

HOUSE BILL REPORT

2SSB 6211

As Reported by House Committee On:

Public Safety
Appropriations

Title: An act relating to drug offender sentencing.

Brief Description: Concerning drug offender sentencing.

Sponsors: Senate Committee on Ways & Means (originally sponsored by Senators Dhingra, Padden, Nguyen, Das and Hasegawa).

Brief History:

Committee Activity:

Public Safety: 2/24/20, 2/25/20 [DPA];
Appropriations: 2/29/20 [DPA(PS)].

Brief Summary of Second Substitute Bill (As Amended by Committee)

- Modifies eligibility criteria for the Drug Offender Sentencing Alternative (DOSA).
- Changes the content of and requirements related to certain court-requested DOSA eligibility assessments.
- Provides that a person ordered to participate in the residential treatment-based DOSA may be initially confined in a county facility in order to facilitate direct transfer to a residential treatment facility, and that residential treatment may be "up to" six months (rather than three to six months).
- Provides that treatment completion and continued care for residential treatment-based DOSA sentences must be in accordance with Health Care Authority rulemaking, taking into account American Society of Addiction Medicine criteria.
- Limits credit toward a total confinement sentence for time served on community custody prior to DOSA revocation.
- Requires the Washington State Institute for Public Policy to report on the effectiveness of the DOSA program.
- Makes various other changes to the statutes governing the DOSA.

This analysis was prepared by non-partisan legislative staff for the use of legislative members in their deliberations. This analysis is not a part of the legislation nor does it constitute a statement of legislative intent.

HOUSE COMMITTEE ON PUBLIC SAFETY

Majority Report: Do pass as amended. Signed by 8 members: Representatives Goodman, Chair; Davis, Vice Chair; Klippert, Ranking Minority Member; Sutherland, Assistant Ranking Minority Member; Graham, Lovick, Pellicciotti and Pettigrew.

Staff: Omeara Harrington (786-7136).

Background:

Sentencing Alternatives.

When a person is convicted of a felony offense, a sentencing court is generally required to impose a term of confinement based on a standard range provided in statute. In some circumstances, sentencing courts have discretion to order sentencing alternatives. Sentencing alternatives generally result in a person serving a shorter term of confinement, and sometimes serving no term of confinement. Instead, the person may be required to participate in certain programs or treatment, or to submit to a form of partial confinement.

Drug Offender Sentencing Alternative.

The Drug Offender Sentencing Alternative, or "DOSA," either reduces or eliminates incarceration time in exchange for the offender participating in supervision and treatment.

Eligibility.

A person convicted of a felony is eligible for a DOSA if certain criteria are met, including that:

- the current conviction is for an offense that is not a felony impaired driving offense, a violent offense, or a sex offense, and the violation does not involve a firearm or deadly weapon sentence enhancement;
- the offender has no current or prior convictions for a sex offense at any time, and no violent offense within the 10 years before conviction of the current offense;
- if the offense is a violation of the Uniform Controlled Substances Act (a drug violation), it involved only a small quantity of the particular controlled substance as determined by the judge;
- the offender is not subject to a federal immigration deportation detainer or order;
- the end of the standard sentence range for the current offense is greater than one year; and
- the offender has not received a DOSA more than once in the prior 10 years before the current offense.

In determining eligibility, the court may order the Department of Corrections (DOC) to complete either a risk assessment report or a substance use disorder screening report, or both.

At a minimum, the examination must address:

- whether the offender suffers from a drug addiction, and whether the addiction is such that there is a probability that criminal behavior will occur in the future;
- whether effective treatment for the offender's addiction is available from a provider that has been licensed or certified by the Department of Health (DOH); and
- whether the offender and the community will benefit from the use of the alternative.

The examination report must contain: a proposed monitoring plan, including any requirements regarding living conditions, lifestyle requirements, and monitoring by family members and others; and recommended crime-related prohibitions and affirmative conditions.

If the court determines that the offender is eligible for the alternative, it must waive imposition of the standard-range sentence and impose a sentence consisting of either a prison-based alternative or a residential substance use disorder treatment-based alternative.

Prison-Based Alternative.

Under the prison-based alternative, the offender is sentenced to a term of incarceration equal to one-half the midpoint of the standard range or 12 months, whichever is greater, and one-half the midpoint of the standard range as a term of community custody. The incarceration and community custody terms must include substance abuse treatment. The treatment services in the DOC must be designed by the Division of Alcohol and Substance Abuse of the Department of Social and Health Services, in cooperation with the DOC.

Residential Substance Use Disorder Treatment-Based Alternative.

Under the residential substance use disorder treatment-based alternative, the offender is sentenced to a term of community custody equal to one-half the midpoint of the standard sentence range or two years, whichever is greater, conditioned on the offender entering and remaining in residential substance use disorder treatment for a period set by the court between three and six months. The term of community custody must also include a condition to participate in treatment.

The residential substance use disorder treatment-based alternative is only available if the midpoint of the standard range sentence is 24 months or less.

Enforcement.

The court may bring an offender serving a DOSA back to court at any time to monitor progress or determine whether there have been violations of the conditions of sentence. If conditions have been violated or there is unsatisfactory progress in treatment, the court may modify the conditions of community custody or impose other sanctions, including ordering the person to serve a term of total confinement within the standard range for the offense.

An offender who is terminated from the DOSA and is ordered to serve a term of total confinement receives credit for any time previously served under the DOSA. However, in serving a term of community custody imposed upon termination from the DOSA, the offender does not receive credit for time served in community custody prior to termination.

Summary of Amended Bill:

Various changes are made to the provisions governing the DOSA.

Eligibility.

The offense history disqualifying a person from participating in the DOSA is modified. A current or prior sex offense conviction disqualifies a person from the DOSA only if the offense is one for which there is a current duty or a possible future duty to register as a sex offender. The window of disqualification for an offense history involving a violent offense is narrowed from 10 years to seven years prior to the current conviction when the prior offense was Robbery in the second degree that did not involve a firearm and was not plead down from Robbery in the first degree.

The requirement that the standard range sentence for the current offense must be greater than one year in order to participate in the DOSA is removed; however, in order to impose a prison-based DOSA, the high end of the standard sentence range for the current offense must be greater than one year.

Prison-Based Alternative.

Substance use disorder treatment during the community custody portion of a prison-based DOSA must be in a program approved and licensed by the DOH, rather than the Department of Social and Health Services.

Residential Substance Use Disorder Treatment-Based Alternative.

The maximum standard range sentence for eligibility for the residential substance use disorder treatment-based alternative is increased. A person may participate in the residential program if the midpoint of his or her standard range sentence is 26 months or less, rather than 24 months or less.

When the court orders the DOC to examine an offender for consideration of a residential treatment-based alternative, the examination must be performed by an agency certified by the DOH to provide substance use disorder services. The requirement to include a proposed monitoring plan and recommended crime-related prohibitions and affirmative conditions is removed.

Residential substance use disorder treatment may be for a term of up to six months, rather than three to six months. Treatment completion and continued care must be delivered in accordance with rules adopted by the Health Care Authority. In adopting rules, the Health Care Authority must consider the American Society of Addiction Medicine (ASAM) criteria. The sentence may include an indeterminate term of confinement of no more than 30 days in a county facility in order to facilitate direct transfer to a residential substance use disorder treatment facility.

Terminology referring to "drug addiction" and "substance abuse" is changed to "substance use disorder."

Enforcement.

When a total confinement sentence is imposed following a violation of conditions or failure to make satisfactory progress in treatment, the credit for any time previously served in community custody on the DOSA is limited to 50 percent.

Reporting.

The Washington State Institute for Public Policy (WSIPP) must submit a report to the Governor and the Legislature by November 1, 2022, analyzing the effectiveness of the DOSA in reducing recidivism among various offender populations. The WSIPP must submit an additional report by November 1, 2028, and every five years thereafter. The WSIPP may coordinate with the DOC and the Caseload Forecast Council in guiding data-tracking efforts and preparing the report.

Amended Bill Compared to Second Substitute Bill:

Offenses involving specified impaired driving-related felony enhancements are removed from the list of DOSA-disqualifying offenses.

The provision stating that treatment completion and continued care for purposes of residential DOSA treatment must be in accordance with ASAM criteria is removed. Instead, treatment completion and continued care must be delivered in accordance with rules established by the Health Care Authority, and the Health Care Authority must consider ASAM criteria in rulemaking. Statutory language indicating that the costs of DOSA examinations and preparing recommended service delivery plans may be paid, at the option of the county, from funds provided through the Criminal Justice Treatment Account is removed.

The primary responsibility for reporting on the effectiveness of the DOSA is shifted to the WSIPP (from than the DOC), and the due date of the second report is changed to November 1, 2028 (from November 1, 2027).

The Sentencing Reform Act's definition of the DOSA is amended to align with other provisions of the bill. Other minor changes are made for clarity.

Appropriation: None.

Fiscal Note: Available.

Effective Date of Amended Bill: The bill takes effect on January 1, 2021.

Staff Summary of Public Testimony:

(In support) Substance use disorder is a treatable brain disease. Increasing access to the DOSA program will reduce recidivism and increase quality of life for participants. This legislation came out of a work group that included many stakeholders. The components of the bill were basically universally supported. The 30-day jail hold is particularly important. Currently, a person is sentenced to a DOSA and the date the bed is available for residential treatment may be three to four weeks later. Putting a person who has already been diagnosed as needing inpatient treatment right back on the street results in many not making it to the bed date. When this happens, an opportunity is wasted, and the hold will make a difference in the efficacy of the program. Another important component is the WSIPP study. Judges think the DOSA program is working, but it would be beneficial to have actual data.

(Opposed) None.

(Other) This bill aligns with the mission of the DOC to improve public safety by changing lives. The DOC was involved in the work group that produced this bill and wants to support its recommendations; however, there is insufficient funding to expand the number of DOSA beds. There is currently a wait list and this bill would increase the number of people who are eligible for the program.

Persons Testifying: (In support) Representative Davis; and Judge Stephen Warning, Superior Court Judges Association.

(Other) Melena Thompson, Department of Corrections.

Persons Signed In To Testify But Not Testifying: None.

HOUSE COMMITTEE ON APPROPRIATIONS

Majority Report: Do pass as amended by Committee on Public Safety. Signed by 28 members: Representatives Ormsby, Chair; Robinson, 1st Vice Chair; Bergquist, 2nd Vice Chair; Stokesbary, Ranking Minority Member; Rude, Assistant Ranking Minority Member; Caldier, Chopp, Cody, Corry, Dolan, Dye, Fitzgibbon, Hansen, Hoff, Hudgins, Kilduff, Macri, Pettigrew, Ryu, Schmick, Senn, Springer, Steele, Sullivan, Sutherland, Tarleton, Tharinger and Ybarra.

Minority Report: Do not pass. Signed by 3 members: Representatives Chandler, Kraft and Mosbrucker.

Staff: Yvonne Walker (786-7841).

Summary of Recommendation of Committee On Appropriations Compared to Recommendation of Committee On Public Safety:

No new changes were recommended.

Appropriation: None.

Fiscal Note: Available. New fiscal note requested on February 27, 2020.

Effective Date of Amended Bill: The bill takes effect on January 1, 2021.

Staff Summary of Public Testimony:

(In support) None.

(Opposed) None.

Persons Testifying: None.

Persons Signed In To Testify But Not Testifying: None.