### HOUSE COMMITTEE ON JUDICIARY - CRIMINAL LAW

#### March 5, 1999 Hearing Room 357

8:30 a.m. Tapes 69 - 71

### **MEMBERS PRESENT: Rep. Mannix, Chair**

Rep. Prozanski, Vice-Chair
Rep. Bowman
Rep. Gianella
Rep. Hansen
Rep. Simmons
Rep. Sunseri

**STAFF PRESENT: John Horton, Counsel** 

Patsy Wood, Administrative Support

**MEASURE/ISSUES HEARD:** 

HB 2494 Public Hearing

HB 2596 Public Hearing

These minutes are in compliance with Senate and House Rules. Only text enclosed in quotation marks reports a speaker's exact words. For complete contents, please refer to the tapes.

TAPE/#	Speaker	Comments
<b>TAPE 69, A</b>		
005	Chair Mannix	Calls meeting to order at 8:34 a.m.
<u>HB 2494 &amp;</u>	HB 2596 COMBINED PU	BLIC HEARING
023	Janet Metcalf	Attorney Generalis Office Testifies and submits written testimony as neutral to HB 2494 and HB 2596 (EXHIBIT A). Discusses what other states have done in the area of spiritual

		treatment as defense in criminal proceedings. Studies have shown that Oregon has made this defense more available than most other states, so limiting the defense would not put Oregon out of step with other states. Discusses the constitutionality of taking away or limiting spiritual treatment as a defense.
058	Rep. Prozanski	Was a good portion of this bill adopted during the 1995 Session?
062	Metcalf	Yes.
063	Rep. Prozanski	What has the law been in this area of spiritual treatment as a defense?
066	Metcalf	I donít remember if the defense existed prior to 1995. I do know that there have been no challenges to the defense at the Appellate level.
075	Rep. Sunseri	Pertaining to the constitutionality issue, would you elaborate on your comment that the Stateís strong interest in protecting children would override the interpretation of the 1 <sup>st</sup> Amendment?
080	Metcalf	Assuming there would be some impingement on free exercise, a federal court would say that such an impingement is nevertheless permissible if the state has a compelling state interest. An example of a compelling state interest is the interest in protecting children from harm and abuse.
094	Rep. Prozanski	Discusses that the state's interest is being able to intervene on behalf of the child through the juvenile court. We heard why the law may already be in place regarding the knowledge that comes to the court and the court's subsequent decision based upon the best interest of the child. Would you like to comment on that?
105	Metcalf	Again, assuming some impingement on free exercise, the state's great compelling interest in protecting children from harm and abuse would override any impingement that there might be. The parent of the child is free to bring in any evidence of their sincere religious beliefs to the juvenile court.
114	Chair Mannix	During the first 18 years of a childís life we are not doing anything to prohibit or restrict faith healing. However, faith healing has to be supplemented by medical care when available. After 18, the child is an adult and we let them decide the type of care they receive. In terms of balancing interests, does this proposed legislation follow a pattern consistent with other states?
139	Metcalf	Yes.
143	Chair Mannix	Would it be unconstitutional if we prohibited faith healing?
145	Metcalf	Yes.

148	Rep. Sunseri	Let's assume as a result of a religious practice, a child is bitten by a snake and the child dies. How does this proposed law affect that death?
165	Metcalf	The defendant in that situation would be free to introduce evidence to prove there was no intent to cause harm to the child.
183	Chair Mannix	Are we removing an artificial barrier by allowing the facts of the case and the circumstances of the child to come into the trial?
186	Metcalf	You have removed the debate on the validity of these statutes because the defense is available in some criminal homicide statutes and not in others. Secondly, you have removed the defense as an absolute defense to criminality and left it as a matter of evidence for the court to determine the defendant(s mental state.
194	Chair Mannix	Have we empowered a broader range of faith? We are opening this up for discussion, but weire not setting up any artificial standard that would favor one approach over another.
197	Metcalf	Yes. Removing the affirmative defense may well make the evidentiary inquiry more open.
201	Rep. Prozanski	Would intent become a mitigating factor as to how a defendant would be treated at sentencing?
207	Metcalf	Yes.
208	Chair Mannix	Doesnít the existence of these statutes constitute a state validation of the refusal of medical care before the fact? If we remove that state validation and say "you need to provide reasonable medical care under the circumstances", then some folks looking for permission will be given that permission to seek medical care given by removal of these statutory boundaries.
219	Metcalf	There was considerable testimony along those lines that that would be true in some cases.
222	Rep. Sunseri	We are tampering with the religious liberty of people. Can a statute like this be construed that someone who is required to report child abuse is now going to be looking at "religious neglect" as being child abuse?
238	Metcalf	The prosecutor in adult court or the juvenile court would have to decide whether to prosecute or not. Most prosecutors will be reluctant to take a case to the grand jury or to trial unless there is real harm or a risk of real harm.
258	Rep. Prozanski	If we did put religious defense into law in 1995, we could look at the law pre-

		1995 and you stated there have been no cases impinging on someone's religious freedoms.
265	Metcalf	I canít think of any change weíve seen from prior to 1995 until after 1995. I would envision little change if you were to enact this legislation.
271	Chair Mannix	Except the protection of children as to medical care is not adequate?
274	Metcalf	Yes. We should also be able to remove the problem some prosecutors have with the defense being in some statutes, but not others.
289	Victor Congleton	Services to Children and Families Testifies and submits written testimony in support of HB 2494 and HB 2596 (EXHIBITS B & C). Oregonis child protection system currently has the capacity through investigation and juvenile court intervention to protect child who are at serious risk due to the lack of effective medical care. However, in order to provide that protection, we have to know about the situation before the child dies. This legislation would show Oregonis commitment to childrenis safety and health and encourage parents to seek medical treatment if needed.
332	Rita Swan	C.H.I.L.D., Inc. Submits testimony that she hopes will answer additional questions raised in the hearing yesterday (EXHIBIT D).
356	Chair Mannix	Closes combined public hearing on HB 2494 & HB 2596.
<u>HB 2394 P</u>	UBLIC HEARING	
373	Counsel Horton	HB 2394 expands murder to include deaths caused by person fleeing or attempting to elude police officer, or by person driving while under the influence of intoxicants. This bill is similar to HB 2534 that relates to vehicular assault. Introduces amendments to HB 2394: ñ1 (EXHIBIT E), -2 (EXHIBIT F), and ñ3 (EXHIBIT G).
TAPE 70,	A	
011	Chair Mannix	Because we are blending HB 2394 and HB 2534, I will reference previous testimony to HB 2534 on February 17, 1999.
017	Keith Meisenheimer	Multnomah County Deputy District Attorney Testifies in support of HB 2394. Discusses the ñ3 amendments that establish the affirmative defense relating to repeat driving under the influence and a death occurs. Discusses the death of a willing participant when a car is stolen and the driver is fleeing or attempting to allude a police officer. In this case, the participant would not be considered a victim and the felony murder statute

		should not apply.
058	Rep. Bowman	How would you know beyond a reasonable doubt that the passenger in the vehicle was involved in the theft of the car? What if I stole a car and drove over to my best friendís house to take her for a ride. She may have no clue that the car was stolen; she might think I just bought a new car.
065	Meisenheimer	The state would have to prove beyond a reasonable doubt that the passenger knew nothing about the stolen vehicle.
078	Chair Mannix	So there would have to be another passenger who wasnit killed who could testify that the passenger killed had no knowledge of the car being stolen?
081	Meisenheimer	Yes. The driver could admit that his passenger didnít know anything about the car being stolen.
090	Rep. Hansen	If would about the victim having to be at least 18 years of age. If you had two 17 year olds involved in an accident, would the penalty be higher for them than two 18 year olds?
097	Meisenheimer	We were thinking more along the lines of a five-year-old being in the car.
100	Rep. Hansen	I donit know if victim status would apply to a 17-year-old co-conspirator.
104	Meisenheimer	The age is applicable in the ñ3 amendments only as to the repeat driving under the influence. It is very unlikely to have a 17-year-old on his/her second DUII.
113	Rep. Hansen	How many citizens in Oregon have a drunk driving conviction on their record? One statistic I saw said 20,000 arrests were made each year.
120	Meisenheimer	I donít know, but I could find out.
123	Chair Mannix	Are you comfortable with changing the age on the affirmative defense to 12 or 14?
125	Meisenheimer	That makes some sense because at 14 you can consent to your own adoption. That would be consistent with the purpose of protecting those who couldn't make an informed, mature decision about whether or not to be in the car.
142	Rep. Prozanski	I understand that we are setting up an affirmative defense and the victim must be a certain age or older and that they voluntarily were in the car.
148	Meisenheimer	That is just on the subsection dealing with the repeat DUII driver. The basic structure of the felony murder statute defines the victim as someone other than a

		participant. Discusses language providing for affirmative defense for persons who are passengers.
162	Rep. Prozanski	Were you involved in drafting the ñ1 amendments (Exhibit E)?
171	Meisenheimer	Yes.
174	Rep. Prozanski	On line 8, subsection (iii), "a warrant for the person's arrest has been issued" is extremely broad. A municipal court could issue a warrant for failure to pay a fine, and if the person fails to show they are open to a minor warrant arrest. This is so broad that it would encompass anyone having any warrant for any purpose.
185	Meisenheimer	The purpose of HB 2394 is to stop people from killing innocent bystanders when attempting to allude the police. Discusses the reasons why people might attempt to allude the police.
196	Rep. Prozanski	Do courts issue warrants without the personís knowledge that a warrant has been issued for them?
202	Meisenheimer	Yes. It might be appropriate to insert in the amendment that the person is aware of the warrant.
208	Rep. Prozanski	Discusses lines 12 and 13 on page 1 where a person has previously been convicted of DUII. Is there a time frame as to when that conviction occurred?
214	Meisenheimer	No.
214	Rep. Prozanski	If someone were convicted 20 years ago of DUII in Oregon or another state, would they fall under these criteria being proposed?
218	Meisenheimer	Yes. A 15-year time frame has been discussed for insertion into HB 2394.
225	Rep. Prozanski	Discusses (C) on lines 18-20 on page 1. If a person has previously been charged with DUII in any jurisdiction, and has failed to appear on that charge and the charge is still pending, wouldn't there be a warrant out for this person because they failed to appear?
242	Meisenheimer	I canít think of any situation where an individual would be charged with DUII and not be aware of that charge. Discusses a case where a woman had been charged with DUII, failed to appear, and 2 years later killed a man while she was driving intoxicated.
256	Rep. Prozanski	Discusses that if the woman failed to appear on a previous charge, the warrant should have shown as still outstanding when she was later brought to trial. If we are going to say you can be charged because there is a warrant out for your

		arrest, it doesnít seem like we need (C) on page 1 because it is duplicitous in that area.
268	Meisenheimer	You may be correct that if a person fails to appear a warrant is issued, but the intent of the ñ1 amendments to HB 2394 is to be specific that if you have a DUII charge, you need to take care of it.
274	Rep. Hansen	What attempts had been made in that 2-year period to serve the warrant on that woman who failed to appear on DUII charges?
282	Meisenheimer	I do not recall what attempts had been made to serve the warrant.
294	Rep. Hansen	If you really wanted to prevent people from being killed by drunk drivers, you would be asking this committee for increased resources to get warrants served. Discusses warrants not yet served in Multnomah County.
319	Meisenheimer	We need more than one approach. The onus is on the person served with the warrant to appear. It would be a supportive approach to increase resources to serve warrants, especially on DUII drivers, but they are not mutually exclusive. Both are addressed at the same problem and both approaches are intended to help the community.
337	Rep. Hansen	Except one approach protects the community before someone has been killed and the other one protects the community after a person is killed.
339	Meisenheimer	I like the proactive approach, but I donít think they are mutually exclusive. Prevention is much better.
351	Rep. Bowman	Does ORS 811.540 (the statute that deals with attempting to allude a police officer) implicitly state that the officer has to be easily identifiable?
363	Meisenheimer	The state has to prove beyond a reasonable doubt that the person "knowingly" attempted to allude a police officer.
366	Rep. Bowman	So the statute is clear about a police officer being easily identified?
367	Meisenheimer	Yes. As part of your basic proof you have to prove that it is a marked car and that the person is in uniform.
370	Rep. Bowman	Discusses a conviction of an attempting-to-allude case in Multnomah County this past week where two people were killed. The person convicted was sentenced to 20 years mandatory minimum under Measure 11. Since we have the ability now to prosecute and successfully convict people who kill people, why do we need to add different categories of murder?

388	Meisenheimer	The effort here is to be proportionate. In the case you referred to, the sentence for 20 years was more severe because two people died. Discusses the other crimes covered under the felony murder statute, and the fact that not very many people are killed as a result of these crimes. There are more innocent bystanders, with no ability to protect themselves, being killed by drivers who choose to drive recklessly in an attempt to allude the police.
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# **TAPE 69, B**

005	Dave Cook	Director, Department of Corrections (DOC)
		Testifies in support of the ñ2 amendments ( <b>EXHIBIT F</b> ) to HB 2394. The DOC believes that anyone on transitional leave is still in custody of the DOC and any unauthorized leave by these people should be a Class C felony. There are no inmates on temporary leave with the DOC, but 46 SUMMIT graduates are currently on transitional leave. Discusses statistics over the last several years involving the transitional leave program. Classifying unauthorized leave as a Class C felony sends a message to the inmates that violation of unauthorized leave is a very serious act with serious sanctions. The DOC would be in support of Section 5 (a) and (c). Section 5 (b) I do not support because people pending adjudication are not in the same situation as those serving a sentence or violating probation.
046	Chair Mannix	Would "pending adjudication" apply to someone just out on bail?
054	Cook	Each county would treat the pre-trial adjudication differently. Discusses that his main concern is the fiscal impact.
064	Chair Mannix	Do you have a problem if we remove (b) from Section 5?
065	Cook	No. If you take out (b) and leave everything else, we would endorse HB 2394.
073	James Rice	Oregon Criminal Defense Lawyerís Association
		Testifies in opposition to HB 2394. Others have already raised the issues I would have brought up.
081	Al French	District Attorneyís Association
		Testifies in support of HB 2394. I testified previously on this bill when it was in the form of HB 2303 and I wonit repeat my testimony.
085	Chair Mannix	The testimony presented for HB 2303 should be incorporated into the testimony for HB 2394. What is your position about Section 5 (b) of the ñ2 amendments?
092	French	I agree that there might be some fiscal impact. Someone pending adjudication would probably be in a local facility and someone in a state institution would

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	Chair Mannix	Would you oppose deleting that section because it creates or has the ability to create a fiscal impact?
103	French	No.
106	Chair Mannix	We could defer HB 2394 to see if there is a fiscal impact. Does HB 2394 have a subsequent referral to Ways & Means?
109	Counsel Horton	Not at this point.
110	French	Discusses unauthorized leave as a subcategory 6 under the sentencing guidelines, which is the same as escape in the second degree.
117	Chair Mannix	We will check out the fiscal impact before we make any decision.
127	Rep. Prozanski	Discusses his concerns with the ñ1 amendments, subsection (iii), line 8, that include anyone who has a warrant issued for them, lines 10-13 which has no time frame as to accountability, and lines 18-20 relating to warrants.
155	Chair Mannix	Would you want to see subsection (iii) on warrants deleted?
158	Rep. Prozanski	I think that would be appropriate. Discusses instances of people panicking and fleeing because they know there has been a warrant issued.
162	Chair Mannix	Do you want it changed to read that a person knows or believes that a warrant has been issued?
164	Rep. Prozanski	Discusses that a person should have the knowledge that there is a warrant issued for them, and whether this applies to every warrant issued no matter what the cause.
172	Chair Mannix	What if you included felonies and misdemeanors involving violence?
176	Rep. Prozanski	That would be better.
177	Chair Mannix	Are you thinking of a 10 or 15-year time limit for the accountability?
180	Rep. Prozanski	We are looking at 10 years because the Department of Motor Vehicles (DMV) records go back that far.

183	Chair Mannix	And you would delete lines 18-20?
184	Rep. Prozanski	Yes.
185	Chair Mannix	Counsel Horton will check on the fiscal impact of line 12 of the ñ2 amendments. We also need to look at the affirmative defense age, although the age of 14 has been suggested. Rep. Prozanski will consider the warrant for a felony or misdemeanor involving violence as well as a 10-year time limit.
198	Rep. Bowman	Discusses line 13 of the ñ1 amendments to HB 2394 and whether the police could make a determination if someone had been convicted for DUII in another state. How do we find out this information?
211	Chair Mannix	There are national search methods that could be used to check out the records in other jurisdictions and the FBI has a national registry available. They are using the same system for firearms background checks.
216	Rep. Bowman	Would they be using something new in this case that we donit normally use in DMV cases?
217	Chair Mannix	No.
219	Rep. Bowman	I would suggest that as in other states, we use the same 10-year time limit here for previous DUII convictions.
222	Rep. Hansen	If we canit decide whether to use a 10 or 15-year time frame for DUII convictions, perhaps looking at cases with 2 previous convictions instead of one would give us better data to make that decision.
240	Rep. Prozanski	Discusses that there are changes that need to be made to the ñ1 amendments before any decision can be made.
251	Rep. Bowman	In regards to the ñ3 amendments, what does "reasonable grounds" mean in determining intoxication?
259	Chair Mannix	Defines "reasonable grounds" and discusses who would be able to make the best determination of intoxication.
271	Rep. Bowman	Discusses her concerns with line 5 of the ñ3 amendments and how someone might be coerced into a vehicle because of peer pressure.
280	Chair Mannix	Would you like to get rid of the affirmative defense?
280	Rep. Bowman	I think it is something that we need to discuss further.

292	Counsel Horton	I will get a written summary of what the ñ1, -2 and ñ3 amendments do to HB 2394.
315	Chair Mannix	Closes the public hearing on HB 2394.
<u>HB 2494</u>	& HB 2496 COMBINED F	PUBLIC HEARING
331	Michael Howden	Oregon Center for Family Policy
		Testifies and submits written testimony in support of HB 2494 (EXHIBIT H). Discusses that the courts have historically supported the primacy of the parent in a childís life. HB 2494 doesnít place any additional requirements or burdens on the family than what the law already provides for all parents.
TAPE 70	, <b>B</b>	
007	Rep. Sunseri	Why do we need this bill if most of our child abuse laws would prohibit this type of "abuse"?
010	Howden	With the exception of conditions of manslaughter, the death of a child supersedes the prosecution on the basis of the current child abuse laws.
014	Rep. Sunseri	There being no statute of limitations on murder, if HB 2494 were passed, it would allow for prosecution of people who have practiced spiritual healing in the past.
017	Chair Mannix	You cannot retroactively criminalize conduct, it can only apply prospectively.
021	Rep. Sunseri	Are the penalties connected with the crime of murder proportionate with death due to lack of medical treatment for spiritual reasons?
024	Howden	Discusses his "battle" with trying to determine that very question. The preservation of the life of a child is the superseding issue and how it applies to the prosecution issue is a hard question to answer.
045	Rep. Prozanski	Discusses his interpretation of HB 2494 as being reactive after a death occurs. Under the current juvenile court laws we can react proactively prior to the death by the hospital intervening to give care.
059	Howden	In order for the hospital to intervene, the child has to be in the care of the hospital so we would have to go out and find that child in this case.
070	Rep. Prozanski	I want to make sure there are rules in place now to deal with children needing

		medical attention. What we don't have now is a way to hold someone accountable if a death is caused by lack of medical treatment.
081	Howden	That is correct. The accountability is not available now, but when considering that prosecution, we would ask that consideration is given for the freedom of expression.
086	Rep. Sunseri	Are you familiar with any cases where the death of a child could be construed as some kind of abuse or are the people withholding medical treatment really convinced they are doing something that is right?
097	Howden	The difficult part of this consideration is when the parents are sincere in their beliefs to withhold treatment rather than abusing the child. To my knowledge, the cases in Oregon would be hard to define as the classic abuse cases.
113	Douglas Vande Griend	Western Center for Law and Religious Freedom Testifies in support of HB 2494 & HB 2596. Discusses two specific areas of the law affected by this legislation: one has to do with juvenile jurisdiction and the other has to do with criminal jurisdiction. I would support the elimination of the exception as to the juvenile jurisdiction. Discusses protecting the concept of religious liberty. Discusses the justification for imposing criminal penalties as solely to deter people from committing crimes. The people refusing medical treatment for their child, based on their spiritual beliefs, believe they are doing the best thing they can do, and they believe the Creator of the universe will bless them and their child if they follow those beliefs. Discusses the fact that repealing spiritual treatment defense could open the door to a more full defense.
282	Chair Mannix	By removing the spiritual treatment defense, arenit we showing people that on the adult side they will be held accountable if they are not willing to take advantage of the medical care provided on the juvenile side?
306	Vande Griend	Discusses what criminal penalties would be imposed on an adult.
335	Chair Mannix	Discusses the courtís "filtering" process. The prosecutor making a decision to proceed is filter one; filter two is the grand jury in the case of felonies; filter three is the trial juryís decision. We want to error on the side of life and on the side of medical care because you canít bring back a person if they have died.
364	Vande Griend	To a certain extent I agree with that and that is why I favor the proactive approach, but I have a concern with the reactive side if the deterrent is not there.
392	Rep. Bowman	Prior to 1995 when this affirmative defense was instituted, 74 children died due to lack of medical treatment. Can you name one case where a parent using the spiritual treatment defense was sentenced for murder?
	Vande Griend	No.

412	Rep. Bowman	Discusses this fear of sentencing guidelines being appropriate for some people and inappropriate for others. The district attorney makes the first determination of what offense to charge a person. Why is it appropriate for us as legislators to determine that there is a particular charge that is not appropriate when that is not our function?		
TAPE 71, A				
001	Vande Griend	I think, that by creating the criminal statutes in the first place, the Legislature always identifies what penalty criminal actions deserve. It is the Legislature who also creates the affirmative defenses.		
021	Chair Mannix	You said you would support passage of HB 2494, but you had concerns about the criminal charges portion?		
023	Vande Griend	Yes.		
023	Rep. Prozanski	I think those concerns are based upon the potential sanctions that could be imposed upon these individuals.		
032	James Rice	Oregon Criminal Defense Lawyerís Association		
		Testifies as neutral to HB 2494 & HB 2596. Discusses the "choice of evils" defense that was brought up by Mr. LaFrance on March 4, 1999. Discusses the limitations on the use of the "choice of evils" defense. Discusses the "intent elements" and "intentionally" abusing and much of this deals with reckless conduct. These are misguided people we are trying to confront, not evil people trying to harm someone. Defines the reckless statutes that now exist.		
075	Chair Mannix	Closes public hearing on HB 2494 & HB 2596. Adjourns meeting at 10:31 a.m.		

Submitted By, Reviewed By,

Patsy Wood, Sarah Watson,

Administrative Support Administrator

# EXHIBIT SUMMARY

- A ñ HB 2494 & HB 2596, written testimony of Janet Metcalf, Department of Justice, dated 3/4/99, 3 pgs. B ñ HB 2494, written testimony of Victor Congleton, Services to Children & Families, dated 3/4/99, 2 pgs. C ñ HB 2596, written testimony of Victor Congleton, Services to Children & Families, dated 3/4/99, 2 pgs. D ñ HB 2494, written testimony of Rita Swan, C.H.I.L.D., 4 pgs. E ñ HB 2394, -1 amendments (LC 336), staff, 1 pg.
- F ñ HB 2394, -2 amendments (LC 336), staff, 1 pg.
- G ñ HB 2394, -3 amendments (LC 336), staff, 1 pg.

H ñ HB 2494, written testimony of Michael Howden, Oregon Center for Family Policy, dated 3/5/99, 7 pgs.