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2003 SENATE JUDICIARY

SB 2329

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2003 SENATE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. SB 2329

Senate Judiciary Committee

Conference Committee

Hearing Date 02/10/03

Tape Number	Side A	Side B	Meter #
1	X		17.6 -31.4
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Committee Clerk Signature

Minutes: Senator John T. Traynor, Chairman, called the meeting to order. Roll call was taken and all committee members present. Sen. Traynor requested meeting starts with testimony on the bill:

Testimony Support of SB 2329

Sen. O'Connell Introduced the Bill (meter 17.6) Attachment #1.

Senator Carolyn Nelson - Presented Amendment - Attachment #2 (meter 19.3) Read Testimony

Attachment #3.

Bonnie Palecek - ND Council on Abused Women's Services (meter 21.4) Read Testimony -

Attachment #4.

Lynne Tally - Executive Directory of Safe Shelter in Jamestown. (meter 24.8) Read Testimony Attachment #5.

Testimony in opposition of SB 2329

None

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Page 2 Senate Judiciary Committee Bill/Resolution Number SB 2329 Hearing Date 02/10/03

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Testimony Neutral to SB 2329

None

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Senator Stanley W. Lyson, Vice Chairman closed the hearing

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2003 SENATE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. SB 2329

Senate Judiciary Committee

Conference Committee

Hearing Date 02/14/03

Tape Number	Side A	Side B	Meter #
1	X		26 - End
			<u></u>
Committee Clerk Signatur	MANW Z	Solbry	

Minutes: Senator Stanley W. Lyson, Vice Chairman, called the meeting to order. Roll call was taken and not all committee members present. Sen. Lyson requested meeting starts with committee work on the bill: <u>Senator Carolyn Nelson</u> moved (meter 26.5) moved to pass amendments on bill

Motion Made to DO PASS Amendments of SB 2329 by Senator Carolyn Nelson and seconded by Senator Dennis Bercier.

Roll Call Vote: 5 Yes. 0 No. 1 Absent

Motion Passed

Motion Made to DO PASS SB 2329 with Amendments by Senator Dennis Bercier and seconded by Senator Carolyn Nelson.

Roll Call Vote: 6 Yes. 0 No. 0 Absent

Motion Passed

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Floor Assignment Sen. Nelson - Senator Stanley Lyson, Vice Chairman closed the hearing

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FISCAL NOTE Requested by Legislative Council 01/27/2003

Bill/Resolution No.: SB 2329

1A. State fiscal effect: Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.

	2001-2003 Biennium		2003-200	5 Biennium	2005-2007 Blennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
Revenues				1		
Expenditures						
Appropriations						

1B. County, city, and school district fiscal effect: Identify the fiscal effect on the appropriate political subdivision.

	2001-2003 Biennium			2001-2003 Biennium 2003-2005 Biennium		lum	200	5-2007 Bleni	nium
	Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts
i									

2. Narrative: Identify the aspects of the measure which cause fiscal impact and include any comments relevant to your analysis.

There is no anticipated fiscal impact from the proposed amendments.

- 3. State fiscal effect detail: For information shown under state fiscal effect in 1A, please:
 - A. Revenues: Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.
 - B. Expenditures: Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.
 - C. Appropriations: Explain the appropriation amounts. Provide detail, when appropriate, of the effect on the blennial appropriation for each agency and fund affected and any amounts included in the executive budget. Indicate the relationship between the amounts shown for expenditures and appropriations.

Name:	Ted Gladden	Agency:	N.D. Supreme Court
Phone Number:	3284216	Date Prepared:	01/28/2003

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Prepared by the Legislative Council staff for Senator Nelson 12-3

30722.0101 Title.0200

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PROPOSED AMENDMENTS TO SENATE BILL NO. 2329

February 10, 2003

Page 2, line 27, remove "if two"

Page 2, remove line 28

Page 2, line 29, remove "effect at the same time," and replace "one of those orders" with "order"

Page 2, line 30, replace "one" with "two"

Page 2, line 31, remove "any two or more"

Renumber accordingly

Page No. 1 30722.0101

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10/22/03 Operator's Signature Date

Date: February 12, 2003 Roll Call Vote #: 1

2003 SENATE STANDING COMMITTEE ROLL CALL VOTES BILL/RESOLUTION NO. SB 2329

Senate	JUDICIARY			Com	Committee	
Check here fo	r Conference Corr	mittee				
Legislative Counci	il Amendment Nur	nber		ى مەربىي بىر	30722.	0101
Action Taken	Amendment		···			<u> </u>
Motion Made By	Sen. Nelson		Se	conded By Sen. Bercier		<u></u>
Motion Made By Sen. Nelson Seconded By Sen. Bercier Senators Yes No Senators Yes N Sen. John T. Traynor - Chairman A A Sen. Dennis Bercier X X Sen. Stanley. Lyson - Vice Chair X Sen. Carolyn Nelson X X Sen. Dick Dever X Sen. Thomas L. Trenbeath X Sen. Stanley Sen. Trenbeath X Sen. Stanley Sen. Stanl		No				
Sen. John T. Tray	nor - Chairman	A	A	Sen. Dennis Bercier	X	
				Sen. Carolyn Nelson	X	
 A second sec second second sec		_				
Sen. Thomas L. 7	Trenbeath	X				
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Total (Yes)	FIVE (5)		No	ZERO (O)		
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Floor Assignment	<u></u>				<u></u>	<u></u>

If the vote is on an amendment, briefly indicate intent:

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Date: February 12, 2003 Roll Call Vote #: 2

2003 SENATE STANDING COMMITTEE ROLL CALL VOTES BILL/RESOLUTION NO. SB 2329

Senate		JUDIC	LARY	· · · · · · · · · · · · · · · · · · ·	Com	mittee
Check here for	Conference Com	mittee				
Legislative Council	Amendment Nur	nber			30722.	0101
Action Taken	DO PASS as Ar	nended				
Motion Made By	Sen. Bercier		Se	conded By Sen. Nelson		
Sena	tors	Yes	No	Senators	Yes	No
Sen. John T. Tray	فاستعده والمستبات المتبيشين المتعاد الشرابي والمحد	A	<u>A</u>	Sen. Dennis Bercier	X	
Sen. Stanley. Lyso	n - Vice Chair	X		Sen. Carolyn Nelson	X	
Sen. Dick Dever		X				
Sen. Thomas L. Ti	renbeath	X				
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Total (Yes)	FIVE (5)		No	ZERO (O)		
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Absent ONE						
Floor Assignment	Sen. Nelson					
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If the vote is on an amendment, briefly indicate intent:

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~ the NO. 10/22/03 Operator's Signature Date

REPORT OF STANDING COMMITTEE (410) February 13, 2003 8:41 a.m.

Module No: SR-28-2526 Carrier: Nelson Insert LC: 30722.0101 Title: .0200

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REPORT OF STANDING COMMITTEE

SB 2329: Judiciary Committee (Sen. Traynor, Chairman) recommends AMENDMENTS AS FOLLOWS and when so amended, recommends DO PASS (5 YEAS, 0 NAYS, 1 ABSENT AND NOT VOTING). SB 2329 was placed on the Sixth order on the

Page 2, line 27, remove "If two"

Page 2, remove line 28

Page 2, line 29, remove "effect at the same time." and replace "one of those orders" with

Page 2, line 30, replace "one" with "two"

Page 2, line 31, remove "any two or more"

Renumber accordingly





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2003 HOUSE STANDING COMMITTEE MINUTES

BILL/RESOLUTION NO. SB 2329

House Judiciary Committee

Conference Committee

Hearing Date 3-18-03

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Tape Number	Side A	Side B	Meter #
1	XX		15-30
1		XX	2.1-2.8
Committee Clerk Signatu	· APenio	æ	· · · · · · · · · · · · · · · · · · ·

Minutes: 10 members present, 3 members absent (Rep. Eckre, Grande, Wrangham).

Chairman DeKrey: We will open the hearing on SB 2329.

Sen. Carolyn Nelson: Introduced the bill. This bill clarifies two sections (see attached testimony).

Chairman DeKrey: Thank you. Further testimony in support.

Bonnie Palacek. ND Council on Abused Women': Services: Support (see attached testimony).

Rep. Kretschmar: Where are these domestic violence offender treatment programs. Who puts them on.

Ms. Palacek: There are a number of them in the state. Some are provided through human service centers, some are private businesses that operate a program in Fargo. In Grand Forks, the program is operated in conjunction with the human service center. There is a human service

center in Minut, Williston, and Dickinson. In Bismarck, there are a couple of programs, one

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Operator's Signature 10122103 Date

Page 2 House Judiciary Committee Bill/Resolution Number SB 2329 Hearing Date 3-18-03

operates through Lutheran Social Services. There are a number of programs in the state. By no means do we have statewide coverage and that's why if there is an extreme hardship, the judge may indicate that would be a reason why he shouldn't want to impose treatment. We do have a number of programs.

<u>Rep. Kretschmar</u>: But there aren't many, very few, in the rural areas in North Dakota, the smaller communities.

Ms. Palacek: That's right, and indeed people do travel a fair amount to participate in these treatments.

Rep. Kretschmar: How long is the program? So many hours or what?

Ms. Palacek: The length of the program varies. We have recommended standards for treatment programs, it may be up to several months.

<u>Chairman DeKrey:</u> Do you know why the fiscal effect is \$0. Is it because the defender has to pay for it, in case the defendant can't afford to pay for it, who picks up the tab.

Ms. Palacek: The services as far as I know, in going through them in my mind, are all paid for either by the programming, which finds individual grants to pay for it, or initially in combination with the offender actually paying a portion of it, on a sliding fee scale. There should be no fiscal impact that I'm aware of.

<u>Chairman DeKrey:</u> Thank you. Further testimony in support.

Senator Dave O'Connell: Support.

Chairman DeKrey: Thank you. Further testimony in support.

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Mary Thysell. Asst. Director of Safe Shelter: Support (see attached testimony).

Rep. Kretschmar: Were the protection orders for the same person.

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Date

Page 3 House Judiciary Committee Bill/Resolution Number SB 2329 Hearing Date 3-18-03

Ms. Thysell: No, different people.

Chairman DeKrey: Thank you. Further testimony in support. Testimony in opposition. We

will close the hearing.

(Reopened later in the same session)

Chairman DeKrey: What are the committee's wishes in regard to SB 2329.

Rep. Delmore: I move a Do Pass.

Rep. Maragos: Seconded.

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10 YES 0 NO 3 ABSENT

DO PASS

CARRIER: Rep. Onstad

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Date

Date: 3/18/03 Roll Call Vote #: 1

2003 HOUSE STANDING COMMITTEE ROLL CALL VOTES 2329 **BILL/RESOLUTION NO.**

Judiciary House

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Committee

Check here for Conference Committee

Legislative Council Amendment Number

Representatives	Yes	No	Representatives	Yes	N
Chairman DeKrey	~		Rep. Delmore	レ	
Vice Chairman Maragos	-		Rep. Eckre	AB	
Rep. Bernstein	-		Rep. Onstad	V	
Rep. Boehning	-				
Rep. Galvin		•			
Rep. Grande	_AB				
Rep. Kingsbury					
Rep. Klemin	- <u>r</u>				· · · · · · · · · · · · · · · · · · ·
Rep. Kretschmar					
Rep. Wrangham	AB				

If the vote is on an amendment, briefly indicate intent:

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REPORT OF STANDING COMMITTEE (410) March 18, 2003 10:25 a.m.

Module No: HR-48-5006 **Carrier: Onstad** Insert L.C: . Title: .

REPORT OF STANDING COMMITTEE

SB 2329, as engroceed: Judiclary Committee (Rep. DeKrey, Chairman) recommends DO PASS (10 YEAS, 0 NAYS, 3 ABSENT AND NOT VOTING). Engrossed SB 2329 was placed on the Fourteenth order on the calendar.





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Senator O'Connell

Regarding SB 2329 - relating to mandated treatment of domestic violence offenders and violation of a protection order.

Att # 1

SB 2329 would expand the list of offenses that would mandate an individual in violation to complete a domestic violence offender program. It has been unclear whether judges have the ability to order individuals to complete the program for offenses other than simple assault. The revised list of offenses would include (in addition to simple assault);

- assault,

- aggravated assault,
- reckless endangerment,
- terrorizing and menacing

The bill also clarifies the definition of "first violation" of protection orders as the first time an individual violates ANY protection order. For an individual with more than one protection order this would mean that the first time an individual violates a protection order would constitute a "first violation" for each and every protection order that individual is subject to. Again, there has been confusion about when expanded penalties can be issued for violations.

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nator Carolyn Nelson

1125 College Street

Fargo, ND 58102-3433

Jistrict 21

NORTH DAKOTA SENATE

STATE CAPITOL 600 EAST BOULEVARD BISMARCK, ND 58505-0360



COMMITTEES: Judiciary Government and Veterans Affairs

Att

SB 2329

I am here today in support of SB 2329 and to bring testimony from Bonnie Palecek, Executive Director of the ND Council on Abused Women's Services, who is not able to -be here today:

SB 2329 is an attempt to clarify two sections of the domestic violence statute which appear to be problematic because of oversights or vagueness.

The first issue deals with mandated treatment for offenders. The issue has been raised with batterers' treatment programs that judges only have the authority to mandate programs for simple assault under 14-07.1. This bill amends the current statute so that it is clear that *all* assaults are included when they involve family or household members. Obviously it doesn't make sense to require treatment for a simple assault offender and not for an aggravated assault offender.

The second issue is enhanced penalties for violating a protection order. States attorneys have indicated that it isn't clear whether the enhanced penalty engages when the same order is violated with the same victim or if the statute should be more broadly construed. The original intent was to get at a *pettern* of breaking orders.

Lynne Tally, director of Jamestown's SAFE Shelter, is here to give some scenarios from her district.

Vonette Richter drafted the amendment because the language in the bill was confusing.

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BISMARCK Abused Adult Resource Center 222.8370 BOTTINEAU 🕰 Grisis Genter LAKE Safe Alternatives for Abused Families 1-888-662-7378 DICKINSON Demostia Violance and Rapo Grisle Contor 225-4506 ELLENDALE Kodish House 349-4729 FARAO Rope and Abuse Crisis Contor 800-344-7273 FORT BERTHOLD RESERVATION **Coalition Against** Domostia Violanco 627-4171 GRAFTON Tri-County Crisis Intervention Conter 352-4242 **GRAND FORKS Community Vielence** Intervention Center 746-0405 JAMESTOWN £ Shelter -7233 ín county Meloan Family Resource Contor 800-651-8643 MERCER COUNTY Women's Action and Resource Center 873-2274 MINOT Domessie Vielence Crisis Center 852-2258 RANSOM COUNTY Abuse Resource Ketwork 683-5061 SPIRIT LAKE Vietim Assistance 766-1816 STANLEY Domostia Violance Program, NW, ND 628-3233 VALLEY CITY Abused Persons Outreach Ganter \$45-0078 WAHPETON

Chair John Traynor Testimony on SB 2329 Senate Judiciary Committee February 10, 2003

I am Bonnie Palecek speaking on behalf of the North Dakota Council on Abused Women's Services in support of SB 2329.

Att #4

This bill was drafted in response to a need for clarification of two areas of the domestic violence statute. The first relates to a provision passed last session which required judges to order treatment for offenders who assault "family or household members." The provision was part of a larger effort to create a separate crime of domestic violence, which failed. That bill was very murky by the end of the session and what remained was an odd situation in which only simple assaults were included.

This has become a problem particularly in the Grand Forks area, where they have a strong batterers' treatment program and an excellent working relationship with the court and the Human Service Center, but have been faced with defense attorneys arguing that judges have no authority to mandate treatment for more serious offenses such as terrorizing and aggravated assault because they are not included in the statute. Line 13 - 18 would fix that by listing all categories of assault as eligible for mandated treatment.

The second part of the bill addresses the need for clarification of the enhanced penalty for violations of protections orders, and for that I would like to introduce Lynne Tally from Jamestown to speak about her experiences with implementing this statute.



AH #S

Testimony of Lynne Tally To the Senate Judiciary Committee In Support of Senate Bill 2329 February 10, 2003

Chairman Traynor and members of the Committee, my name is Lynne Tally. I am the Executive Director of Safe Shelter in Jamestown. While I am in support of Senate Bill 2329 in its entirety, I am here today to speak specifically to Section 3, which addresses the issue of second or subsequent violations of protection orders.

I believe this amendment will clarify the intent of the 1993 legislative session when it passed legislation to raise the crime classification for second or subsequent violations of protection orders from a Class A misdemeanor to a Class C felony.

I was a member of the legislative committee of the Council on Abused Women's Services during the 1993 legislative session. When we approached the legislature to address this issue, our intent was to raise the stakes for what could be called "habitual protection order violators." We had had enough experience with abusers who went from victim to victim, violating one protection order after another, to know that repeatedly charging them with Class A misdemeanors was not effective as a punishment or a deterrent. Our intent with the initial legislation was to make it clearer to these habitual violators that the State of North Dakota would not tolerate their behavior and that their choices to continue that behavior would lead to more serious consequences.

We have, however, had some problems with the interpretation of this law. For instance, in Stutsman County, a respondent will be charged with a Class C felony for a second or subsequent violation only if it is a violation of the same order. The State's Attorney's Office believes that the terms "a protection order" and "the protection order" refer to one order only. In other words, it has to be the same victim, the same court order. If a second victim files a protection order against that same respondent, it becomes a whole new ballgame and the first violation of that order will, once again, be a Class A misdemeanor.

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I will use one individual from Stutsman County, whom I'll call Charles Smith, as an example:

- In 1993 a protection order was filed against Charles Smith. He violated that order and was charged with and convicted of a Class A misdemeanor.
- In 1996, another protection order was filed against him. He violated that order and was again charged with and convicted of a Class A misdemeanor.
- In 1997, another protection order was filed against Mr. Smith. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with and convicted of a Class C felony.
- In 1998, another protection order was filed against him. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with and convicted of a Class C felony.
- In 2001, another protection order was filed against Mr. Smith. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with a Class C felony but that charge was later dismissed.

This has been frustrating for our office, for law enforcement, and particularly for the victims of these crimes. It has also been frustrating for the State's Attorneys Office in Stutsman County, but they felt they had no choice, considering the language of the law and their interpretation of it.

This man, and others like him, are in the business of violating protection orders. They obviously demonstrate a clear pattern of disregard for the law. The original intent of this law, on our part, was to get at that pattern of violations. We are now in need of a change in language to clarify that intent.

Unfortunately, the bill, as drafted, has the potential for creating further confusion so it is our understanding that the legislative council has drafted an amendment to address the issue and we support that amendment.

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I ask that you recommend a do pass on Senate Bill 2329, with the amendment, in order to clarify the language and allow our State's Attorneys Offices to appropriately address these criminal actions.

A:251

Thank you.

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Testimony of Mary Thysell To the House Judiciary Committee In Support of Senate Bill 2329 March 18, 2003

Chairman DeKrey and members of the Committee, my name is Mary Thysell. I am the Assistant Director of Safe Shelter, an agency which provides advocacy and assistance for victims of domestic violence and sexual assault in Stutsman and Foster Counties. While I am in support of Senate Bill 2329 in its entirety, I am here today to speak specifically to the amendment in Section 3, which addresses the issue of second or subsequent violations of protection orders.

I believe this amendment will clarify the intent of the 1993 legislative session when it passed legislation to raise the crime classification for second or subsequent violations of protection orders from a Class A misdemeanor to a Class C felony.

Safe Shelter was a member of the Council on Abused Women's Services during the 1993 legislative session and our executive director served on the legislative committee for that organization. When CAWS approached the legislature to address this issue, the intent was to raise the stakes for what could be called "chronic protection order violators." We had all had enough experience with abusers who went from victim to victim, violating one protection order after another, to know that repeatedly charging them with Class A misdemeanors was not effective as a punishment or as a deterrent. Our intent with the initial legislation was to make it clearer to these habitual violators that the State of North Dakota would not tolerate their behavior and that their choices to continue that behavior would lead to more serious consequences.

We have, however, had some problems with the interpretation of this law. For instance, in Stutsman County, a respondent will be charged with a Class C felony for a second or subsequent violation only if it is a violation of the same order. The State's Attorney's Office believes that the terms "a protection order" and "the protection order" refer to one order only. In other words, it has to be the same victim, the same court order. If a second

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victim files a protection order against that same respondent, it becomes a whole new ballgame and the first violation of that order will, once again, bo a Class A misdemeanor.

I will use one individual from Stutsman County, whom I'll call Charles Smith, as an example:

- In 1993 a protection order was filed against Mr. Smith. He violated that order and was charged with and convicted of a Class A misdemeanor.
- In 1996, another protection order was filed against him. He violated that order and was again charged with and convicted of a Class A misdemeanor.
- In 1997, another protection order was filed against him. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with and convicted of a Class C felony.
- In 1998, another protection order was filed against him. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with and convicted of a Class C felony.
- In 2001, another protection order was filed against him. He violated that order twice. The first time he was charged with and convicted of a Class A misdemeanor. The second time he was charged with a Class C felony but that charge was later dismissed.

This has been frustrating for our office, for law enforcement, and particularly for the victims of these crimes. It has also been frustrating for the State's Attorney's Office in Stutsman County, but they felt they had no choice, considering the language of the law and their interpretation of it.

This man, and others like him, are in the business of violating protection orders. They obviously demonstrate a clear pattern of disregard for the law. The original intent of this law, on our part, was to get at that pattern of violations. We are now in need of a change in language to clarify that intent.



Unfortunately, this bill, as originally drafted, had the potential for creating further confusion so the Senate Judiciary Committee amended the bill to make the language clearer and we fully supported that amendment, which is now part of the bill you have before you.

I ask that you recommend a do pass on Senate Bill 2329 which will clarify the language concerning second and subsequent violations of protection orders, and will allow our State's Attorneys to appropriately address these criminal actions.

Thank you.



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Chair Duane DeKrey Testimony on SB 2329 House Judiciary Committee March 18, 2003

Chair DeKrey and Members of the Committee:

I am Bonnie Palecek speaking on behalf of the North Dakota Council on her Abused Women's Services in support of SB 2329.

This bill was drafted in response to a need for clarification of two areas of the domestic violence statute. The first relates to a provision passed last session which required judges to order treatment for offenders who assault "family or household members." The provision was part of a larger effort to create a separate crime of domestic violence, which failed. That bill was very murky by the end of the session and what remained was an odd situation in which only simple assaults were included.

This has become a problem particularly in the Grand Forks area, where they have a strong batterers' treatment program and an excellent working relationship with the court and the Human Service Center, but have been faced with defense attorneys arguing that judges have no authority to mandate treatment for more serious offenses such as terrorizing and aggravated assault because they are not included in the statute. Line 13 - 18 on Page 2 of the bill would fix that by listing all categories of assault as eligible for mandated treatment.

The second part of the bill addresses the need for clarification of the enhanced penalty for violations of protections orders, and for that I would like to introduce Mary Thysell from Jamestown to speak about her experiences with implementing this statute.



North Dekota Council on Abused Women's Services + Coalition Against Sexual Assault in North Dakota

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Date Signatur



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NORTH DAKOTA SENATE

STATE CAPITOL 600 EAST BOULEVARD BISMARCK, ND 58505-0360



COMMITTEES Judiclery Government and Veterans Affairs

SB 2329 -- Domestic Violence

SB 2329 clarifies two sections of the domestic violence statute which appear to be problematic because of oversights or vagueness.

The first issue deals with mandated treatment for offenders. The issue has been raised with batterers' treatment programs that judges only have the authority to mandate programs for simple assault under 14-07.1. This bill amends the current statute so that it is clear that all assaults are included when they involve family or household members. Obviously it doesn't make sense to require treatment for a simple assault offender and not for an aggravated assault offender.

The second issue is enhanced penalties for violating a protection order. States attorneys have indicated that it isn't clear whether the enhanced penalty engages when the same order is violated with the same victim or if the statute should be more broadly construed. The original intent was to get at a *pattern* of breaking orders.

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