Date: Feb. 2, 1981

MEMBERS PRESENT: Chairman Stewart

Vice Chariman Sader

Mr. Thompson
Ms. Foley
Mr. Beyer
Mr. Price
Mr. Chaney
Mr. Malone
Mrs. Cafferata

Ms. Ham Mr. Banner

MEMBERS ABSENT: None

GUESTS PRESENT: Christina Wise, State Welfare Division

W. Labadie, State Welfare Division

Warren T. Fowler, Nevada Wildlife Federation

Pete Zadra, DMV, Highway Patrol Michael Long, DMV, Highway Patrol Charles L. Wolff, Jr., Dept. Prisons

Steve Robinson, Dept. Prisons

Frank Holzhauer, Dept. Human Resources

Mike Katz, Deputy Administrator, Youth Services

Division

Frank Carmen, Administrator, Youth Services

Division

G.P. Etcheverry, Nevada League of Cities

Chairman Stewart called the meeting to order at 8:05 a.m. Mr. Stewart indicated that the purpose of this morning's meeting would be to review some of the bills which had previously been heard by the committee and take some possible action. He briefly outlined AJR 6 and asked for questions and discussion.

AJR 6 Proposes to amend Nevada Constitution to confer right upon private citizens to keep and bear arms.

Mr. Malone pointed out to the committee that during the last session this resolution was highly scrutinized. He stated that it took almost the entire session.

Mr. Stewart indicated that if the bill was passed it would then be placed on the ballot for the next general election.

Mr. Malone moved DO PASS AJR 6, seconded by Mr. Sader, and carried unanimously by the members present.

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The Chairman indicated that the next item to be discussed would be AJR 30.

AJR 30 Proposes to amend Nevada Constitution by prohibiting commutation of sentences which would allow parole.

Mr. Sader noted that Director Wolff was present and wished to make some comments on the resolution.

Charles Wolff, Director of Nevada Department of Prisons, stated that his Department had developed a few preliminary figures. He indicated that at the present time, with regard to the two specific sentences addressed in the bill: death sentence and life without possibility of parole, there are 10 on death row and 88 doing life without possibility of parole, for a total of 98, which is 5.37% of the current population at the prisons. The total population on the date of the computations was 1,827 in house. Mr. Wolff stated that the projected population as of the end of June, 1983 is 2,601, indicating approximately 140 in the two subject categories. He further stated that the average age of those individuals on death row is 32.3 years and on general population, which includes life without, is approximately 28.5 years. With these figures in mind, these two categories of crimes would spend a great number of years in prison at a cost which would continue to accelerate. cated the current annual cost is somewhat in excess of \$10,000 per year, which would probably be approximately \$12,000 per year by the end of 1983, continuing to spiral up in the future.

Mr. Sader asked what the average length of time was for those individuals convicted for life without before that individual actually left the prison system. Mr. Wolff stated it would be approximately 15 years. To Mr. Sader's question on the average age of the general population of the prison, Mr. Wolff indicated that 28.5 was the average, although it hasn't been computed for some months. Mr. Sader then asked what the average age was for someone just coming into the prison system. Mr. Wolff said that he would guess it was somewhere around 24 or 25. Mr. Sader further asked that if the average stay for someone with a "life without "sentence is 15 years, then would the average age for that individual on parole be 40 to 42. Mr. Wolff agreed that was about the right age. Mr. Wolff further agreed with Mr. Sader's conclusion that if this amendment to the Nevada Constitution were approved, this average person would be kept in prison for the remainder of his life, or approximately another 20 years at a cost of a little over \$10,000 per person now and increased costs in the future. Mr. Wolff indicated that by the

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time this bill took effect it would be approximately \$12,000 to \$14,000. Mr. Sader then asked the cost of a new bed, to which Mr. Wolff stated that a prisoner doing time without hope is not very easy to get along with, therefore requiring a super max prison. He indicated that at this time they pay \$50,000 a bed for medium security and that super max would be probably \$75,000 to \$100,000 because the numbers would ultimately cause the segregation of these prisoners into a separate institution.

Mr. Sader asked Mr. Wolff to elaborate on this type of situation. Mr. Wolff stated that it is difficult to get individuals to adjust to incarceration. Those who are incarcerated for a very long time start out with a very stormy experience and some adjust. Those without hope of parole become behavioral problems, have nothing to lose, and are "non-programmable". He indicated that a large number of those individuals are a very serious problem.

Mr. Stewart asked if part of the management problems with these types of individuals was because of the character of these people which resulted in the crimes for which they were incarcerated. Mr. Wolff agreed. Mr. Stewart noted that the bill did not require automatically that every person who received a "life without" sentence serve a life without sentence. He cited the first clause, ". . . except as provided by law. . . ", which indicated to him that Legislature at a future date would set parameters. He then asked if the statistics related to a situation that might occur if every person who received a life without sentence served that sentence, to which Mr. Wolff agreed. Mr. Stewart further clarified that this amendment did not necessarily require that every life without sentence be served.

Mr. Price recalled that when the death sentence was reviewed in 1977, a prisoner who was in for life without parole had some hope in that it was not the last step. Mr. Price asked what the shortest time that a "life without parole" sentence had been served, to which Mr. Wolff assumed it was ten years. He indicated that ten years was the minimum on a variety of life sentences.

The Chairman asked for further discussion of AJR 30. Mr. Malone moved DO PASS AJR 30, seconded by Mr. Beyer, and carried unanimously by the members present.

The Chairman then asked for consideration of \underline{AB} 33 by the committee.

AB 33 Extends jurisdiction of justices' courts over traffic citations.

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Mr. Stewart noted that the information requested by the committee of Mr. Zadra on the fiscal impact had been received and was attached to the minutes of January 30, 1981, as Exhibit C, in the form of a letter to the Chairman. After a review of that letter by the committee members, Mr. Chaney noted that the reference to AB 41 should be changed to AB 33. The Chairman asked each members to make that change on their copies.

Mrs. Cafferata stated that she had not yet received the research requested on the effect of the bill on county budgets. She asked if discussion could be held until that information was received. The Chairman indicated that AB 33 would be held over until that information was received and set in a week to 10 days, at which time testimony from the small counties could be heard. Mrs. Cafferata stated that she would notify the Chairman when she received the research information.

The Chairman then continued to the next order of business, AB 41.

AB 41 Provides penalty for failure to obtain permit for flashing amber warning lights.

The Chairman introduced Mr. Stankow, Deputy Legislative Counsel, and addressed the problem of the language in section 1 interfering with the amber signal lights built into automobiles. Mr. Beyer suggested that in line 3 the word "moving" be inserted before "vehicle", to which Mr. Stankow felt "mounted" and "display" covered the question. Mr. Beyer asked about the case of an individual who pulled off the road with a flat tire and put a temporary light on top of his car while disabled and then removes the light when leaving. He felt that the word "moving" would allow that type of a situation.

Ms. Foley asked about the type of amber lights mounted on four-wheel drive vehicles which do not flash. Mr. Stewart asked Mr. Zadra to comment. Mr. Zadra indicated that those driving lamps were a clear, high intensity lamp used for driving off the road and were not covered by the subject bill and were not considered a violation; only the amber flashing light. He further indicated that the statutes allow two driving lamps on automobiles.

Mr. Price noted that one of the problems encountered was road contact with various people working on highways. He asked if the road equipment used in highway construction required per-

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mits for the use of the amber flashing lights. Mr. Zadra stated that road construction was covered under separate sections of the statutes which gave control of the highway to the contractor, who was delegated the responsibility for traffic control in the construction area during the period of construction.

Mr. Price posed the question of a traffic offender in a construction zone. In that instance, is an officer prohibited from issuing a citation? Mr. Zadra stated that control of the highway by the contractor only applies to construction. Mr. Stankow pointed out that in spite of that, a contractor would be wise to obtain a permit from the Highway Patrol.

The Chairman asked that the statute be reviewed. Mr. Sader indicated that NRS 484.581, the statute following the one of which this bill is the subject (NRS 484.579) states: "No person shall display a flashing amber warning light on a vehicle as permitted by this chapter except when an unusual traffic hazard exists." It was his feeling that the language of the two statutes was somehow overlapping or redundant. Mr. Stankow felt that "display" meant to have the light turned on and mounted. He further pointed out that NRS 484.579, as amended, would make it unlawful under any condition to display or mount the light without a permit. A person with a permit, displaying the yellow lights where a traffic hazard did not exist, would be in violation of NRS 484.581, which apparently is a crime by its wording. It was his feeling that NRS 484.579 would limit the mounting and displaying by anyone at any time and NRS 484.581 would limit the use by those who have permits to situations where it was really called for.

Mr. Price asked if the bottom line of the proposed amendment was to be able to issue permits. Mr. Stankow stated that the Highway Patrol now has the duty to issue a permit upon application to certain types of vehicles. Anyone else who mounted the lights or displayed them would violate NRS 484.579, but violation of that section doesn't happen to be a crime. Supposedly, if a person with these yellow lights on his vehicle displayed them at an unusual traffic hazard, it would not be a crime.

Mr. Stewart noted that the interest involved was by people who used amber lights in situations where only an authorized emergency vehicle would be expected to use them, thereby giving the impression that they were authorized themselves. Mr. Stankow stated that an amber light did not require anyone to take any action relative to that vehicle other than to take caution. He stated it was not necessary to yield to an amber light according to statute, but that red was yielded to. On a question by Mrs. Cafferata, he indicated that displaying the lights when

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not authorized is not currently a crime, but passage of the bill would make it a crime.

Mr. Sader asked if deleting NRS 484.581 and incorporating the language into the subject amendment, could the same thing be accomplished. That is, if the subject amendment was further amended to read, "It is unlawful for any person to display or mount flashing amber warning lights on a vehicle except when an unusual traffic hazard exists." Mr. Stankow felt it would seem to require that when the unusual traffic hazard exists, one get out of the vehicle, remove the lights from inside the vehicle, mount them on the top, and proceed to use them. He suggested that it would be unlawful to mount them without a license or to display them. He further suggested removing the words "to display" from NRS 484.579 would alleviate the problem and still leave the other section in tact.

Chairman Stewart at that point stated that he would like a sub-committee to research and review the proposed bill. He asked Mr. Price if he would like to serve on the committee. Mr. Price indicated that he was opposed to the bill and felt it would be a conflict, but agreed to serve on the sub-committee with Mr. Sader.

Mr. Zadra suggested that the sub-committee might also want to look at NRS 484.543 at the same time since it referred to the lighting conforming to Interstate Commerce Commission requirements. He stated that Interstate Commerce has been out of business since 1968. Mr. Stewart asked if Mr. Zadra would evaluate the possibility of a gap in the laws due to the absence of the ICC and report his findings to the sub-committee.

The Chairman asked for a short recess so the members could review an article which appeared in the newspapers (see EXHIBIT A).

The meeting reconvened at 9:04 a.m. Mrs. Cafferata mentioned that there had been a question raised about not charging the local governments for the permits under AB 41. The Chairman asked the sub-committee to look into that and discuss it with the local governments and the Department of Motor Vehicles.

Since there was no further discussion on AB 41, the Chairman continued on to AB 18.

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AB 18 Clarifies jurisdiction of judges of juvenile courts.

Mr. Sader proposed an amendment to the language of the bill on page 1, line 4 to read as follows:

". . . restitution to victims of crimes by the children. . . . "  $\,$ 

deleting the words "against property". Mrs. Cafferata pointed out that the same amendment should be made on line 20 of page 2.

Mr. Stewart pointed out that on page 2, lines 6, 7 and 8, the language had been disputed as well. He felt that subsection (c) possibly already covered that language. An example he cited was in the event the judge wanted to order the parent to attend parent effectiveness training sessions, he probably already had that authority. Since the language in lines 6 through 8 had caused such a controversy, it was his recommendation that those lines be deleted (new language).

Mr. Malone moved to AMEND AB 18 according to the foregoing, seconded by Mr. Sader, and carried unanimously by the committee.

Mr. Stewart asked for further discussion on the bill. Since there was none, he pointed out, in view of the article that was written, that this bill does not require every juvenile to come in to perform restitution or go into a work program. It is simply authority for the judge in certain circumstances order that the child take part in a restitution or work program if he feels it is in the best interests of the child.

Mr. Sader commented that he was going to vote in favor of AB 18 since he felt that our laws in general do not pay enough attention to victims of crimes. Since this bill provides for the possibility of restitution, the judge would have the opportunity to require restitution appropriate under the circumstances.

Mr. Malone moved DO PASS AB 18 as amended, seconded by Mr. Sader, and carried unanimously by the committee.

The next order of business was AB 19.

AB 19
Authorizes youth services division of department of human resources to require submission of statistics on juvenile offenses.

It was pointed out that in the previous hearing there had been a problem with the fiscal impact. Chairman Stewart asked Mr. Carmen, to elaborate on the statistics that had been given at that time.

Frank Carmen, Administrator, Youth Services Division, stated that the primary language changed recommended by his Division is subsection (a) requiring district judges, sheriffs and chiefs of police to submit data. He reiterated that those were not the specific individuals from whom the information The language should be changed to require chief juvenile probation officers or administrators of juvenile courts to supply the information. He further stated in connection with the fiscal note that even without the fiscal ability to do the job, the bill would put them in a position where there would be some type of centralized accounting on a statewide basis. was his recommendation that if it was felt that the bill would not get passed with the fiscal note, that the bill be passed in the sense of the original intent, i.e. recognize the need for some type of statewide accountability. He felt that this would basically require the juvenile courts to supply the Division with some kinds of concise information which could perhaps be manually tabulated in certain basic forms.

Mr. Thompson stated that it was his recollection of testimony given on January 28 that if the bill was passed and there was no monetary appropriation to buy the hardware needed, then the manual tabulation would be impossible. Mr. Carmen responded that the bill, as it presently exists, is nothing more than a license for the Division to provide some kind of generating force to get the information. He stated that the requirements would not be to the extent they would have been had there been a fiscal note. He indicated that the quantity or quality of data would not be received that would have with the fiscal note. The bill as it stands would at least set the direction with some indication that Youth Services is seen as a focal point for some of the juvenile crime information.

Mr. Thompson felt that if the money was not available to make use of the information received and that it would just lie dormant, there was no reason to have it.

Miss Foley felt that it was important for the Legislature or any other organizations who needed the information in question to be able to get it instead of no answer at all. She felt

it necessary to know on a statewide basis what our youth are doing so that programs could be instituted and better programs be developed so that crime can be stopped in the early stages.

Mr. Malone mentioned that there was other discussion on the dissemination of the information given. He asked about including that in the bill. Mr. Carmen stated there would be no problem with that as long as there was not a requirement to disseminate the information too excessively since that in itself is costly. He said that the Youth Services budget is decreased by 3% over the last biennium. Mr. Malone asked if Mr. Carmen felt the information should be disseminated as requested. Mr. Carmen felt it was public information and should be made available. He went on to say that there would be limitations on what could be supplied in that they would not have the capability of putting together an extensive package as discussed at the prior hearing.

Mr. Thompson stated that he understood how the type of information requested could be used on a county basis, but didn't understand what use it would be for a small county to have Clark County or Washoe County statistics. Mr. Carmen said that part of the idea of a sophisticated system would not only be the benefit of current information, but past information which would aid in future projections. He indicated that the capability did not exist at this time. He reiterated that under this bill, without the financial capabilities, the outcome would be a simplified data sheet which would be utilized differently by different people. Mr. Carmen felt that the most important benefits might be to the State itself and not necessarily to the County, some of which already have their own sophisticated systems as in the case of Clark County. He stated that the type of information he would like to see is projections of crime trends, population projections, number of children in alternative programs, etc. He felt that if he had the license to at least ask for the information needed, it would allow him to at least give answers when asked by various bodies.

Mr. Thompson asked if these types of statistics would be used in asking for Federal grants. Mr. Carmen stated that Federal grants always require information. He said that they usually asked that a proposal be submitted which was supported by either existing or projected data.

Mr. Beyer commented that he was impressed by the testimony that was given by Mr. Solomon at the previous hearing, particularly the fact that Clark County does already have a very sophisticated program in tracking statistics. He asked if Mr. Carmen was aware of any other counties already collecting this type of information on their own local situations. Mr. Carmen stated that the other counties were lucky if they were even keeping manual statistics.

Mr. Beyer stated that he was from Carlin in Elko County. He agreed with Mr. Thompson that there probably might not be a need in a county that small for the same types of information as needed in Clark County. Mr. Carmen responded that each county would need different types of information and that some types of information was not available to those counties such as drug statistics.

Mr. Stewart asked for a motion on the proposed amendments to AB 19 before taking action on the bill in its entirety. Mr. Sader moved to AMEND AB 19 to delete the language in subsection (a) requiring "district judges, sheriffs and chiefs of police" to submit data, and insert instead "chief juvenile probation officers or administrators of juvenile courts". Mr. Malone seconded the motion and it was unanimously carried by the committee.

Mr. Price asked about amending to require dissemination of the information back. Mr. Stankow commented that if there was not particular list, this would be public information and that any public organization could request the information and it would be required by law that it be given. Also, that any person who requested the information would be able to obtain it for a reasonable fee. Mr. Carmen added that the only confidential information in dealing with juveniles is the name so that at present anybody has access to juvenile statistics. Mr. Beyer noted that Mr. Price's question dealt with the request by Senator Ford at the prior hearing that the information be disseminated back to local governments and the court.

Mr. Thompson commented that he personally felt it was important to have the information at a state level, however, the cost to acquire the hardware, the \$10,000 one-time expense and then \$60,0000 a year, would send the bill to Ways and Means. He asked if the bill was passed, what would the manual gathering of the information cost and would the information actually be used. Mr. Carmen stated he would not let the bill sit idle. He further indicated that with or without the bill they were presently collecting in-house stats and would proceed ahead and through a cooperative arrangement try to standardize some

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type of reporting system. He stated that in terms of dealing with that information manually, an individual would be required exclusively for that purpose. Any specialized information would not be available because "you're getting what you're paying for".

Mr. Stankow noted that the bill, both from a legal effect and from his memory of the testimony that went into the request by the Interim Sub-Committee, this is not a requirement on the State and not on Mr. Carmen's Division. It was meant to be a requirement on the local government officials who were supplying information when they felt they ought to. He felt it was a requirement on chief juvenile officers and directors to supply information which Mr. Carmen asked for and not a requirement that Mr. Carmen ask for the information.

Mr. Chaney asked if at the present the information was available if requested. Mr. Carmen stated not from a single source, but that the Legislative Counsel Bureau could call the FBI and local juvenile courts, etc., but the problem is that the information would be somewhat misleading. An example is that Washoe County maintains jurisdiction over traffic offenses and Clark County does not. Therefore, if asked for the total amount of juveniles brought to the attention of the juvenile court, in Washoe County the figure might be 10,000, 7,000 of which were traffic offenses and in Clark County the figure might be 12,000, the majority of which were delinquent crimes. Mr. Carmen felt that Youth Services should separate the information out into specifics and be a central information center for the State.

Upon a motion by Mr. Malone to indefinitely postpone the bill, Mr. Stewart stated that he felt from the testimony he had heard the bill was probably not needed. Since the responsibility for juvenile crime was on the local authorities and this imposed an additional obligation on them, they should be heard from. He also noted that the fiscal note came as a surprise to him and he indicated he was voting with the motion.

Miss Foley asked by the bill was proposed in the first place unless the State was having problems getting information and finding that some of the probation officers were not being co-operative. Mr. Stewart felt at this time there was a cooperative effort and that in order to "give the bill teeth" it would cost money. He felt it could be done on a cooperative basis.

Mr. Malone moved to INDEFINITELY POSTPONE AB 19, seconded by Mr. Sader, and passed by a majority vote with Miss Foley, Mr. Price, and Mr. Banner voting "Nay".

Since there were no other bills to be heard, Mr. Banner asked about session during the week of Washington's Birthday. Mr. Stewart stated there would be session on Washington's Birthday, but there is a Council of State Governments in which all State Leadership would be involved Thursday and Friday of that week, February 19 and 20.

On a motion duly made, seconded and unanimously passed, the meeting was adjourned at 9:40 a.m.

Respectfully submitted,

Joy Jan M. Martin

committee Stenographer

# bservations Chris Schaller

If Alan Glover still has the "Maxwell Turkey" award on his desk in the Nevada Assembly, it should immediately be deposited on the desix of Assemblyman Jan Stewart of Clark County.

The award is emblematic of leg-islative silliness and there is no better qualifier than Stewart's Assembly Bill 18, a night-rider piece of legislation that would establish, once and for all, that the rights of young people may be compromised

by the wrongs of adults.

Stewart's bill would amend existing law by adding that "judges of juvenile courts may administer programs which provide for restitution to victims of crimes against property by the children who have committed such crimes."

That's suitably vague, in the noble tradition of the law, but then the bill gets down to nasty specif-

"Require the child to participate in a program designed to provide restitution to the victim or victims of crimes against property which the child has committed.

Oh, swell. Never mind that existing law already requires that the juvenile offender "when he is not in school" shall be placed under the supervision of a public organization to work on public projects.

Now we've got the kid working on public projects and working in a restitution program. That leaves him a lot of time to concentrate on lesser things such as education.

Now comes the zinger:

S. "Order the person (meaning the parent or guardian) to take any action which the court deems necessary to bring about an improvement in the conduct of the child or end his neglect of the child."

That obnoxious piece of nonsense is nothing less than an open invitation for child abuse, for which Nevada law provides severe penalthen No fudge in his right mind would go along with it.



1960, a judge in Washington, D.C. sentenced a teenage girl to be publically whipped in the courtroom by her mother for the crime of shoplifting. The baliff provided the belt and the sentence was carried out. That judge was strung out on the line by the Washington Post and the rest of the media. He should have been hung up by his. ah, thumbs.

What Stewart and his co-sponsors from Clark County (Hayes, Malone, Horn, Bennett and Brady) cannot seem to comprehend is that the juvenile offender almost always is the victim of poor parenting. Not all kids are lucky enough to be raised in a secure, caring environment which includes both parents as role models. This is the "me" generation and children are the first victims of adult self-indulg-

The Stewart bill suggests, incredibly, that judges order parents who have already failed "to take any action" to remedy the situation. This provision, if enacted, would be at the least dangerous and in some cases possibly deadly.

But the most asinine feature of the bill is the absence of an age provision. Presumably, a four-yearold on a tricycle could be required to make restitution for running over a neighbor's garden. Stewart, of course, would say, "that's not what we intended." But that's what the bill says, or doesn't say.

The real issue is the fact that parents or guardians are responsible for nuturing their children and the twig is bent, for better or worse, at the age of five or six. The teen-age offender deserves the help and compassion of society and a Siberian labor camp.

The bill should be buried in the Assembly Judiciary Committee or perhaps referred to the Committee on Sewage Treatment. Kids are people, not pawns.

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DATE: February 2, 1981

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ATTACHED TO MINUTES OF February 2, 1981

DATE: February 2, 1981

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DATE: February 2, 1981					
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ATTACHED TO MINUTES OF February 2, 1981

DATE: February 2, 1981

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ATTACHED TO MINUTES OF February 2, 1981

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