of  
13 Appeal.<sup>6</sup> *See* Lodgment 11.

14 In his petition to the California Supreme Court, the Petitioner includes only the  
15 same brief reference that appears in his petition before this Court noted by the District  
16 Judge, but does not flesh out or articulate the substance of his argument. Lodgment 13;  
17 *see also*, ECF No. 1 at 11, ECF No. 25. Arguably, Petitioner did not “fairly present” this  
18 claim in State Court to satisfy the exhaustion requirements. *Shumway v. Payne*, 223 F.3d  
19 982, 987 & n.15 (9th Cir. 2000) (naked reference to ‘due process’ was insufficient to  
20 state a federal claim); *Gray v. Netherland*, 518 U.S. 152, 163 (1996) (“[I]t is not enough  
21 to make a general appeal to a constitutional guarantee as broad as due process to present  
22 the ‘substance’ of such a claim to a state court.”). The California Supreme Court denied  
23 the claim summarily. Lodgment 14.

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27 <sup>6</sup> This Court undertook detailed review of the submissions to the California Superior  
28 Court (Lodgment 9) and Court of Appeal (Lodgment 11) and does not find that “Equal  
Protection” or “similarly situated” appear at any time.



1 This presents the Court with two procedural avenues, both of which result with  
2 reaching the merits of the claim, but each is addressed. First, if Petitioner’s claim is  
3 exhausted, the standard of review is whether after an independent review of the state  
4 court record, the state court's denial of the claim was contrary to, or an unreasonable  
5 application of, clearly established Supreme Court law. Under this standard, as discussed,  
6 the claim is meritless.

7 Alternatively, Petitioner’s Equal Protection claim is technically exhausted, but  
8 procedurally defaulted. *Cooper v. Neven*, 641 F.3d 322, 327 (9th Cir. 2011) (“[I]f a  
9 claim is unexhausted but [independent and adequate] state procedural rules would now  
10 bar consideration of the claim, it is technically exhausted but will be deemed procedurally  
11 defaulted unless the petitioner can show cause and prejudice.”); *Coleman v. Thompson*,  
12 501 U.S. 722, 735, n. (1991). The procedural bar of *In re Dixon*, 41 Cal. 756, 759 (1953)  
13 (a defendant cannot raise a claim in a habeas corpus petition that he could have, but did  
14 not, raise on appeal), and California’s timeliness rule, as explained in *In re Robbins*, 18  
15 Cal. 4th 770, 780 (1998), have both been deemed independent and adequate state  
16 procedural bars. *Johnson v. Lee*, \_\_\_ U.S. \_\_\_, 136 S. Ct. 1802, 1805 (2016) (per curiam);  
17 *Walker v. Martin*, 562 U.S. 307, 317 (2011). If technically exhausted but procedurally  
18 defaulted, Petitioner must establish cause and prejudice or that a fundamental miscarriage  
19 of justice has occurred in order to overcome the default. *Coleman*, 501 U.S. at 750.

20 Cause for the purposes of procedural default is some “objective factor” that  
21 precluded Petitioner from raising this claim in state court, such as interference by state  
22 officials or constitutionally ineffective counsel. *McClesky*, 499 U.S. at 493-94.  
23 Petitioner does not allege any objective factor that precluded him from raising an Equal  
24 Protection argument in state court, and thus he has not established cause for the default.  
25 *Id.* Prejudice means “actual harm resulting from the alleged error.” *Vickers*, 144 F.3d at  
26 617. Petitioner has not shown he was prejudiced by imposition of the procedural bar  
27 because the claim fails on the merits, as discussed below. Nor has Petitioner established  
28 a fundamental miscarriage of justice would occur if the claim is not addressed. *See*

1 *Coleman*, 501 U.S. at 750. The “miscarriage of justice” exception requires a petitioner to  
2 show that “a constitutional violation has probably resulted in one who is actually [and  
3 factually] innocent.” *Schlup*, 513 U.S. at 327; *Wood*, 130 F.3d at 379 (“actual  
4 innocence” means factual innocence, not simply legal insufficiency). Petitioner does not  
5 challenge his conviction, and has not presented evidence sufficient to establish he is  
6 actually innocent of the charges of which he was convicted. Thus, his Equal Protection  
7 claim is procedurally defaulted. *Schlup*, 513 U.S. at 327.

8 However, the Ninth Circuit has indicated that: “Procedural bar issues are not  
9 infrequently more complex than the merits issues presented by the appeal, so it may well  
10 make sense in some instances to proceed to the merits if the result will be the same.”  
11 *Franklin v. Johnson*, 290 F.3d 1223, 1232 (9th Cir. 2002), citing *Lambrix v. Singletary*,  
12 520 U.S. 518, 525 (1997) (“We do not mean to suggest that the procedural-bar issue must  
13 invariably be resolved first; only that it ordinarily should be.”) However, as set forth  
14 below, Petitioner’s Equal Protection Claim fails on the merits.

15 The Court finds that the interests of judicial economy support addressing the merits  
16 without further determining whether the claim is properly exhausted, technically  
17 exhausted, or procedurally defaulted.

#### 18 **D. Equal Protection Analysis**

19 The Equal Protection Clause of the Fourteenth Amendment commands that no  
20 State shall deny to any person within its jurisdiction the equal protection of the laws,  
21 which is essentially a direction that all persons similarly situated should be treated  
22 alike.” *City of Cleburne v. Cleburne Living Ctr.*, 473 U.S. 432, 439 (1985) (quotations  
23 and internal citation omitted). This requires a petitioner to show that he was intentionally  
24 treated differently because of his membership in an identifiable group or a  
25 constitutionally suspect class. *See, e.g., DeShaney v. Winnebago Cnty. Dept. of Soc.*  
26 *Servs.*, 489 U.S. 189, 197 n.3, (1989) (“The State may not, of course, selectively deny its  
27 protective services to certain disfavored minorities without violating the Equal Protection  
28 Clause.”) (citation omitted); *Ariz. Dream Act Coal. v. Brewer*, 757 F.3d 1053, 1064 (9th

1 Cir. 2014) (stating that a classification group “must be comprised of similarly situated  
2 persons so that the factor motivating the alleged discrimination can be identified”)  
3 (quotations and citation omitted).

4 Petitioner’s objection appears to argue two theories of Equal Protection violation:  
5 First, that his sentence of life without the possibility of parole violates Equal Protection  
6 because mitigating factors outlined in *Miller* and Penal Code § 3051 were not considered  
7 at his sentencing, but are for other 18-23 year olds. Second, that the California statutory  
8 framework that provides Youth Offender Parole Hearings violates Equal Protection by  
9 treating similarly situated 18-23 year old offenders, all of whom have the same mental  
10 development, differently in denying the opportunity for parole to those sentenced to  
11 LWOP but presenting an opportunity for parole to the remainder of 18-23 year olds. *See*  
12 ECF No. 15.

13 At the outset, Petitioner fails to establish that he is similarly situated to 18-23 year  
14 olds who were convicted of other crimes but not sentenced to LWOP. *See Allen v.*  
15 *Kernan*, 2016 WL 6652718, at \*3 (“Petitioner ... is not similarly situated to persons who  
16 were convicted of less serious crimes”); *People v. Jacobs*, 157 Cal. App. 3d 797, 803  
17 (1984) (“persons convicted of *different* crimes are not similarly situated for equal  
18 protection purposes”) (emphasis in original). Here, Petitioner was convicted of first  
19 degree murder with special circumstances. Petitioner is not similarly situated to other  
20 offenders convicted of different crimes that resulted in the opportunity for parole as part  
21 of their sentence. *Allen v. Kernan*, 2016 WL 6652718, at \*3. Moreover, the mitigating  
22 factors of youth outlined in both Penal Code §§ 3051 and 4081 are, by their plain  
23 language, applicable and to be considered during parole hearings, the statutes have no  
24 applicability to sentencing.<sup>7</sup> Similarly, *Miller* remains applicable only to those under the  
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27 <sup>7</sup> Petitioner cites to two cases in his objection where the California Court of Appeal  
28 remanded certain cases for consideration of youth based mitigating factors. In neither  
case was the sentence LWOP. In *People v. Perez*, 3 Cal.App.5th 612 (2016) a 20 year

1 age of 18, so consideration of factors of youth during sentencing under *Miller* does not  
2 extend to Petitioner’s circumstances. To the extent factors of youth are considered at  
3 sentencing for other 18-23 year olds, it is to develop a record for use at a parole hearing.  
4 *See, People v. Perez*, 3 Cal.App.5th 612 (2016). A condition precedent for the  
5 applicability of either section of the Penal Code is eligibility for parole. Petitioner is not  
6 eligible. That other offenders convicted of different crimes and sentenced differently are  
7 eligible does not present a constitutional violation because they are not similarly situated.

8 Nor do Petitioner’s arguments establish that he is part of a suspect class or group  
9 subject to protection.<sup>8</sup> “Prisoners who are or are not eligible for parole are not a suspect  
10 class.” *Allen v. Kernan*, 2016 WL 6652718, at \*5, n.3. Thus, to survive an Equal  
11 Protection challenge, the California legislature's decision to exclude those sentenced to  
12 life in prison without the possibility of parole from Penal Code §§ 3051 and 4081(c)  
13 need only be rationally related to a legitimate state interest. *Id.* at \*5, *see also, City of*  
14 *Cleburne*, 473 U.S. at 440.

15 State legislatures are free to enact policy choices in their sentencing schemes.  
16 *Ewing v. California*, 538 U.S. 11, 25 (2003) (“Selecting the sentencing rationales is  
17 generally a policy choice to be made by state legislatures, not federal courts.”) Recently,  
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20 old convicted of attempted murder (a different crime) received a sentence of 86 years to  
21 life (not LWOP). Remand was limited to develop the record for consideration at future  
22 parole hearings because defendant was eligible for parole under Penal Code § 3051. This  
23 case is distinguishable. *People v. Franklin*, 63 Cal.4th 261 (2016) involved a defendant  
24 whose crime was committed when he was aged 16.

25 <sup>8</sup> Petitioner also cannot proceed as a “class of one” because he is similarly situated to  
26 other offenders aged 18-23 sentenced to LWOP, all of whom are treated alike: none  
27 become eligible for parole under the statutory framework of Penal Code § 3051 or by  
28 application of *Miller* and its progeny. *See Allen v. Kernan*, 2016 WL 6652718, at \*4  
29 (“To proceed on the class-of-one theory, the plaintiff must allege that he “has been  
30 intentionally treated differently from others similarly situated and that there is no rational  
31 basis for the difference in treatment.”) (citing *Village of Willowbrook v. Olech*, 528 U.S.  
32 562, 564 (2000)).

1 Senate Bill 394, codified at California Penal Code § 3051, was clarified to expressly  
2 exclude persons who were over the age of 18 at the time they committed their crime and  
3 sentenced to life without the possibility of parole, like Petitioner, from participation the  
4 parole procedure. Cal. Pen. Code, § 3051(h). As the *Allen v. Kernan* court found,  
5 “Senate Bill 261 is rationally related to California’s interest in public safety.” 2016 WL  
6 6652718, at \*5. This Court agrees and finds the analysis is applicable to both Senate  
7 Bills 261 and 394 and so quotes from *Allen v. Kernan*:

8 SB 261 is rationally related to California's interest in public  
9 safety, which is a legitimate state interest. *See Webber v.*  
10 *Crabtree*, 158 F.3d 460, 461 (9th Cir. 1998) (health and safety  
11 are legitimate state interests); *see also People v. Martinez*, 76  
12 Cal. App. 4th 489, 497-98 (1999) (public safety is a legitimate  
13 state interest). California “has a legitimate interest in sentencing  
14 persons convicted of murder more severely than those  
15 convicted of other crimes.” *Blazer v. Scribner*, 2009 WL  
16 1740829, at \*16 (C.D. Cal. June 17, 2009) (citation omitted).

17 Here, the California legislature could rationally conclude that the state had a compelling  
18 interest in enhancing public safety by deciding that prisoners whose crimes were  
19 committed when they were over the age of 18 and serious enough to receive a sentence of  
20 LWOP should not become eligible for parole. *See Graham v. Florida*, 560 U.S. 48, 75  
(2010).

#### 21 **E. RECOMMENDATION**

22 Petitioner fails to state a claim based on Equal Protection. For the reasons set forth  
23 herein, Petitioner is not entitled to relief and this Court **RECOMMENDS** that the  
24 District Judge **DENY** the Petition.

#### 25 **F. CONCLUSION**

26 This report and recommendation of the undersigned Magistrate Judge is submitted  
27 to the United States District Judge assigned to this case pursuant to 28 U.S.C. §  
28 636(b)(1).

1           **IT IS ORDERED** that no later than **January 16, 2018**, any party to this action  
2 may file written objections with the court and serve a copy on all parties. The document  
3 should be captioned “Objections to Report and Recommendation.”

4           **IT IS FURTHER ORDERED** that any reply to the objections must be filed with  
5 the court and served on all parties no later than **January 26, 2018**. The parties are  
6 advised that failure to file objections within the specified time may waive the right to  
7 raise those objections on appeal of the Court’s order. *Martinez v. Ylst*, 951 F.2d 1153  
8 (9th Cir. 1991).

9 Dated: January 3, 2018



Hon. Nita L. Stormes  
United States Magistrate Judge

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