

The Senate

NORTHERN MARIANAS COMMONWEALTH LEGISLATURE P.O. BOX 500129 SAIPAN, MP 96950

STANDING COMMITTEE REPORT NO. 23

Date: September 14, 2023 RE: House Bill No. 23-24

Honorable Edith E. DeLeon Guerrero President of the Senate Twenty-Third Northern Marianas Commonwealth Legislature Saipan, MP 96950

Dear Madam President:

Your Committee on Judiciary, Government, and Law, to which was referred House Bill No. 23-24, entitled:

"To provide an affirmative defense against drug possession charges in the case of an overdose."

begs leave to report as follows:

I. RECOMMENDATION:

After considerable discussion and deliberation, your Committee recommends the passage of House Bill No. 23-24 in its original form.

II. ANALYSIS:

A) Purpose:

The purpose of House Bill No. 23-24 is to protect an individual against drug possession charges should the evidence in question be obtained as a result of a drug-related overdose or has sought medical aid for another individual who has overdosed in an attempt to save a person's life.

B) Committee Findings:

Your Committee finds that a drug-related overdose is categorized as a medical emergency. However, studies nationwide have indicated an increase in overdose related deaths due to an increase of unreported incidents from fear of police involvement that may lead to drug related charges.

Your Committee further finds that House Bill No. 23-24 primarily intends to save the life of an individual who has overdosed or has sought medical aid for another individual who has overdosed in an attempt to save a person's life without fear of prosecution. Through its enactment, the proposed legislation seeks to provide an affirmative defense to the charge of possession of less than 5 grams of a controlled substance if the substance is obtained while a person sought medication attention for an overdose or had sought medical attention for another person who has overdosed.

During the committee meeting, Deputy Attorney General Lillian Tenorio briefly acknowledged that written comments were submitted to the House Standing Committee on Judiciary and Governmental Operations, which are attached to House Standing Committee Report No. 23-23-18 indicating that the proposed legislation is constitutionally sufficient. After further review of the proposed legislation, no member objected to the passage of the proposed legislation. It is for these reasons that your Committee recommends the passage of House Bill No. 23-24 in its original form.

C) Legislative History:

House Bill No. 23-24 was formally introduced by Representative Malcolm J. Omar on March 9, 2023 and was subsequently referred to the House Standing Committee on Judiciary and Government Operations (JGO) for disposition and reported its findings to the full body of the House of Representatives under House Standing Committee Report No. 23-18 recommending passage of House Bill No. 23-24 in its original form. On June 20, 2023 the House of Representatives passed House Bill No. 23-24 on First and Final Reading during its First Day, Third Special Session. House Bill No. 23-24 was transmitted to the Senate on June 21, 2023 and was subsequently referred to the Senate Standing Committee on Judiciary, Government, and Law for disposition.

D) Public Hearing and Comment:

- Public Hearing. No public hearing was scheduled for House Bill No. 23-24. However, a Committee Meeting, which is open to the public, was held on September 14, 2023. See below for further details.
- 2. Committee Meeting. The proposed legislation made its first appearance during the scheduled committee meeting convened on September 14, 2023. The Committee Meeting notices and agenda, as amended, were officially posted on September 1, 2023 on various legislative forums and social media sites to invite members of the general public to provide comments as indicated under *Item No. 4. Public Comments* of the

Committee Agenda. However, no public comment was received on the proposed legislation by your Committee during the scheduled meeting.

- Written Comment. Your Committee agreed to not solicit for comments but is in receipt of the following:
 - a. Anthony H. Aguon, Aguon Law Office LLC, letter dated May 2, 2023
 - b. Colin M. Thompson, Thompson Law CNMI Limited Liability Company, letter dated May 2, 2023

E) Estimated Fiscal Cost:

The enactment of House Bill No. 23-24 may result in additional costs to the CNMI government for expenses associated with public outreach and training of law enforcement officers when responding to such incidents. However, the sincere intent to save a life heavily outweighs the cost.

F) Summary of Committee Amendments:

Your Committee made no amendments to the proposed legislation.

III. CONCLUSION:

Your Committee agrees with the intent and purpose of the proposed legislation and recommends passage of House Bill No. 23-24 in its original form.

Respectfully submitted,

Senator Celina R. Babauta

Chairperson

Senator Donald M. Manglona

Member

Senator Paul A. Manglona

Vice Chairperson

Reviewed by:

Senate Legal Counsel

Attachment(s):

- House Communication No. 23-33 transmitting House Bill No. 23-24, entitled: "To provide an affirmative defense against drug possession charges in the case of an overdose."
- Anthony H. Aguon, Aguon Law Office LLC, letter dated May 2, 2023
- Colin M. Thompson, Thompson Law CNMI Limited Liability Company, letter dated May 2, 2023

Hse. Comm. No. 23-33

TWENTY-THIRD NORTHERN MARIANAS COMMONWEALTH LEGISLATURE

HOUSE OF REPRESENTATIVES

P.O. Box 500586 SAIPAN, MP 96950 cnmileg.net

June 21, 2023

The Honorable Edith E. DeLeon Guerrero President The Senate Twenty-Third Northern Marianas Commonwealth Legislature Capitol Hill Saipan, MP 96950

Dear Senate President DeLeon Guerrero:

I have the honor of transmitting herewith for Senate action H. B. No. 23-24, entitled: "To provide an affirmative defense against drug possession charges in the case of an overdose.", which was passed by the House of Representatives on First and Final Reading, by the majority vote of the members present, a quorum being present, during its First Day, Third Special Session on June 20, 2023.

Sincerely yours,

Linda B. Muña House Clerk

Attachment

Transmittal to the SENATE

Received by: Chancle Borna

Date: 6/21/23

Time: 10:20am

TWENTY-THIRD NORTHERN MARIANAS COMMONWEALTH LEGISLATURE

IN THE HOUSE OF REPRESENTATIVES

MARCH 9, 2023

First Regular Session, 2023

H. B. 23-24

A BILL FOR AN ACT

To provide an affirmative defense against drug possession charges in the case of an overdose.

BE IT ENACTED BY THE 23RD NORTHERN MARIANAS COMMONWEALTH LEGISLATURE:

	Section 1. Findings and Purpose. The Legislature intends to save lives by
2	increasing timely medical attention to drug overdose victims through the
3	establishment of limited immunity from prosecution for people who seek medical
4	assistance in a drug overdose situation. Drug overdose is the leading cause of
5	unintentional injury death in the United States, ahead of motor vehicle-related
6	deaths. Drug deaths in the United States, which fell for the first time in 25 years in
7	2018, rose to record numbers in 2019 and are continuing to climb, a resurgence that
8	is being complicated and perhaps worsened by the coronavirus pandemic.
9	Nearly 72,000 Americans died from drug overdoses in 2019, according to
10	preliminary data released Wednesday by the Centers for Disease Control and
11	Prevention — an increase of 5 percent from 2018. Drug deaths have risen an
12	average of 13 percent so far this year over last year, according to mortality data

1	from local and state governments collected by The New York Times as of July			
2	2020, covering 40 percent of the U.S. population.			
3	The Legislature finds that many drug overdose fatalities occur becau			
4	peers delay or forego calling 911 for fear of arrest or police involvement, wh			
5	researchers continually identify as the most significant barrier to the ideal first			
6	response of calling emergency services. Moreover, many victims of drug overdose			
7	also fear arrest and refuse to call 911 or seek medical assistance during an overdose.			
8	The Legislature finds that lives can be saved by providing limited immunity during			
9	drug overdose situation. Accordingly, the purpose of this legislation to protect			
10	against drug possession charges if the evidence for the charge of possession of a			
11	controlled substance was obtained as a result of the person experiencing the			
12	overdose or a peer seeking medical assistance for someone else.			
13	Section 2. Amendment. Title 6, Chapter 2, Article 2 Defenses of the			
14	Commonwealth Code is hereby amended by adding a new section 254 to read as			
15	follows:			
16	"§ 254. Defense: Overdose.			
17	(a) A person charged with possession of less than 5 grams of a			
18	controlled substance, acting in good faith who seeks medical assistance for			
19	a drug-related overdose shall be able to raise an affirmative defense to the			
20	charge of possession of a controlled substance pursuant to this article, if the			

1	evidence for the charge of possession of a controlled substance was obtained
2	as a result of the person seeking medical assistance.
3	(b) The protection in this section from prosecution for possession of
4	a controlled substance shall not apply, regardless of the weight, to any other
5	criminal charges."
6	Section 3. Severability. If any provisions of this Act or the application of
7	any such provision to any person or circumstance should be held invalid by a court
8	of competent jurisdiction, the remainder of this Act or the application of its
9	provisions to persons or circumstances other than those to which it is held invalid
10	shall not be affected thereby.
11	Section 4. Savings Clause. This Act and any repealer contained herein
12	shall not be construed as affecting any existing right acquired under contract or
13	acquired under statutes repealed or under any rule, regulation, or order adopted
14	under the statutes. Repealers contained in this Act shall not affect any proceeding
15	instituted under or pursuant to prior law. The enactment of the Act shall not have
16	the effect of terminating, or in any way modifying, any liability, civil or criminal,
17	which shall already be in existence on the date this Act becomes effective.
18	Section 5. Effective Date. This Act shall take effect upon its approval by
19	the Governor, or it becoming law without such approval.

Prefiled: 3/3/2023

H	OI	JSE	BI	H.	23	-24

Date:	Introduced by: /s/ Rep. Malcom J. Omar
Reviewed for Leg	al Sufficiency by:
/s/ Joseph L.G. Ta House Legal Cour	

TWENTY-THIRD LEGISLATURE COMMONWEALTH OF THE NORTHERN MARIANAS COMMONWEALTH LEGISLATURE

HOUSE OF REPRESENTATIVES COMMITTEE ON JUDICIARY AND GOVERNMENTAL OPERATIONS

P.O. BOX 500586 SAIPAN, MP 96950

MARISSA R. FLORES
CHAIRWOMAN

Adon teal - 6/20/2023 STANDING COMMITTEE REPORT NO. 23-18

DATE: MAY 16, 2023 RE: H.B. 23-24

The Honorable Edmund S. Villagomez Speaker of the House of Representatives Twenty-Third Northern Marianas Commonwealth Legislature Capitol Hill Saipan, MP 96950

Dear Mr. Speaker:

Your Committee on Judiciary and Governmental Operations to which was referred:

H. B. No. 23-24:

"To provide an affirmative defense against drug possession charges in case of an overdose."

begs leave to report as follows:

I. RECOMMENDATION:

After considerable discussion, your Committee recommends that H. B. No. 23-24 be passed by the House in its current form.

HOUSE CLERK'S OFC RECEIVED BY SM

Page 2

II. ANALYSIS:

A. Purpose:

The purpose of House Bill No. 23-24 is to provide an affirmative defense against drug possession charges in case of an overdose.

B. Committee Findings:

Your Committee finds that drug overdoses are considered severe medical emergencies and require immediate medical attention. Furthermore, overdoses occur when someone consumes a toxic level of a substance (or multiple substances) and the effects of this overload interfere with their brain and body's ability to function normally.\(^1\) Such substances/drugs include, but are not limited to, alcohol, opioids (heroin, fentanyl, prescription killers, etc.), benzodiazepines and stimulants (methamphetamine, cocaine, many others). Drug overdoses can be fatal; however, if results do not lead to fatality, overdose-related toxicity can result in several negative short-term and long-term health consequences. Your Committee finds that in the event of an overdose, it is recommended to immediately contact emergency medical professionals and to stay with the overdosed-individual until medical help arrives. Overdose-related circumstances can provide high level of stress to surrounding individuals and seeking immediate medical attention may be the only option that will save their life.

Your Committee also finds that several states within the United States have enacted laws that provide affirmative defense to drug possession charges in the event of an overdose. Such states include, Hawaii, California, Colorado, Florida, Georgia, and many others.² Often referred to as "Good Samaritan Overdose Prevention Laws", these statutes protect individuals who act with noble intentions to assist an individual who is suffering from a drug-related overdose. In the event that a certain amount of a substance/drug is found on the assisting individual. Your Committee further finds that a person should not be punished for committing a righteous act, especially when one's life is in danger. Furthermore, your Committee also finds that according to the National Institute on Drug Abuse, the death rates for drug-related overdoses increase on an annual basis.³ Your Committee finds that it would be highly appropriate to enact appropriate laws to allow for individuals to report overdose occurrences without any fear of being arrested and charged for a crime while acting with noble intentions.

Therefore, your Committee agrees with the intent and purpose of House Bill No. 23-24 and recommends its passage in its current form.

https://americanaddictioncenters.org/overdose

² https://namsdl.org/wp-content/uploads/Good-Samaritan-Overdose-Prevention-Statutes.pdf

³ https://nida.nih.gov/research-topics/trends-statistics/overdose-death-

rates#:~:text=More%20than%20106%2C000%20persons%20in,drugs%20from%201999%20to%202021.

Page 3

C. Public Comments:

The Committee received comments from the following:

Douglas W. Hartig, CNMI Office of the Public Defender (Written)

The Public Defender does not support the proposed legislation.

Honorable Edward Manibusan, CNMI Attorney General (Written)

The Attorney General states that the proposed legislation is constitutionally sufficient and may save lives.

D. Legislative History:

House Bill No. 23-24 was introduced by Representative Malcolm J. Omar on March 09, 2023 to the full body of the House and was referred to the House Standing Committee on Judiciary and Governmental Operations for disposition.

E. Cost Benefit:

The enactment of House Bill No. 23-24 will not result in additional costs to the CNMI government for the intent of the proposed legislation intends to provide an affirmative defense against drug possession charges for individuals reporting to law enforcement authorities of the occurrence of a drug overdose. Thus, such affirmative defenses will lower costs associated with making arrests and imprisonments.

III. CONCLUSION:

The Committee is in accord with the intent and purpose of H. B. No. 23-24, and recommends its passage in its current form.

Respectfully submitted.

Rep. Marissa R. Flores. Chairwoman

Rep. Wincent R.S. Aldan, Member

Rep Joe C. Camacho, Vice Chair

Rep. Blas Jonathan "BJ" T. Attao, Member

RE: H.B. 23-24

Page 4

Rep. Vicente C. Camacho, Member

Rep. Manny G.T. Castro, Member

Rep. Malcolm J. Omar, Member

Rep. Edwin K. Propst, Member

Rep. John Paul P. Sablan, Member

Reviewed by:

House Legal Counsel

Attachment:

- o Letter dated March 23, 2023 from the Office of the Public Defender; and
- o Letter dated March 24, 2023 from the Attorney General.



Office of the Public Defender Commonwealth of the Northern Mariana Islands

Civic Center Complex • P.O. Box 10007 • Saipan, MP 96950 Tel.: (670) 234-6215 • 234-6503 • 234-2421 • Fax: (670) 234-1009 hartig.pdo@gmail.com

Representative Marissa R. Flores Twenty Second, Northern Marianas Commonwealth Legislature Hon. Jesus P. Mafnas Memorial Building P.O. Box 500129 Saipan, MP 96950

RE: H.B. 23-22 and H.B. 23-24

March 23, 2023

Dear Madam Chairwoman;

The Office of the Public Defender has several serious concerns and so would ask that H.B. 23-22 and H.B. 23-24 not be passed.

H.B.23-22 creates an unchecked police department by creating an investigation unit, AGID, with the power of arrest. This agency is unchecked by the legislature or the administration. This is completely unnecessary and ill-advised. Currently AGO and OPA have oversight authority over DPS. But H.B. 23-22 creates a law enforcement agency with no oversight. Some states do have a state wide investigative agency but so does the CNMI. Here it is DPS. A state law enforcement agency over sees investigation throughout the entire state, just as DPS does throughout the Commonwealth. This new bill will eliminate the current checks and balances. If there were municipal police departments, such as a separate Garapan police department and Susupi police department or even Rota, Tinian and Saipan police departments then there may be a reason for an overseeing law enforcement agency. But this legislation creates a separate parallel agency with the same authority as DPS. However, unlike DPS, whose commissioner must be approved by and can be removed by the Senate or governor, this agency has no oversight beyond the AG. Any need for policing of the central government or legislature can already be done by the Public Auditor who already has investigators for that purpose.

This will be expensive to implement. If created it will need to be funded. This will have the effect of having to cut money from another department or agency or raising taxes. Maybe even cut the DPS budget so as to fund law enforcement. This really doesn't make sense.

There are ethical and conflict of interests issues. There are times in a criminal case when a defense lawyer will raise issues of DPS violating a person's rights against unlawful search and seizure or the unlawful taking of incriminating statements. When an Assistant AG defends a

police officer against such an assertion there is no problem. But this new bill would create a situation where the AG is defending the actions of a colleague and someone who acted at the direction of the AG. This will raise concerns. Maybe a special prosecutor should be appointed, but this will be expensive. And if the AG decided not to appoint a special prosecutor even the courts cannot act to see justice is served.

H.B. 23-22 is based on a faulty premise, is unnecessary and is subject to misuse. The Findings and Purpose are misleading. Drug overdose which may exist on the mainland do not exist here. There is no overdose death increase in the CNMI. This is really an excuse to create an end run for law enforcement to violate protected constitutional rights against unlawful search and seizure.

This proposal will not save lives by providing limited immunity during drug overdose situations but rather allow law enforcement to violate protected rights. To allege otherwise is disingenuous at best as the premise that lives are lost in the CNMI due to drug overdose increases is just plain false. I encourage anyone supporting this bill to contact DPH and see if there have been any drug related deaths other than alcohol.

As in Kentucky, a state with a similar law, a person who is in apparent need of medical attention is subject to search and seizure and then prosecution unless the caller is very specific as to the use of drugs and the effects on the distressed person. ² Such a law is ripe for a search based on false pretenses and will discourage rather than encourage a fellow user form calling 911.

I thank you for the opportunity to comment on this bills. I would welcome the opportunity to speak with you or any of your fellow legislators about this or other pending legislation. If I can assist in this or any other matter in the future, please contact me at your convenience. Thank you for your consideration.

Respectfully,

Douglas W. Hartig Public Defender

¹ U.S. Constitution 5th and 6th Amendments

Wilson v. Commonwealth, 628 S.W.3d 132 (2021)



Commonwealth of the Northern Mariana Islands Office of the Attorney General

2nd Floor Hon, Juan A. Sablan Memorial Bldg. Caller Box 10007, Capitol Hill Saipan, MP 96950

EDWARD MANIBUSAN Attorney General

LILLIAN A. TENORIO Deputy Attorney General

VIA EMAIL: rep.floresm@cnmileg.net

March 24, 2023

OAGHOR: 2023-17 LSR No. 23-135

Hon. Marissa Flores Chairperson, House Committee on Judicial and Governmental Operations House of Representatives 23rd Northern Mariana Islands Legislature Saipan, MP 96950

> Re: House Bill No. 23-24: "To provide for an affirmative defense against drug possession charges in the case of an overdose."

Dear Chairperson Flores:

Thank you for requesting the comments of the Office of the Attorney General on House Bill No. 23-24. The bill proposes to provide an affirmative defense against drug possession in cases of an overdose.

The bill as written is constitutionally sufficient and may save lives by providing for an affirmative defense to a small category of drug possession for those who seek medical attention for a drug overdose.

I am available to discuss further the issues raised in House Bill No. 23-24. Please feel free to contact me at (670) 237-7500 or email at attorney general(a enmioag.org.

Sincerely.

EDWARD MANIBUSAN

Attorney General

cc: All Members, House of Representatives

Civil Division Telephone: (670) 237-7500

Facsimile: (670) 664-2349

Criminal Division

Telephone. (670) 237-7600 Facsimile: (670) 234-7016

Attorney General Investigation Division

Telephone: (670) 237-7628 Facsimile: (670) 234-7016 Victim Witness Advocacy Unit Telephone: (670) 237-7602

Facsimile (670) 234-7016

Aguon Law Office, LLC

Marianas Business Plaza, Suite 409 · P.O. Box 7959 SVRB · Saipan, MP 96950 Tel: (670) 234-9005 · Fax: (670) 234-9007 · E-mail: aguonlawoffice@gmail.com

(Submitted via email)

May 2, 2023

Senator Celina R. Babauta
Chairwoman
Senate Judiciary, Government and Law Standing Committee
23rd CNMI Legislature, Senate
Jesus P. Mafnas Memorial Building
Capitol Hill
Saipan, MP 96950

Representative Marissa Flores
Chairperson
House Standing Committee on Judiciary & Governmental Operations (JGO)
23rd CNMI Legislature, House of Representatives
Jesus P. Mafnas Memorial Building
Capitol Hill
Saipan, MP 96950

RE: Letter in Support of Attorney Robert T. Torres and Chief Public Defender Douglas Hartig's Comments on Various Legislations

Dear Senator Babauta and Representative Flores:

I am respectfully submitting my letter in support of Attorney Robert T. Torres and Chief Public Defender Douglas W. Hartig's comments on various legislations.

Specifically, I am in support of the positions set forth in Attorney Torres': April 16, 2023 letter, regarding HB 23-33: Bail Reform Act: Comments in Opposition and Request to Shelve Legislation, HB 23-36: Removal of Grace Period for Uninsured Motorist: Comments in Opposition and Request to Shelf Legislation, H.B. 23-37: to Amend the Department of Public Safety's Time Period to Produce Police Traffic and Criminal Investigation Reports from ten days to three Days; and 2. April 16, 2023 letter, regarding Comments in Opposition to and Recommending Shelving Senate Bill 23-35 re: Bail Reform Act of 2023 (Senate Version).

I am further in support of the positions set forth in Chief Public Defender Hartig's: 1. April 30, 2021 letter, regarding HB 22-7, 22-35, 22-37, 22-38, 22-39, 22-40, 22-41; 2. March 8, 2023 letter, regarding Comments on HB 23-13, 23-14, 23-15 and 23-17; 3. March 23, 2023 letter, regarding H.B. 23-22 and H.B. 23-24; 4. April 5, 2023 letter regarding Comments on SB 23-35, Bail Reform; and 5. April 18, 2023 letter regarding H.B. 23-33, 23-36, 23-37, 23-38, 23-40.

Thank you in advance for your review and consideration.

Sincerely,

Anthon H Aguon

RECEIVED

512/23
3:28PM

Misc. Comm. No.23-31



T: (670)-233-0777 F: (670)-233-0776 E: cmtlaw@live.com

May 2, 2023

Via Email

Senator Celina R. Babauta
Chairwoman
Senate Judiciary, Government and Law Standing Committee
23rd CNMI Legislature, Senate
Jesus P. Mafnas Memorial Building
Capitol Hill
Saipan, MP 96950

DATE: 5-4-23
TIME: 4:58 PM

APESIDENT

Representative Marissa Flores

Chairperson

House Standing Committee on Judiciary & Governmental Operations (JGO)

23rd CNMI Legislature, House of Representatives

Jesus P. Mafnas Memorial Building

Capitol Hill

Saipan, MP 96950

Re: <u>Letter in Support of Attorney Robert T. Torres, and Public Defender Douglas</u>
<u>Hartig's Comments on Various Legislations</u>

Dear Senator Babauta and Representative Flores,

I am respectfully submitting my letter in support of Attorney Robert T. Torres and Public Defender Douglas W. Hartig's comments on various legislations.

I support the positions set forth in Attorney Torres' (1) Letter dated April 16, 2023, regarding HB 23-33: Bail Reform Act: Comments in Opposition and Request to Shelve Legislation, HB 23-36: Removal of Grace Period for Uninsured Motorist: Comments in Opposition and Request to Shelf Legislation, H.B. 23-37: to Amend the Department of Public Safety's Time Period to Produce Police Traffic and Criminal Investigation Reports from 10 days to Three Days: Comments, and HB. 23-38: Jaywalking Prohibited; and (2) Letter dated April 16, 2023, regarding Comments in Opposition to and Recommending Shelving Senate Bill 23-35 re: Bail Reform Act of 2023 (Senate Version).

//

OFFICE OF THE SENATE CLERK
Signed By:

Date: 5 Time: 10.00 am

Letter to Senator Babauta and Representative Flores

Re: Letter in Support of Attorney Robert T. Torres, and Public Defender Douglas

Hartig's Comments on Various Legislations

May 2, 2023 Page 2 of 2

I support the positions set forth in Mr. Hartig's (1) Letter dated April 30, 2021 regarding HB 22-7, 22-35, 22-37, 22-38, 22-39, 22-40, 22-41; (2) Letter dated March 8, 2023 regarding Comments on HB 23-13, 23-14, 23-15 and 23-17; (3) Letter dated March 23, 2023 regarding H.B. 23-22 and H.B. 23-24; (4) Letter dated April 5, 2023 regarding Comments on SB 23-35, Bail Reform; and (5) April 18, 2023 regarding H.B. 23-33, 23-36, 23-37, 23-38, 23-40.

Thank you in advance for your review and consideration.

Sincerely,

/s / Colin M. Thompson

Colin M. Thompson