H-2412.1			

SUBSTITUTE HOUSE BILL 1995

State of Washington 57th Legislature 2001 Regular Session

By House Committee on Judiciary (originally sponsored by Representatives Dickerson, Cairnes, Grant, Dunn, Campbell, Kagi, Pearson and Wood)

Read first time 03/29/2001. Referred to Committee on .

- 1 AN ACT Relating to civil forfeitures of property; amending RCW
- 2 69.50.505, 9A.83.030, and 69.50.520; and creating a new section.
- 3 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF WASHINGTON:
- 4 **Sec. 1.** RCW 69.50.505 and 1993 c 487 s 1 are each amended to read 5 as follows:
- 6 (a) The following are subject to seizure and forfeiture and no 7 property right exists in them:
- 8 (1) All controlled substances which have been manufactured,
- 9 distributed, dispensed, acquired, or possessed in violation of this
- 10 chapter or chapter 69.41 or 69.52 RCW, and all hazardous chemicals, as
- 11 defined in RCW 64.44.010, used or intended to be used in the
- 12 manufacture of controlled substances;
- 13 (2) All raw materials, products, and equipment of any kind which
- 14 are used, or intended for use, in manufacturing, compounding,
- 15 processing, delivering, importing, or exporting any controlled
- 16 substance in violation of this chapter or chapter 69.41 or 69.52 RCW;
- 17 (3) All property which is used, or intended for use, as a container
- 18 for property described in paragraphs (1) or (2);

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- 1 (4) All conveyances, including aircraft, vehicles, or vessels, 2 which are used, or intended for use, in any manner to facilitate the 3 sale, delivery, or receipt of property described in paragraphs (1) or 4 (2), except that:
 - (i) No conveyance used by any person as a common carrier in the transaction of business as a common carrier is subject to forfeiture under this section unless it appears that the owner or other person in charge of the conveyance is a consenting party or privy to a violation of this chapter or chapter 69.41 or 69.52 RCW;
- (ii) No conveyance is subject to forfeiture under this section by reason of any act or omission established by the owner thereof to have been committed or omitted without the owner's knowledge or consent;
- (iii) No conveyance is subject to forfeiture under this section if used in the receipt of only an amount of marijuana for which possession constitutes a misdemeanor under RCW 69.50.401(e);
- 16 (iv) A forfeiture of a conveyance encumbered by a bona fide 17 security interest is subject to the interest of the secured party if 18 the secured party neither had knowledge of nor consented to the act or 19 omission; and
- (v) When the owner of a conveyance has been arrested under this chapter or chapter 69.41 or 69.52 RCW the conveyance in which the person is arrested may not be subject to forfeiture unless it is seized or process is issued for its seizure within ten days of the owner's arrest;
- (5) All books, records, and research products and materials, including formulas, microfilm, tapes, and data which are used, or intended for use, in violation of this chapter or chapter 69.41 or 69.52 RCW;
 - (6) All drug paraphernalia;

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30 (7) All moneys, negotiable instruments, securities, or other tangible or intangible property of value furnished or intended to be 31 furnished by any person in exchange for a controlled substance in 32 33 violation of this chapter or chapter 69.41 or 69.52 RCW, all tangible or intangible personal property, proceeds, or assets acquired in whole 34 35 or in part with proceeds traceable to an exchange or series of exchanges in violation of this chapter or chapter 69.41 or 69.52 RCW, 36 37 and all moneys, negotiable instruments, and securities used or intended to be used to facilitate any violation of this chapter or chapter 69.41 38 39 or 69.52 RCW. A forfeiture of money, negotiable instruments,

securities, or other tangible or intangible property encumbered by a 1 2 bona fide security interest is subject to the interest of the secured party if, at the time the security interest was created, the secured 3 4 party neither had knowledge of nor consented to the act or omission. 5 No personal property may be forfeited under this paragraph, to the extent of the interest of an owner, by reason of any act or omission 6 7 which that owner establishes was committed or omitted without the 8 owner's knowledge or consent; and

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- (8) All real property, including any right, title, and interest in the whole of any lot or tract of land, and any appurtenances or improvements which are being used with the knowledge of the owner for the manufacturing, compounding, processing, delivery, importing, or exporting of any controlled substance, or which have been acquired in whole or in part with proceeds traceable to an exchange or series of exchanges in violation of this chapter or chapter 69.41 or 69.52 RCW, if such activity is not less than a class C felony and a substantial nexus exists between the commercial production or sale of the controlled substance and the real property. However:
- 19 (i) No property may be forfeited pursuant to this subsection, to 20 the extent of the interest of an owner, by reason of any act or omission committed or omitted without the owner's knowledge or consent; 21
- (ii) The bona fide gift of a controlled substance, legend drug, or 23 imitation controlled substance shall not result in the forfeiture of 24 real property;
 - (iii) The possession of marijuana shall not result in the forfeiture of real property unless the marijuana is possessed for commercial purposes, the amount possessed is five or more plants or one pound or more of marijuana, and a substantial nexus exists between the possession of marijuana and the real property. In such a case, the intent of the offender shall be determined by the preponderance of the evidence, including the offender's prior criminal history, the amount of marijuana possessed by the offender, the sophistication of the activity or equipment used by the offender, and other evidence which demonstrates the offender's intent to engage in commercial activity;
 - (iv) The unlawful sale of marijuana or a legend drug shall not result in the forfeiture of real property unless the sale was forty grams or more in the case of marijuana or one hundred dollars or more in the case of a legend drug, and a substantial nexus exists between the unlawful sale and the real property; and

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- 1 (v) A forfeiture of real property encumbered by a bona fide 2 security interest is subject to the interest of the secured party if 3 the secured party, at the time the security interest was created, 4 neither had knowledge of nor consented to the act or omission.
- 5 (b) Real or personal property subject to forfeiture under this chapter may be seized by any board inspector or law enforcement officer 6 7 of this state upon process issued by any superior court having 8 jurisdiction over the property. Seizure of real property shall include 9 the filing of a lis pendens by the seizing agency. Real property 10 seized under this section shall not be transferred or otherwise conveyed until ninety days after seizure or until a judgment of 11 forfeiture is entered, whichever is later: 12 PROVIDED, That real 13 property seized under this section may be transferred or conveyed to any person or entity who acquires title by foreclosure or deed in lieu 14 15 of foreclosure of a security interest. Seizure of personal property without process may be made if: 16
- 17 (1) The seizure is incident to an arrest or a search under a search 18 warrant or an inspection under an administrative inspection warrant;
- 19 (2) The property subject to seizure has been the subject of a prior 20 judgment in favor of the state in a criminal injunction or forfeiture 21 proceeding based upon this chapter;
- 22 (3) A board inspector or law enforcement officer has probable cause 23 to believe that the property is directly or indirectly dangerous to 24 health or safety; or
- 25 (4) The board inspector or law enforcement officer has probable 26 cause to believe that the property was used or is intended to be used 27 in violation of this chapter.
- (c) In the event of seizure pursuant to subsection (b), proceedings 28 for forfeiture shall be deemed commenced by the seizure. 29 30 enforcement agency under whose authority the seizure was made shall cause notice to be served within fifteen days following the seizure on 31 the owner of the property seized and the person in charge thereof and 32 33 any person having any known right or interest therein, including any 34 community property interest, of the seizure and intended forfeiture of 35 the seized property. Service of notice of seizure of real property shall be made according to the rules of civil procedure. However, the 36 37 state may not obtain a default judgment with respect to real property against a party who is served by substituted service absent an 38 affidavit stating that a good faith effort has been made to ascertain 39

if the defaulted party is incarcerated within the state, and that there 1 2 is no present basis to believe that the party is incarcerated within Notice of seizure in the case of property subject to a 3 4 security interest that has been perfected by filing a financing statement in accordance with chapter ((62A.9)) 62A.9A RCW, or a 5 certificate of title, shall be made by service upon the secured party 6 7 or the secured party's assignee at the address shown on the financing 8 statement or the certificate of title. The notice of seizure in other 9 cases may be served by any method authorized by law or court rule 10 including but not limited to service by certified mail with return receipt requested. Service by mail shall be deemed complete upon 11 mailing within the fifteen day period following the seizure. 12

(d) If no person notifies the seizing law enforcement agency in writing of the person's claim of ownership or right to possession of items specified in subsection (a)(4), (a)(7), or (a)(8) of this section within forty-five days of the seizure in the case of personal property and ninety days in the case of real property, the item seized shall be deemed forfeited. The community property interest in real property of a person whose spouse committed a violation giving rise to seizure of the real property may not be forfeited if the person did not participate in the violation.

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(e) If any person notifies the seizing law enforcement agency in writing of the person's claim of ownership or right to possession of 24 items specified in subsection (a)(2), (a)(3), (a)(4), (a)(5), (a)(6), (a)(7), or (a)(8) of this section within forty-five days of the seizure 26 in the case of personal property and ninety days in the case of real property, the person or persons shall be afforded a reasonable opportunity to be heard as to the claim or right. The hearing shall be before the chief law enforcement officer of the seizing agency or the 29 chief law enforcement officer's designee, except where the seizing agency is a state agency as defined in RCW 34.12.020(4), the hearing shall be before the chief law enforcement officer of the seizing agency or an administrative law judge appointed under chapter 34.12 RCW, except that any person asserting a claim or right may remove the matter to a court of competent jurisdiction. Removal of any matter involving personal property may only be accomplished according to the rules of 36 37 civil procedure. The person seeking removal of the matter must serve process against the state, county, political subdivision, or 38 39 municipality that operates the seizing agency, and any other party of

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interest, in accordance with RCW 4.28.080 or 4.92.020, within forty-1 five days after the person seeking removal has notified the seizing law 2 enforcement agency of the person's claim of ownership or right to 3 4 possession. The court to which the matter is to be removed shall be the district court when the aggregate value of personal property is 5 within the jurisdictional limit set forth in RCW 3.66.020. A hearing 6 before the seizing agency and any appeal therefrom shall be under Title 7 8 ((In a court hearing between two or more claimants to the 9 article or articles involved, the prevailing party shall be entitled to 10 a judgment for costs and reasonable attorney's fees. In cases involving personal property, the burden of producing evidence shall be 11 upon the person claiming to be the lawful owner or the person claiming 12 13 to have the lawful right to possession of the property.)) In all cases ((involving real property)), the burden of ((producing evidence shall 14 15 be)) proof is upon the law enforcement agency to establish, by a preponderance of the evidence, that the property is subject to 16 forfeiture. ((The burden of proof that the seized real property is 17 subject to forfeiture shall be upon the law enforcement agency.)) 18 19

The seizing law enforcement agency shall promptly return the article or articles to the claimant upon a determination by the administrative law judge or court that the claimant is the present lawful owner or is lawfully entitled to possession thereof of items specified in subsection (a)(2), (a)(3), (a)(4), (a)(5), (a)(6), (a)(7), or (a)(8) of this section.

- (f) In any proceeding to forfeit property under this title, where the claimant substantially prevails, the claimant is entitled to reasonable attorneys' fees reasonably incurred by the claimant. In addition, in a court hearing between two or more claimants to the article or articles involved, the prevailing party is entitled to a judgment for costs and reasonable attorneys' fees.
- 31 (g) When property is forfeited under this chapter the board or 32 seizing law enforcement agency may:
- 33 (1) Retain it for official use or upon application by any law 34 enforcement agency of this state release such property to such agency 35 for the exclusive use of enforcing the provisions of this chapter;
- 36 (2) Sell that which is not required to be destroyed by law and 37 which is not harmful to the public;

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- 1 (3) Request the appropriate sheriff or director of public safety to 2 take custody of the property and remove it for disposition in 3 accordance with law; or
- 4 (4) Forward it to the drug enforcement administration for 5 disposition.
- 6 (((g))) (h)(1) When property is forfeited, the seizing agency shall 7 keep a record indicating the identity of the prior owner, if known, a 8 description of the property, the disposition of the property, the value 9 of the property at the time of seizure, and the amount of proceeds 10 realized from disposition of the property.
- 11 (2) Each seizing agency shall retain records of forfeited property 12 for at least seven years.
- 13 (3) Each seizing agency shall file a report including a copy of the 14 records of forfeited property with the state treasurer each calendar 15 quarter.
- 16 (4) The quarterly report need not include a record of forfeited 17 property that is still being held for use as evidence during the 18 investigation or prosecution of a case or during the appeal from a 19 conviction.
- ((\(\frac{(h)}{h}\))) (i)(1) By January 31st of each year, each seizing agency shall remit to the state treasurer an amount equal to ten percent of the net proceeds of any property forfeited during the preceding calendar year. Money remitted shall be deposited in the violence reduction and drug enforcement ((and education)) account under RCW 69.50.520.
- 26 (2) The net proceeds of forfeited property is the value of the 27 forfeitable interest in the property after deducting the cost of satisfying any bona fide security interest to which the property is 28 subject at the time of seizure; and in the case of sold property, after 29 30 deducting the cost of sale, including reasonable fees or commissions paid to independent selling agents, and the cost of any valid 31 landlord's claim for damages under subsection $((\frac{n}{n}))$ of this 32 section. 33
 - (3) The value of sold forfeited property is the sale price. The value of retained forfeited property is the fair market value of the property at the time of seizure, determined when possible by reference to an applicable commonly used index, such as the index used by the department of licensing for valuation of motor vehicles. A seizing agency may use, but need not use, an independent qualified appraiser to

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- l determine the value of retained property. If an appraiser is used, the
- 2 value of the property appraised is net of the cost of the appraisal.
- 3 The value of destroyed property and retained firearms or illegal
- 4 property is zero.
- 5 $((\frac{(i)}{(j)}))$ Forfeited property and net proceeds not required to be
- 6 paid to the state treasurer shall be retained by the seizing law
- 7 enforcement agency exclusively for the expansion and improvement of
- 8 controlled substances related law enforcement activity. Money retained
- 9 under this section may not be used to supplant preexisting funding
- 10 sources.
- 11 $((\frac{(j)}{j}))$ (k) Controlled substances listed in Schedule I, II, III,
- 12 IV, and V that are possessed, transferred, sold, or offered for sale in
- 13 violation of this chapter are contraband and shall be seized and
- 14 summarily forfeited to the state. Controlled substances listed in
- 15 Schedule I, II, III, IV, and V, which are seized or come into the
- 16 possession of the board, the owners of which are unknown, are
- 17 contraband and shall be summarily forfeited to the board.
- 18 $((\frac{k}{k}))$ (1) Species of plants from which controlled substances in
- 19 Schedules I and II may be derived which have been planted or cultivated
- 20 in violation of this chapter, or of which the owners or cultivators are
- 21 unknown, or which are wild growths, may be seized and summarily
- 22 forfeited to the board.
- 23 $((\frac{1}{1}))$ m The failure, upon demand by a board inspector or law
- 24 enforcement officer, of the person in occupancy or in control of land
- 25 or premises upon which the species of plants are growing or being
- 26 stored to produce an appropriate registration or proof that he is the
- 27 holder thereof constitutes authority for the seizure and forfeiture of
- 28 the plants.
- 29 $((\frac{m}{n}))$ Upon the entry of an order of forfeiture of real
- 30 property, the court shall forward a copy of the order to the assessor
- 31 of the county in which the property is located. Orders for the
- 32 forfeiture of real property shall be entered by the superior court,
- 33 subject to court rules. Such an order shall be filed by the seizing
- 34 agency in the county auditor's records in the county in which the real
- 35 property is located.
- $((\frac{n}{n}))$ (o) A landlord may assert a claim against proceeds from the
- 37 sale of assets seized and forfeited under subsection $((\frac{f}{f}))$ $\frac{g}{g}(2)$ of
- 38 this section, only if:

1 (1) A law enforcement officer, while acting in his or her official 2 capacity, directly caused damage to the complaining landlord's property 3 while executing a search of a tenant's residence; and

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- (2) The landlord has applied any funds remaining in the tenant's deposit, to which the landlord has a right under chapter 59.18 RCW, to cover the damage directly caused by a law enforcement officer prior to asserting a claim under the provisions of this section;
- (i) Only if the funds applied under (2) of this subsection are insufficient to satisfy the damage directly caused by a law enforcement officer, may the landlord seek compensation for the damage by filing a claim against the governmental entity under whose authority the law enforcement agency operates within thirty days after the search;
- (ii) Only if the governmental entity denies or fails to respond to 13 14 the landlord's claim within sixty days of the date of filing, may the 15 landlord collect damages under this subsection by filing within thirty 16 days of denial or the expiration of the sixty-day period, whichever occurs first, a claim with the seizing law enforcement agency. 17 seizing law enforcement agency must notify the landlord of the status 18 19 of the claim by the end of the thirty-day period. Nothing in this 20 section requires the claim to be paid by the end of the sixty-day or thirty-day period. 21
 - (3) For any claim filed under (2) of this subsection, the law enforcement agency shall pay the claim unless the agency provides substantial proof that the landlord either:
- (i) Knew or consented to actions of the tenant in violation of this chapter or chapter 69.41 or 69.52 RCW; or
- (ii) Failed to respond to a notification of the illegal activity, provided by a law enforcement agency under RCW 59.18.075, within seven days of receipt of notification of the illegal activity.
- $((\frac{(o)}{(o)}))$ (p) The landlord's claim for damages under subsection $((\frac{(n)}{(o)}))$ (o) of this section may not include a claim for loss of business and is limited to:
 - (1) Damage to tangible property and clean-up costs;
- 34 (2) The lesser of the cost of repair or fair market value of the 35 damage directly caused by a law enforcement officer;
- 36 (3) The proceeds from the sale of the specific tenant's property 37 seized and forfeited under subsection $((\frac{f}{f}))$ (g)(2) of this section; 38 and

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- 1 (4) The proceeds available after the seizing law enforcement agency 2 satisfies any bona fide security interest in the tenant's property and 3 costs related to sale of the tenant's property as provided by 4 subsection $((\frac{h}{h}))$ (i)(2) of this section.
- $((\frac{p}{p}))$ (q) Subsections $((\frac{n}{p}))$ (o) and $((\frac{p}{p}))$ (p) of this section do not limit any other rights a landlord may have against a tenant to collect for damages. However, if a law enforcement agency satisfies a landlord's claim under subsection $((\frac{n}{p}))$ (o) of this section, the rights the landlord has against the tenant for damages directly caused by a law enforcement officer under the terms of the landlord and tenant's contract are subrogated to the law enforcement agency.
- 12 **Sec. 2.** RCW 9A.83.030 and 1992 c 210 s 3 are each amended to read 13 as follows:
- 14 (1) Proceeds traceable to or derived from specified unlawful activity or a violation of RCW 9A.83.020 are subject to seizure and 15 16 The attorney general or county prosecuting attorney may file a civil action for the forfeiture of proceeds. Unless otherwise 17 18 provided for under this section, no property rights exist in these 19 proceeds. All right, title, and interest in the proceeds shall vest in the governmental entity of which the seizing law enforcement agency is 20 21 a part upon commission of the act or omission giving rise to forfeiture 22 under this section.
 - (2) Real or personal property subject to forfeiture under this chapter may be seized by any law enforcement officer of this state upon process issued by a superior court that has jurisdiction over the property. Any agency seizing real property shall file a lis pendens concerning the property. Real property seized under this section shall not be transferred or otherwise conveyed until ninety days after seizure or until a judgment of forfeiture is entered, whichever is later. Real property seized under this section may be transferred or conveyed to any person or entity who acquires title by foreclosure or deed in lieu of foreclosure of a security interest. Seizure of personal property without process may be made if:
- 34 (a) The seizure is incident to an arrest or a search under a search 35 warrant or an inspection under an administrative inspection warrant 36 issued pursuant to RCW 69.50.502; or

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(b) The property subject to seizure has been the subject of a prior judgment in favor of the state in a criminal injunction or forfeiture proceeding based upon this chapter.

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- 4 (3) A seizure under subsection (2) of this section commences proceedings for forfeiture. The law enforcement agency under whose 5 authority the seizure was made shall cause notice of the seizure and 6 7 intended forfeiture of the seized proceeds to be served within fifteen 8 days after the seizure on the owner of the property seized and the 9 person in charge thereof and any person who has a known right or 10 interest therein, including a community property interest. Service of notice of seizure of real property shall be made according to the rules 11 of civil procedure. However, the state may not obtain a default 12 13 judgment with respect to real property against a party who is served by substituted service absent an affidavit stating that a good faith 14 15 effort has been made to ascertain if the defaulted party is incarcerated within the state, and that there is no present basis to 16 17 believe that the party is incarcerated within the state. The notice of seizure in other cases may be served by any method authorized by law or 18 19 court rule including but not limited to service by certified mail with 20 return receipt requested. Service by mail is complete upon mailing within the fifteen-day period after the seizure. 21
 - (4) If no person notifies the seizing law enforcement agency in writing of the person's claim of ownership or right to possession of the property within forty-five days of the seizure in the case of personal property and ninety days in the case of real property, the property seized shall be deemed forfeited. The community property interest in real property of a person whose spouse committed a violation giving rise to seizure of the real property may not be forfeited if the person did not participate in the violation.
 - (5) If a person notifies the seizing law enforcement agency in writing of the person's claim of ownership or right to possession of property within forty-five days of the seizure in the case of personal property and ninety days in the case of real property, the person or persons shall be afforded a reasonable opportunity to be heard as to the claim or right. The provisions of RCW 69.50.505(e) shall apply to any such hearing. The seizing law enforcement agency shall promptly return property to the claimant upon the direction of the administrative law judge or court.

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1 (6) Disposition of forfeited property shall be made in the manner 2 provided for in RCW 69.50.505 $((\frac{g}))$ (h) through $((\frac{i}))$ and 3 $((\frac{m}))$ (n).

4 **Sec. 3.** RCW 69.50.520 and 2000 2nd sp.s. c 1 s 917 are each 5 amended to read as follows:

The violence reduction and drug enforcement account is created in 6 7 the state treasury. All designated receipts from RCW 9.41.110(8), 8 66.24.210(4), 66.24.290(2), $69.50.505((\frac{h}{h}))$ (i)(1), 82.08.150(5), 9 82.24.020(2), 82.64.020, and section 420, chapter 271, Laws of 1989 shall be deposited into the account. Expenditures from the account may 10 be used only for funding services and programs under chapter 271, Laws 11 12 of 1989 and chapter 7, Laws of 1994 sp. sess., including state incarceration costs. Funds from the account may also be appropriated 13 14 to reimburse local governments for costs associated with implementing 15 criminal justice legislation including chapter 338, Laws of 1997. During the 1999-2001 biennium, funds from the account may also be used 16 for costs associated with providing grants to local governments in 17 18 accordance with chapter 338, Laws of 1997, the design, sitework, and 19 construction of the special commitment center, the replacement of the department of corrections' offender-based tracking system, and for 20 multijurisdictional narcotics task forces. After July 1, 2001, at 21 least seven and one-half percent of expenditures from the account shall 22 23 be used for providing grants to community networks under chapter 70.190 24 RCW by the family policy council.

25 <u>NEW SECTION.</u> **Sec. 4.** (1) The senate and house of representatives judiciary committees shall convene a workgroup to evaluate Washington 26 27 civil forfeiture laws and practices. The efforts of the workgroup 28 shall include: An evaluation of the enacted changes to the federal 29 civil forfeiture act and how they compare to current Washington law; an analysis of whether a requirement for a criminal conviction before 30 civil forfeiture would raise additional constitutional issues; a 31 comprehensive review of every civil forfeiture case that took place in 32 33 Washington state under state law during the year 2000; a discussion of recommendations and issues in the Washington civil forfeiture statutes, 34 35 including issues upon which the workgroup can agree and those that remain in dispute; and any other civil forfeiture issues identified by 36 37 the workgroup during its deliberations.

- (2) The workgroup shall consist of twelve members. Two members 1 shall be from the senate, one from each caucus to be appointed by the 2 president of the senate, and two members shall be from the house of 3 4 representatives, one from each caucus to be appointed by the cospeakers of the house of representatives. The American civil liberties 5 union, the Washington association of sheriffs and police chiefs, the 6 7 Washington association of prosecuting attorneys, and the Washington 8 association of criminal defense lawyers may appoint two representatives 9 each to participate in the workgroup.
- 10 (3) The members of the legislature appointed to the workgroup shall 11 be paid by the legislature under chapter 44.04 RCW. Support staff for 12 the workgroup shall be provided by the senate committee services and 13 the office of program research.
- (4) The workgroup shall submit its findings and recommendations to the senate judiciary committee and house of representatives judiciary committee not later than December 1, 2001. The workgroup shall terminate on December 15, 2001.
- NEW SECTION. Sec. 5. 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.

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