

Law and Justice Interim Committee

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64th Montana Legislature

SENATE MEMBERS

SCOTT SALES--Chair DIANE SANDS--Vice Chair DOUG KARY SUE MALEK MARY SHEEHY MOE NELS SWANDAL HOUSE MEMBERS

JENNY ECK ELLIE BOLDMAN HILL SARAH LASZLOFFY STEVE LAVIN DALE MORTENSEN CAROLYN PEASE-LOPEZ COMMITTEE STAFF

RACHEL WEISS, Lead Staff JULIANNE BURKHARDT, Staff Attorney LAURA SHERLEY, Secretary

MINUTES LOG

June 28, 2016 Room 102, Capitol Building Helena, Montana

<u>Please note</u>: This document is a Minutes Log and provides a notation of the time elapsed between the beginning of the meeting and the time at which the item was presented or discussed, a motion was made, or a vote was taken. The narrative presented here is provided only as a guide to the audio or video record of the meeting. The official discussion, motion, or vote is available on the audio or video archive of this meeting. The Legislature does not prepare a transcript of meeting activities. The time designation may be used to locate the referenced discussion on the audio or video recording of this meeting.

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Please contact the Legislative Services Division at 406-444-3064 for more information.

COMMITTEE MEMBERS PRESENT

SEN. SCOTT SALES, Chair SEN. DIANE SANDS, Vice Chair

SEN. DOUG KARY

SEN. SUE MALEK SEN. MARY SHEEHY MOE

SEN. MARY SHEEHY MOE SEN. NELS SWANDAL

REP. ELLIE BOLDMAN HILL REP. SARAH LASZLOFFY

REP. CAROLYN PEASE-LOPEZ

COMMITTEE MEMBERS EXCUSED

REP. JENNY ECK

REP. STEVE LAVIN

REP. DALE MORTENSEN

STAFF PRESENT

RACHEL WEISS, Lead Staff
JULIANNE BURKHARDT, Staff Attorney
LAURA SHERLEY, Secretary

VISITORS' LIST (Attachment 1)

AGENDA (Attachment 2)

COMMITTEE ACTIONS

The Law and Justice Interim Committee authorized staff to draft agency legislation for:

the Department of Corrections;

the Department of Justice;

the Public Safety Officer Training Council;

the Judicial Branch; and

the Board of Crime Control

CALL TO ORDER AND ROLL CALL

00:00:03

Sen. Sales called the meeting to order at 8:30 a.m. The committee secretary took roll call (**Attachment 3**). Rep. Lavin was excused and left his proxy with Sen. Sales (**Attachment 4**). Rep. Mortensen was excused and left his proxy with Sen. Sales (**Attachment 5**). Rep. Eck was excused and left her proxy with Sen. Sands (**Attachment 6**).

COMMITTEE ISSUE: UPDATE ON THE COMMISSION ON SENTENCING AND THE TASK FORCE ON STATE PUBLIC DEFENDER OPERATIONS

Representative Kimberly Dudik, Task Force presiding officer Senator Cynthia Wolken, Commission presiding officer (via telephone)

00:01:01	Sen. Dudik

00:08:19 Sen. Moe asked how the public defender ommission is appointed, if the members are designated by statute, and if there is any plan to change how the commission is comprised.

00:11:03	Sen. Wolken	(Exhibit 1))
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00:16:50 Sen. Sands asked who is serving on the Commission on Sentencing.

00:17:46 Rep. Hill asked Sen. Wolken to discuss the commission's work regarding the

parole board's ability to add terms to an offender's sentence.

00:20:29 Sen. Malek asked if the commission has prioritized what they want to accomplish

regarding the parole board.

Public comment

00:23:10 Erin McGowan, Montana Community Correctional Association

00:27:19 Andy Hudak, private practice in Flathead County

COMMITTEE ISSUE: DIFFERENCE IN OFFENDER PROGRAMMING AT MSP AND AT PRIVATE OR REGIONAL PRISONS

Gayle Lambert, Administrator, Montana Correctional Enterprises Warden Douglas Fender, Crossroads Correctional Center

00:31:28 00:39:16	Ms. Lambert Sen. Kary asked Ms. Lambert if her division was requested to provide a competitive bid for the Department of Public Health and Human Services regarding food and laundry services at the Galen facility.
00:39:57	Sen. Swandal asked what kind of credit the inmates get in the programs if they are successful and, if they do not receive credit, should they.
00:41:09	Sen. Malek asked what programs Montana State Prison offers that Shelby's prison does not.
00:43:11	Sen. Sands asked if Montana Correctional Enterprises also handles educational programs and partnerships with university systems that help the inmates with career advancement opportunities
00:44:35	Sen. Sands asked if there are educational programs on financial counseling/literacy available for the inmates.
00:47:06	Rep. Pease-Lopez asked if there are size limitations on types and amount of programs that can be brought into the woman's prison.
00:48:10	Sen. Sands asked how the regional prisons compare in education and vocational training opportunities available for inmates.
00:49:24	Mr. Fender (Exhibit 2)
01:00:21	Sen. Sands asked if there is a national standard in corrections regarding the percentage of inmates who should be in education and vocational programs.
01:03:03	Sen. Sands asked what training and education requirements were in the original contract and where the Crossroads Correctional Center is in meeting those requirements.
01:03:33	Mr. Fender responded to Sen. Sands that he will later provide information regarding the center's exact numbers and where they are in meeting those requirements in the original contract.
01:04:05	Sen. Sands asked Ms. Lambert if there are national best practice standards in corrections regarding inmate enrollment in educational programs and where the state is currently ranking in those standards.
01:05:10	Sen. Moe asked Mr. Fender if the majority of his programs are educational rather than vocational.
01:07:57	Sen. Moe asked Mr. Fender asked for clarification on the flagging occupation and if it requires training.
01:08:44	Sen. Moe asked Mr. Fender if his program has worked with the state colleges to get the inmate educational and vocational programs accredited.
01:09:55	Sen. Malek asked how would an inmate that has to complete a Meth ITU gets accepted into a vocational program.
01:13:33	Sen. Malek asked Ms. Lambert how long the waiting list is for entering Montana Correctional Enterprise's vocational programs.

None

COMMITTEE ISSUE: OVERVIEW OF ATTORNEY FEES AND COURT COSTS

Rachel Weiss, Research Analyst, Legislative Services Division (LSD)
Chris Manos, Executive Director, State Bar of Montana

01:14:40 Ms. Weiss

01:15:39	Mr. Manos (Exhibit 3)
01:29:37	Rep. Hill asked Mr. Manos if other courts have the defendants pay for the costs of the trial.
01:31:19	Sen. Swandal asked Mr. Manos if there is a standard that attorneys fees can not exceed the judgement.
01:35:15	Mr. Manos continued his presentation.
01:42:53	Sen. Sales asked Mr. Manos if fees against government entities are federal provisions.
01:44:39	Mr. Manos continued his presentation.
01:45:13	Sen. Moe asked Mr. Manos if successful pro bono attorneys are entitled to attorneys fees and if government attorneys that are part of a government case are entitled to attorneys fees.
01:48:53	Rep. Hill clarified Sen. Moe's question and asked for clarification of Mr. Manos' response to the question.
01:49:35	Rep. Hill asked Mr. Manos if the attorney fees paid by a successful defendant of a criminal case are reciprocal against the state.
01:51:07	Mr. Manos continued his presentation.

None

BREAK

SJ 24: REVIEW OF PRELIMINARY DRAFT LEGISLATION

Overview of draft legislation -- Julianne Burkhardt and Rachel Weiss, LSD

02:13:47 Ms. Burkhardt

LCIj01 -- Revision of consent definition; create aggravated SIWOC

02:14:20 Ms. Burkhardt (Exhibit 4)

02:20:28 Sen. Moe asked Ms. Burkhardt for clarification of her recommended draft language edits.

LCIj02b -- Unlawful distribution of sexual images or recordings (incorporated into 45-8-213, MCA)

02:21:00 Ms. Burkhardt (Exhibit 5)

LCIj03 -- Revision of mandatory minimums for statutory rape; 18 year olds do not have to register as sex offenders

02:21:10	Ms. Burkhardt (Exhibit 6)
02:22:59	Sen. Kary asked if the definition for consent has been removed from the draft bill and clarification of the term 'stand-alone draft.'
02:25:07	Sen. Sands asked for clarification of the bill draft language regarding consenting sex between two young adults between the ages of 14-18 years old.
02:26:29	Sen. Sands asked Sen. Swandal if the language regarding consensual sex between two young adults aged 14-18 years old means that the persons could not consent to have sex since they are under consenting age.
02:27:46	Sen. Sands asked if consent is already covered under other sexual assault bills in a case where there is no sexual consent between two young adults aged 14-

	18 years old.
02:29:19	Sen. Sands asked Sen. Swandal if the LClj03 bill draft was not implemented,
	would the consent of a young adult aged 14-18 years old be covered under other
	current law.
02:30:16	Sen. Moe asked Ms. Burkhardt if there is language in the LClj03 bill draft
	regarding consent under the age of 16 years old.
02:31:44	Sen. Moe commented that more time should be taken by the committee for
	consideration of different bill language before a decision is made.
02:31:56	Sen. Sands asked Sen. Swandal if the age differential in LClj03 is consistent to
00 00 04	the added bill language.
02:33:31	Sen. Sands recommended that the committee address the life sentence and bill
02:34:20	language consistency. Sen. Malek discussed mandatory minimums and asked for clarification between
02.34.20	a fine and restitution and where the fine money goes.
02:36:40	Sen. Malek asked Ms. Burkhardt how the court fines help reduce the cost of
02.00.10	juvenile restitution.
02:37:41	Sen. Malek requested that the committee consider replacing court fines with
	restitution to benefit victims.
02:38:10	Sen. Sands asked Sen. Swandal how often these fines are paid.
02:38:50	Sen. Sands asked Sen. Swandal if removing fines would actually increase
	restitution to benefit victims.
02:40:10	Sen. Malek discussed cases where offenders are not getting assigned
	restitution.
I Clid	03a No registration as sex offenders for 18 year olds convicted of statutory
rape	
•	03b Provides maximum penalty for 18 year old convicted of statutory rape
02:40:46	Ms. Burkhardt (Exhibit 7)(Exhibit 8)
0=110110	
LCIj(04 Elimination of statute of limitations for sex crimes
02:40:56	Ms. Burkhardt (Exhibit 9)
02:41:43	Sen. Moe asked Ms. Burkhardt why the change was not reflected in the opening
	of the bill draft.
02:42:02	Sen. Malek asked for clarification of the change in the statute of limitations and

LCIj05 -- Revise juvenile sex offender registry requirements

recommended removing the statute of limitations.

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02:45:27		Ms. Burkhardt (Exhibit 10)	

02:43:46

02:44:06

02:46:40 Sen. Sands asked if the registry requirements have to be based on a psychosexual evaluation.

LCIj06 -- Revised sexual assault and parental rights laws

02:47:47	Ms. Weiss	(Exhibit 11)	(Exhibit 12))
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the limitations by institutions.

02:57:59 Sen. Sands asked what other states have these provisions and if the LClj06 bill draft language fits with the bill language of other states (**Exhibit 13**).

Sen. Swandal recommended keeping the statute of limitations.

Sen. Sands commented on the statute of limitations and the possible abuse of

02:59:19	Sen. Sands asked if the proceedings will be done as a court proceeding which both parties have to appear.
03:01:19	Rep. Hill asked if revoking of parental-rights in sexual assault cases is already in statute and if this bill draft is a nuance to the current statute.
03:03:42	Rep. Hill asked if the bill draft would allow one parent to terminate the parental rights of the other parent.
03:04:36	Rep. Hill asked if the bill draft would effect the Office of Public Defender's ability to assign attorneys to putative parents.
03:06:12	Sen. Moe asked if the sentencing enhancement allows for adjudication of the crime.
03:08:40	Sen. Malek asked why a perpetrator would need to be contacted by the victim to take them to court.
03:12:58	Sen. Sands asked Sen. Swandal if a perpetrator consistently harasses the victim then the victim would be aware of where the perpetrator is located.
03:13:40	Sen. Malek commented that the federal statute tries to avoid situations where the woman did not file the criminal persecution but does not want to be further harassed.
03:14:30	Sen. Swandal asked why the governor of Rhode Island vetoed a bill regarding revenge porn.

Public comment on the drafts

03:15:32	Caitlin Borgmann, Executive Director, Montana American Civil Liberties Union
03:21:03	Sen. Sands distributed written public comment from Robin Turner, Montana
	Coalition Against Domestic & Sexual Violence (Exhibit 14).
03:21:22	Peter Ohman, Public Defenders Office
03:22:45	Andy Hudak, Montana Sex Offender Treatment Association

LUNCH

AGENCY OVERSIGHT: AGENCY LEGISLATIVE PROPOSALS

Background -- Rachel Weiss, LSD 04:31:26 Ms. Weiss (Exhibit 15)

Department of Justice

04:35:40 Jon Bennion, Deputy Attorney General (Exhibit 16)

Questions from the committee

04:39:55	Sen. Moe asked Mr. Bennion to give further direction and comments to the
	committee on the bill drafts and asked the committee if the approval of the
	agency requests is a courtesy.
04:41:20	Sen. Sands asked Sen. Sales if the committee will be voting on the agency bills
	during this discussion or during the committee work session.
04:41:55	Rep. Hill asked Mr. Bennion if the department is working to get the state within
	federal requirements by working on background checks for gun purchases by
	persons who have been adjudicated mentally ill.
04:43:09	Sen. Sales asked Mr. Bennion to discuss the change for highway funding.

None

MOTION

04:45:32 Sen. Sands moved the committee to authorize the Department of Justice agency

bills to move forward into the drafting process. The motion was seconded by

Sen. Swandal.

VOTE

04:46:00 The motion passed on a unanimous voice vote.

Department of Corrections

04:46:23 Adrianne Slaughter, Government Relations Director

04:48:08 Ms. Slaughter presented followup information regarding with the committee

information requests regarding the Galen bid, educational programs, prison populations and inmate waiting list, and restitution programs (Exhibit 17).

Questions from the committee

04:50:50 Sen. Moe asked if there is any vocational training in the Department of

Corrections educational programs.

04:51:21 Sen. Malek asked what size is the total state incarcerated population.

04:51:36 Ms. Slaughter will get a total for the total state incarcerated population at a later

time.

Public comment

None

MOTION

04:52:13 Sen. Swandal moved the committee to authorize the Department of Corrections

agency bills to move forward into the drafting process.

VOTE

04:52:20 The motion passed on 8-1 voice vote, with Sen. Moe voting 'no'.

04:52:34 Sen. Moe commented that she would view it as a courtesy to move the draft bill

into processing at the Law & Justice Interim Committee meeting in August, but

she has not heard from the Board of Regents on the bill draft.

Board of Crime Control

04:53:06 Deb Matteucci, Executive Director

Questions from the committee

04:57:50 Sen. Swandal asked what the study is going to accomplish.

04:58:41 Sen. Malek asked about the purpose of the federal grant and examples of

instances where persons may not be taken to court but termination of parental

rights would still be pursued.

Public comment

None

MOTION

05:03:03 Sen. Malek moved the committee to authorize the Board of Crime Control

agency bill to move forward into the drafting process.

VOTE

05:03:17 The motion passed on a 6-3 voice vote, with Sen. Swandal, Sen. Sales, and

Sen. Sands voting 'no'.

Judicial Branch

05:03:35 Beth McLaughlin, Court Administrator (Exhibit 18)

Questions from the committee

05:08:38	Sen. Moe asked if the first proposed bill is in the purview of the Judicial
	Redistricting Commission.

05:10:17 Rep. Hill asked if proposal three would need new funding with the change in the sunset date for the HB 612 pilot project.

O5:12:19 Sen. Malek commented that there might be other evidence-based programs that may work in regards to the agency's third recommendation.

O5:14:56 Sen. Malek recommended if the program is working the agency should ask for state funding.

Public comment

None

MOTION

05:15:30 Sen. Swandal moved the committee to authorize the Judicial Branch agency bills

to move forward into the drafting process.

VOTE

05:15:38 The motion passed on a 8-1 voice vote, with Sen. Sales voting 'no'.

Office of the Public Defender

05:15:58 Fritz Gillespie, presiding officer, Public Defender Commission

Questions from the committee

None

Public comment

None

POST Council

05:19:49 Perry Johnson, Executive Director (Exhibit 19)

Questions from the committee

05:26:38 Sen. Moe asked how much time it takes for basic training for a probation and

parole officer.

None

MOTION

05:27:26 Sen. Sands moved the committee to authorize the POST Council agency bill to

move forward into the drafting process.

VOTE

05:27:39 The motion passed on unanimous voice vote.

Board of Pardons and Parole - none

COMMITTEE ISSUE: EYEWITNESS IDENTIFICATION -- POST COUNCIL SURVEY UPDATE

Perry Johnson, Executive Director, POST Council

05:28:16 Mr. Johnson (**Exhibit 20**)

Questions from the committee

None

Public comment

05:33:39 Abigail St. Lawrence, Innocence Project (Exhibit 21)

05:36:33 Rep. Pease-Lopez asked Ms. St. Lawrence what she thinks POST is not

covering and what information is not available.

COMMITTEE ISSUE: INNOCENCE COMMISSIONS IN OTHER STATES

Rachel Weiss, LSD

05:38:57 Ms. Weiss (**Exhibit 22**)

Questions from the committee

05:44:21 Sen. Moe asked if there were nine hearings and nine exonerations.

05:45:50 Sen. Moe asked if the terms actual and factual in her discussion were terms

used interchangeably.

Public comment

05:46:46 Abigail St. Lawrence, Innocence Project

AGENCY OVERSIGHT: ADMINISTRATIVE RULE REVIEW

Julianne Burkhardt, LSD

05:49:17 Ms. Burkhardt

PUBLIC COMMENT ON ANY ITEM WITHIN LJIC JURISDICTION BUT NOT ON THIS AGENDA

None

COMMITTEE WORK SESSION

Review of required or requested August agenda items

None

Committee recommendations on keeping or eliminating reports or advisory councils/commissions

05:50:47 Sen. Sands discussed removing the bill drafts and reports (Exhibit 23).

MOTION

05:51:23 Sen. Sands moved to eliminate the required reports of the Dept. of Justice, Board of Crime Control, Dept. of Corrections, Board of Pardons and Parole, Office of the State Public defender, and Judicial Branch commissions.

Discussion on the motion

05:51:25	Ms. Weiss asked for clarification of the motion.
05:52:32	Sen. Swandal asked for clarification of the motion.

VOTE

05:53:00	The motion passed on a 8-1 voice vote, with Sen. Moe voting 'no'.
05:53:36	Sen. Sands discussed the a motion to remove the reports and commissions from the Dept. of Justice, Board of Crime Control, and Judicial Branch.
05:55:04	Sen. Sands asked if the departments have recommended the elimination of the reports.
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- 05:55:26 Sen. Kary recommended allowing the Judicial Branch to weigh in on the elimination the report.
- Sen. Sands recommended reconsidering the motion removing the commission 05:55:45 required reports.
- 05:56:21 Sen. Swandal commented that the committee heard the IT report from the Judicial Branch

MOTION

05:56:46 Sen. Sands moved to reconsider the committee's previous action.

VOTE

05:57:04 The motion passed on an unanimous voice vote. 05:58:13 Sen. Sands recommended the committee wait to move forward on the commission's required reports.

SJ 24 study of sexual assault

05:58:49 Sen. Swandal commented on the bill draft language on LClj01 and asked Ms. Burkhardt if his recommended draft language change was in statute.

MOTION

06:00:47 Sen. Swandal moved to change the bill draft language in LCIj01 to revise penalties for sexual intercourse without consent.

Discussion on the motion

06:02:37	Ms. Burkhardt commented on Sen. Swandal's recommended bill draft language
	changes.
06:03:28	Ms. Burkhardt recommended to the committee bill draft language changes in
	regards to consent.

VOTE 06:04:28 The motion passed on a unanimous voice vote. 06:04:40 Ms. Burkhardt recommended that the committee continue to consider the bill draft language in LClj01 regarding consent.

O6:05:13 Sen. Sands commented on the current bill draft language compared to the military court of justice bill language.

MOTION

06:06:34 Sen. Swandal moved to change the bill draft language in LClj01.

Discussion on the motion

- Ms. Burkhardt asked Sen. Swandal for clarification on his motion and recommended allowing her time to edit the draft and resubmit it to the committee for review.
- 06:09:13 Sen. Moe recommended changes to the bill draft language.
- O6:10:25 Sen. Sands commented on the clarification of the recommendations by Sen. Moe.

SUBSTITUTE MOTION

O6:11:04 Sen. Moe made a substitute motion on Sen. Swandal's motion and moved to change the bill draft language in LClj01.

VOTE

- 06:11:21 The substitute motion passed on a unanimous voice vote.
- O6:11:42 Sen. Swandal asked Ms. Weiss if the bill draft language is correct regarding a judge's ability to order termination of parental rights in LClj06.
- 06:13:18 Sen. Swandal asked if the LClj06 bill draft requires a conviction.
- 06:14:04 Rep. Hill commented on LClj02b and recommended that the bill be moved forward as a committee bill.
- 06:16:03 Rep. Hill asked if the committee should work with any constituency groups on final comments of the bill drafts.
- O6:17:57 Sen. Malek asked Ms. Burkhardt to review bill draft language for possible confusing language.
- 06:18:45 Sen. Kary requested a draft bill language fine amount change in LClj02b.

MOTION

O6:19:41 Sen. Kary moved to have the LClj02b bill draft language changed from a fine of \$1,000 to \$5,000.

Discussion on the motion

O6:19:48 Sen. Moe discussed the moved bill draft language change and the penalty fines. Sen. Sands asked for clarification of the draft bill proposed language change.

SUBSTITUTE MOTION

- O6:21:10 Sen. Swandal moved to have the LClj02b be amended in subsection 3b that 1c and 1d be added and the bill draft language changed from a fine of \$1,000 to \$5.000.
- 06:21:56 Rep. Laszloffy asked that the motions be segregated.

MOTION

O6:22:15 Sen. Swandal restated the first part of the segregated motion to have the LClj02b subsection 3b and 3c be amended to include 1c and 1d.

VOTE

06:22:34 The motion passed on a unanimous voice vote.

MOTION

06:22:44 Sen. Kary moved to have the LClj02b bill draft language changed from a fine of \$1,000 to \$5,000.

Discussion on the motion

06:22:58	Sen. Sales asked for clarification of the motion.
06:23:17	Sen. Moe commented on her support of the motion.

VOTE

06:23:51	Motion passed with a 8-1 voice vote, with Rep. Laszloffy voting 'no'.
06:24:32	Sen. Sands asked if the statutory rape bill draft LClj03 will be discussed.
06:25:02	Sen. Swandal commented increasing the age to 19 years old rather than 18 years old.
06:25:47	Rep. Pease-Lopez asked if the bill drafts should be consistent in regards to
	ages.

MOTION

O6:26:17 Sen. Swandal moved to amend section 5 of Lclj03 from 18 years of age and younger to 19 years of age and younger.

Discussion on the motion

06:26:34	Sen. Kary asked for clarification of the motion.
06:27:07	Sen. Sands asked Sen. Swandal how often cases of sexual statutory assault of young adults are processed in adult court.
06:27:33	Sen. Malek asked Sen. Swandal for clarification of the current statute regarding sexual assault offenders aged 18 years old and younger.
06:28:21	Sen. Moe commented about her concern of amended the bill draft language to increase the age to 19 years old.
06:28:55	Sen. Pease-Lopez asked how increasing the age will benefit the bill draft.
06:29:47	Sen. Moe responded to Sen. Pease-Lopez's question regarding increasing the age in LClj03.

VOTE

VOIE	
06:30:11	The motion failed on a 4-5 vote, with Rep. Laszloffy, Sen. Kary, Sen. Sales, Sen.
	Moe, and Sen. Malek voting 'no'.
06:31:00	Sen. Malek asked for clarification if the LClj04 and LClj05 bill drafts are agreed upon by the committee.
06:32:25	Sen. Malek commented on the LClj06 bill draft and her concerns regarding absentee fathers.
06:34:32	Rep. Hill responded to Sen. Malek's comments of LCIj06.
06:34:58	Sen. Malek commented on the bill draft language of LClj06.

06:35:38 Sen. Moe responded to Sen. Malek's comments.

06:36:18 Sen. Sands reminded the committee that the bill drafts are recommendations to

the legislature and will be amended in committee.

Other requests for draft legislation or August agenda items

None

Other discussion and/or directions to staff

06:37:37 Sen. Sands commented on the work of the staff regarding the bill drafts.

Final meetings: Monday, August 22

O6:38:07 Sen. Sands commented on the final Law & Justice Interim Committee meeting that will take place on August 22, 2016.

ADJOURNMENT

06:38:11 With no more work before the committee, Sen. Sales adjourned the meeting at 3:10 p.m.

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