E2SHB 1114 - S COMM AMD By Committee on Ways & Means

ADOPTED 04/17/2013

1 Strike everything after the enacting clause and insert the 2 following:

3 "NEW SECTION. Sec. 1. The legislature finds that persons with a mental illness or developmental disability are more likely to be 4 5 victimized by crime than to be perpetrators of crime. The legislature further finds that there are a small number of individuals who commit 6 repeated violent acts against others while suffering from the effects 7 8 a mental illness and/or developmental disability that both 9 contributes to their criminal behaviors and renders them legally 10 incompetent to be held accountable for those behaviors. The 11 legislature further finds that the primary statutory mechanisms 12 designed to protect the public from violent behavior, either criminal commitment to a corrections institution, or long-term commitment as not 13 14 quilty by reason of insanity, are unavailable due to the legal incompetence of these individuals to stand trial. The legislature 15 16 further finds that the existing civil system of short-term commitments 17 under the Washington's involuntary treatment act is insufficient to protect the public from these violent acts. Finally, the legislature 18 19 finds that changes to the involuntary treatment act to account for this 20 small number of individuals is necessary in order to serve Washington's 21 compelling interest in public safety and to provide for the proper care 22 of these individuals.

- 23 **Sec. 2.** RCW 10.77.086 and 2012 c 256 s 6 are each amended to read as follows:
- 25 (1)(a) If the defendant is charged with a felony and determined to 26 be incompetent, until he or she has regained the competency necessary 27 to understand the proceedings against him or her and assist in his or 28 her own defense, or has been determined unlikely to regain competency

pursuant to RCW 10.77.084(1)(b), but in any event for a period of no longer than ninety days, the court:

- (i) Shall commit the defendant to the custody of the secretary who shall place such defendant in an appropriate facility of the department for evaluation and treatment; or
- (ii) May alternatively order the defendant to undergo evaluation and treatment at some other facility as determined by the department, or under the guidance and control of a professional person.
- (b) For a defendant whose highest charge is a class C felony, or a class B felony that is not classified as violent under RCW 9.94A.030, the maximum time allowed for the initial period of commitment for competency restoration is forty-five days.
- (2) On or before expiration of the initial period of commitment under subsection (1) of this section the court shall conduct a hearing, at which it shall determine whether or not the defendant is incompetent.
- (3) If the court finds by a preponderance of the evidence that a defendant charged with a felony is incompetent, the court shall have the option of extending the order of commitment or alternative treatment for an additional period of ninety days, but the court must at the time of extension set a date for a prompt hearing to determine the defendant's competency before the expiration of the second restoration period. The defendant, the defendant's attorney, or the prosecutor has the right to demand that the hearing be before a jury. No extension shall be ordered for a second or third restoration period as provided in subsection (4) of this section if the defendant's incompetence has been determined by the secretary to be solely the result of a developmental disability which is such that competence is not reasonably likely to be regained during an extension.
- (4) For persons charged with a felony, at the hearing upon the expiration of the second restoration period or at the end of the first restoration period, in the case of a defendant with a developmental disability, if the jury or court finds that the defendant is incompetent, the charges shall be dismissed without prejudice, and the court shall ((either order the release of the defendant or)) order the defendant be committed to a state hospital ((or secure mental health facility)) as defined in RCW 72.23.010 for up to seventy-two hours starting from admission to the facility, excluding Saturdays, Sundays,

- and holidays, for evaluation for the purpose of filing a civil 1 2 commitment petition under chapter 71.05 RCW. The criminal charges shall not be dismissed if the court or jury finds that: (a) The 3 4 defendant (i) is a substantial danger to other persons; or (ii) presents a substantial likelihood of committing criminal acts 5 6 jeopardizing public safety or security; and (b) there is a substantial probability that the defendant will regain competency within a 7 8 reasonable period of time. In the event that the court or jury makes 9 such a finding, the court may extend the period of commitment for up to an additional six months. 10
- 11 **Sec. 3.** RCW 10.77.270 and 2010 c 263 s 1 are each amended to read 12 as follows:
- (1) The secretary shall establish an independent public safety 13 14 review panel for the purpose of advising the secretary and the courts with respect to persons who have been found not guilty by reason of 15 16 insanity, or persons committed under the involuntary treatment act where the court has made a special finding under RCW 71.05.280(3)(b). 17 18 The panel shall provide advice regarding all recommendations to the secretary, decisions by the secretary, or actions pending in court: 19 20 (a) For a change in commitment status; (b) to allow furloughs or 21 temporary leaves accompanied by staff; (c) not to seek further 22 commitment terms under RCW 71.05.320; or (((c))) (d) to permit movement 23 about the grounds of the treatment facility, with or without the accompaniment of staff. 24
 - (2) The members of the public safety review panel shall be appointed by the governor for a renewable term of three years and shall include the following:
 - (a) A psychiatrist;

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- (b) A licensed clinical psychologist;
- (c) A representative of the department of corrections;
- (d) A prosecutor or a representative of a prosecutor's association;
- 32 (e) A representative of law enforcement or a law enforcement 33 association;
 - (f) A consumer and family advocate representative; and
- 35 (g) A public defender or a representative of a defender's 36 association.

(3) Thirty days prior to issuing a recommendation for conditional release under RCW 10.77.150 or forty-five days prior to issuing a recommendation for release under RCW 10.77.200, the secretary shall submit its recommendation with the committed person's application and the department's risk assessment to the public safety review panel. The public safety review panel shall complete an independent assessment of the public safety risk entailed by the secretary's proposed conditional release recommendation or release recommendation and provide this assessment in writing to the secretary. The public safety review panel may, within funds appropriated for this purpose, request additional evaluations of the committed person. The public safety review panel may indicate whether it is in agreement with the secretary's recommendation, or whether it would issue a different recommendation. The secretary shall provide the panel's assessment when it is received along with any supporting documentation, including all previous reports of evaluations of the committed person in the person's hospital record, to the court, prosecutor in the county that ordered the person's commitment, and counsel for the committed person.

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- (4) The secretary shall notify the public safety review panel at appropriate intervals concerning any changes in the commitment or custody status of persons found not guilty by reason of insanity, or persons committed under the involuntary treatment act where the court has made a special finding under RCW 71.05.280(3)(b). The panel shall have access, upon request, to a committed person's complete hospital record, and any other records deemed necessary by the public safety review panel.
- (5) The department shall provide administrative and financial support to the public safety review panel. The department, in consultation with the public safety review panel, may adopt rules to implement this section.
- (6) By December 1, 2014, the public safety review panel shall report to the appropriate legislative committees the following:
- (a) Whether the public safety review panel has observed a change in statewide consistency of evaluations and decisions concerning changes in the commitment status of persons found not guilty by reason of insanity;
- 37 (b) Whether the public safety review panel should be given the 38 authority to make release decisions and monitor release conditions;

- 1 (c) Whether further changes in the law are necessary to enhance 2 public safety when incompetency prevents operation of the criminal 3 justice system and long-term commitment of the criminally insane; and
 - (d) Any other issues the public safety review panel deems relevant.
- 5 Sec. 4. RCW 71.05.280 and 2008 c 213 s 6 are each amended to read 6 as follows:
- At the expiration of the fourteen-day period of intensive treatment, a person may be confined for further treatment pursuant to RCW 71.05.320 if:
 - (1) Such person after having been taken into custody for evaluation and treatment has threatened, attempted, or inflicted: (a) Physical harm upon the person of another or himself or herself, or substantial damage upon the property of another, and (b) as a result of mental disorder presents a likelihood of serious harm; or
 - (2) Such person was taken into custody as a result of conduct in which he or she attempted or inflicted physical harm upon the person of another or himself or herself, or substantial damage upon the property of others, and continues to present, as a result of mental disorder, a likelihood of serious harm; or
 - (3) Such person has been determined to be incompetent and criminal charges have been dismissed pursuant to RCW 10.77.086(4), and has committed acts constituting a felony, and as a result of a mental disorder, presents a substantial likelihood of repeating similar acts.
 - (a) In any proceeding pursuant to this subsection it shall not be necessary to show intent, willfulness, or state of mind as an element of the crime;
- 27 (b) For any person subject to commitment under this subsection
 28 where the charge underlying the finding of incompetence is for a felony
 29 classified as violent under RCW 9.94A.030, the court shall determine
 30 whether the acts the person committed constitute a violent offense
 31 under RCW 9.94A.030; or
- 32 (4) Such person is gravely disabled.

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- 33 **Sec. 5.** RCW 71.05.320 and 2009 c 323 s 2 are each amended to read as follows:
- 35 (1) If the court or jury finds that grounds set forth in RCW 36 71.05.280 have been proven and that the best interests of the person or

others will not be served by a less restrictive treatment which is an alternative to detention, the court shall remand him or her to the custody of the department or to a facility certified for ninety day treatment by the department for a further period of intensive treatment not to exceed ninety days from the date of judgment. If the grounds set forth in RCW 71.05.280(3) are the basis of commitment, then the period of treatment may be up to but not exceed one hundred eighty days from the date of judgment in a facility certified for one hundred eighty day treatment by the department.

- (2) If the court or jury finds that grounds set forth in RCW 71.05.280 have been proven, but finds that treatment less restrictive than detention will be in the best interest of the person or others, then the court shall remand him or her to the custody of the department or to a facility certified for ninety day treatment by the department or to a less restrictive alternative for a further period of less restrictive treatment not to exceed ninety days from the date of judgment. If the grounds set forth in RCW 71.05.280(3) are the basis of commitment, then the period of treatment may be up to but not exceed one hundred eighty days from the date of judgment.
- (3) The person shall be released from involuntary treatment at the expiration of the period of commitment imposed under subsection (1) or (2) of this section unless the superintendent or professional person in charge of the facility in which he or she is confined, or in the event of a less restrictive alternative, the designated mental health professional, files a new petition for involuntary treatment on the grounds that the committed person:
- (a) During the current period of court ordered treatment: (i) Has threatened, attempted, or inflicted physical harm upon the person of another, or substantial damage upon the property of another, and (ii) as a result of mental disorder or developmental disability presents a likelihood of serious harm; or
- (b) Was taken into custody as a result of conduct in which he or she attempted or inflicted serious physical harm upon the person of another, and continues to present, as a result of mental disorder or developmental disability a likelihood of serious harm; or
- 36 (c)(i) Is in custody pursuant to RCW 71.05.280(3) and as a result 37 of mental disorder or developmental disability continues to present((s)) a substantial likelihood of repeating ((s)) acts

((considering)) similar to the charged criminal behavior, 1 2 considering the person's life history, progress in treatment, and the public safety. (ii) In cases under this subsection where the court has 3 made an affirmative special finding under RCW 71.05.280(3)(b), the 4 commitment shall continue for up to an additional one hundred eighty 5 6 day period whenever the petition presents prima facie evidence that the person continues to suffer from a mental disorder or developmental 7 disability that results in a substantial likelihood of committing acts 8 9 similar to the charged criminal behavior, unless the person presents proof through an admissible expert opinion that the person's condition 10 has so changed such that the mental disorder or developmental 11 disability no longer presents a substantial likelihood of the person 12 committing acts similar to the charged criminal behavior. The initial 13 or additional commitment period may include transfer to a specialized 14 program of intensive support and treatment, which may be initiated 15 prior to or after discharge from the state hospital; or 16

(d) Continues to be gravely disabled.

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If the conduct required to be proven in (b) and (c) of this subsection was found by a judge or jury in a prior trial under this chapter, it shall not be necessary to prove such conduct again.

- (4) For a person committed under subsection (2) of this section who has been remanded to a period of less restrictive treatment, in addition to the grounds specified in subsection (3) of this section, the designated mental health professional may file a new petition for continued less restrictive treatment if:
- (a) The person was previously committed by a court to detention for involuntary mental health treatment during the thirty-six months that preceded the person's initial detention date during the current involuntary commitment cycle, excluding any time spent in a mental health facility or in confinement as a result of a criminal conviction;
- (b) In view of the person's treatment history or current behavior, the person is unlikely to voluntarily participate in outpatient treatment without an order for less restrictive treatment; and
- (c) Outpatient treatment that would be provided under a less restrictive treatment order is necessary to prevent a relapse, decompensation, or deterioration that is likely to result in the person presenting a likelihood of serious harm or the person becoming gravely disabled within a reasonably short period of time.

(5) A new petition for involuntary treatment filed under subsection (3) or (4) of this section shall be filed and heard in the superior court of the county of the facility which is filing the new petition for involuntary treatment unless good cause is shown for a change of venue. The cost of the proceedings shall be borne by the state.

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- (6) The hearing shall be held as provided in RCW 71.05.310, and if 6 the court or jury finds that the grounds for additional confinement as 7 8 set forth in this section are present, the court may order the 9 committed person returned for an additional period of treatment not to exceed one hundred eighty days from the date of judgment. At the end 10 of the one hundred eighty day period of commitment, the committed 11 12 person shall be released unless a petition for another one hundred 13 eighty day period of continued treatment is filed and heard in the same manner as provided in this section. Successive one hundred eighty day 14 commitments are permissible on the same grounds and pursuant to the 15 same procedures as the original one hundred eighty day commitment. 16 17 However, a commitment is not permissible under subsection (4) of this section if thirty-six months have passed since the last date of 18 19 discharge from detention for inpatient treatment that preceded the current less restrictive alternative order, nor shall a commitment 20 21 under subsection (4) of this section be permissible if the likelihood 22 of serious harm in subsection (4)(c) of this section is based solely on 23 harm to the property of others.
 - (7) No person committed as provided in this section may be detained unless a valid order of commitment is in effect. No order of commitment can exceed one hundred eighty days in length.
- 27 **Sec. 6.** RCW 71.05.425 and 2011 c 305 s 5 are each amended to read as follows:
 - (1)(a) Except as provided in subsection (2) of this section, at the earliest possible date, and in no event later than thirty days before conditional release, final release, authorized leave under RCW 71.05.325(2), or transfer to a facility other than a state mental hospital, the superintendent shall send written notice of conditional release, release, authorized leave, or transfer of a person committed under RCW 71.05.280(3) or 71.05.320(3)(c) following dismissal of a sex, violent, or felony harassment offense pursuant to RCW 10.77.086(4) to the following:

1 (i) The chief of police of the city, if any, in which the person 2 will reside; ((and))

- (ii) The sheriff of the county in which the person will reside; and
 (iii) The prosecuting attorney of the county in which the criminal
 charges against the committed person were dismissed.
- (b) The same notice as required by (a) of this subsection shall be sent to the following, if such notice has been requested in writing about a specific person committed under RCW 71.05.280(3) or 71.05.320(3)(c) following dismissal of a sex, violent, or felony harassment offense pursuant to RCW 10.77.086(4):
- (i) The victim of the sex, violent, or felony harassment offense that was dismissed pursuant to RCW 10.77.086(4) preceding commitment under RCW 71.05.280(3) or 71.05.320(3)(c) or the victim's next of kin if the crime was a homicide;
- 15 (ii) Any witnesses who testified against the person in any court 16 proceedings;
 - (iii) Any person specified in writing by the prosecuting attorney. Information regarding victims, next of kin, or witnesses requesting the notice, information regarding any other person specified in writing by the prosecuting attorney to receive the notice, and the notice are confidential and shall not be available to the person committed under this chapter; and
 - (iv) The chief of police of the city, if any, and the sheriff of the county, if any, which had jurisdiction of the person on the date of the applicable offense.
 - (c) The thirty-day notice requirements contained in this subsection shall not apply to emergency medical transfers.
 - (d) The existence of the notice requirements in this subsection will not require any extension of the release date in the event the release plan changes after notification.
 - (2) If a person committed under RCW 71.05.280(3) or 71.05.320(3)(c) following dismissal of a sex, violent, or felony harassment offense pursuant to RCW 10.77.086(4) escapes, the superintendent shall immediately notify, by the most reasonable and expedient means available, the chief of police of the city and the sheriff of the county in which the person escaped and in which the person resided immediately before the person's arrest and the prosecuting attorney of the county in which the criminal charges against the committed person

- were dismissed. If previously requested, the superintendent shall also 1 2 notify the witnesses and the victim of the sex, violent, or felony harassment offense that was dismissed pursuant to RCW 10.77.086(4) 3 preceding commitment under RCW 71.05.280(3) or 71.05.320(3) or the 4 victim's next of kin if the crime was a homicide. In addition, the 5 secretary shall also notify appropriate parties pursuant to RCW 6 71.05.390(18). If the person is recaptured, the superintendent shall
- 7 8 send notice to the persons designated in this subsection as soon as possible but in no event later than two working days after the 9 10 department learns of such recapture.

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- (3) If the victim, the victim's next of kin, or any witness is under the age of sixteen, the notice required by this section shall be sent to the parent or legal guardian of the child.
- (4) The superintendent shall send the notices required by this chapter to the last address provided to the department by the requesting party. The requesting party shall furnish the department with a current address.
- (5) For purposes of this section the following terms have the 18 following meanings: 19
 - (a) "Violent offense" means a violent offense under RCW 9.94A.030;
 - (b) "Sex offense" means a sex offense under RCW 9.94A.030;
- 22 (c) "Next of kin" means a person's spouse, state registered domestic partner, parents, siblings, and children; 23
- 24 (d) "Felony harassment offense" means a crime of harassment as defined in RCW 9A.46.060 that is a felony. 25
- 26 Sec. 7. RCW 10.77.200 and 2010 c 263 s 8 are each amended to read 27 as follows:
- (1) Upon application by the committed or conditionally released 28 person, the secretary shall determine whether or not reasonable grounds 29 exist for release. In making this determination, the secretary may 30 31 consider the reports filed under RCW 10.77.060, 10.77.110, 10.77.140, 10.77.160, and other reports and evaluations provided by 32 professionals familiar with the case. If the secretary approves the 33 release he or she then shall authorize the person to petition the 34 35 court.
- 36 (2) In instances in which persons have not made application for release, but the secretary believes, after consideration of the reports 37

filed under RCW 10.77.060, 10.77.110, 10.77.140, and 10.77.160, and other reports and evaluations provided by professionals familiar with the case, that reasonable grounds exist for release, the secretary may petition the court. If the secretary petitions the court for release under this subsection, notice of the petition must be provided to the person who is the subject of the petition and to his or her attorney.

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- (3) The petition shall be served upon the court and the prosecuting attorney. The court, upon receipt of the petition for release, shall within forty-five days order a hearing. Continuance of the hearing date shall only be allowed for good cause shown. The prosecuting attorney shall represent the state, and shall have the right to have the ((petitioner)) person who is the subject of the petition examined by an expert or professional person of the prosecuting attorney's choice. If the secretary is the petitioner, the attorney general shall represent the secretary. If the ((petitioner)) person who is the subject of the petition is indigent, and the person so requests, the court shall appoint a qualified expert or professional person to examine him or her. If the ((petitioner)) person who is the subject of the petition has a developmental disability, the examination shall be performed by a developmental disabilities professional. The hearing shall be before a jury if demanded by either the petitioner or the prosecuting attorney. The burden of proof shall be upon the petitioner to show by a preponderance of the evidence that the ((petitioner)) person who is the subject of the petition no longer presents, as a result of a mental disease or defect, a substantial danger to other persons, or a substantial likelihood of committing criminal acts jeopardizing public safety or security, unless kept under further who is the subject of the petition will be transferred to a state correctional institution or facility upon release to serve a sentence for any class A felony, the petitioner must show that the person's mental disease or defect is manageable within a state correctional institution or facility, but must not be required to prove that the person does not present either a substantial danger to other persons, or a substantial likelihood of committing criminal acts jeopardizing public safety or security, if released.
- 37 (4) For purposes of this section, a person affected by a mental disease or defect in a state of remission is considered to have a 38

- mental disease or defect requiring supervision when the disease may, with reasonable medical probability, occasionally become active and, when active, render the person a danger to others. Upon a finding that the ((petitioner)) person who is the subject of the petition has a mental disease or defect in a state of remission under this subsection, the court may deny release, or place or continue such a person on conditional release.
- 8 (5) Nothing contained in this chapter shall prohibit the patient from petitioning the court for release or conditional release from the 9 institution in which he or she is committed. The petition shall be 10 served upon the court, the prosecuting attorney, and the secretary. 11 Upon receipt of such petition, the secretary shall develop a 12 13 recommendation as provided in subsection (1) of this section and provide the secretary's recommendation to all parties and the court. 14 The issue to be determined on such proceeding is whether the 15 ((petitioner)) patient, as a result of a mental disease or defect, is 16 17 a substantial danger to other persons, or presents a substantial likelihood of committing criminal acts jeopardizing public safety or 18 19 security, unless kept under further control by the court or other persons or institutions. 20
- 21 (6) Nothing contained in this chapter shall prohibit the committed 22 person from petitioning for release by writ of habeas corpus.
- NEW SECTION. Sec. 8. If any provision of this act or its application to any person or circumstance is held invalid, the remainder of the act or the application of the provision to other persons or circumstances is not affected.
- NEW SECTION. **Sec. 9.** If specific funding for the purposes of sections 3 through 5 of this act, referencing sections 3 through 5 of this act by bill or chapter number and section number, is not provided by June 30, 2013, in the omnibus appropriations act, sections 3 through 5 of this act are null and void."

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ADOPTED 04/17/2013

On page 1, line 1 of the title, after "Relating to" strike the remainder of the title and insert "criminal incompetency, civil commitment, and commitments based on criminal insanity; amending RCW 10.77.086, 10.77.270, 71.05.280, 71.05.320, 71.05.425, and 10.77.200; and creating new sections."

<u>EFFECT:</u> This amendment removes the changes made by the Senate Human Services & Corrections Committee and makes the following changes to the underlying bill:

- (1) Amendatory language is added allowing transfer of a person committed after dismissal of violent felony charges based on incompetence to stand trial to an intensive support and treatment program during the initial 180-day period of commitment (rather than subsequent periods of commitment), and providing that transfer to a specialized program may occur prior to or after discharge from a state hospital (rather than release from a state hospital).
- (2) A null and void clause is added relating to sections three through five of this act if funding is not provided in the omnibus appropriations act.
- (3) A provision is added requiring a person committed as criminally insane who petitions superior court for release from confinement to serve a copy of the petition on DSHS. A modification is made to release criteria for a person committed as criminally insane providing that when such a person will be transferred to prison upon release to serve a sentence for a class A felony, the court must not require proof that the person will not present a danger to others or public safety after release.
- (4) A provision is removed allowing the superintendent of a treatment facility to intervene in the criminal case of a felony defendant by filing a petition for civil commitment following a period of competency restoration and before resolution of the felony charges by the superior court.
- (5) The title is amended to incorporate a reference to commitments based on criminal insanity.

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