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**MISSOURI ATTORNEY GENERAL'S
TASK FORCE ON DOMESTIC VIOLENCE
KANSAS CITY**

TRANSCRIPT OF HEARING

SEPTEMBER 27, 2010

NATIONWIDE SCHEDULING

OFFICES: MISSOURI Springfield Jefferson City Kansas City Columbia Rolla Cape Girardeau ■ KANSAS Overland Park ■ ILLINOIS Springfield

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Page 1

1 MISSOURI ATTORNEY GENERAL'S
 2 TASK FORCE ON DOMESTIC VIOLENCE
 3 KANSAS CITY
 4
 5 TRANSCRIPT OF HEARING
 6
 7 9:30 a.m.
 8 September 27, 2010
 9
 10 University of Missouri - Kansas City
 11 500 East 52nd Street, Courtroom
 12 Kansas City, MO 64110
 13 TASK FORCE PANEL:
 14
 15 Missouri Attorney General Chris Koster, Chair
 16 Jason Lamb, Missouri Office of Prosecution Services
 17 Senator Jolie Justus
 18 Representative Jeff Grisamore
 19 Representative Chris Kelly
 20 Deputy Attorney General Joe Dandurand
 21 Colleen Coble, Missouri Coalition Against Domestic
 22 and Sexual Violence
 23 Representative Shalonn "Kiki" Curis
 24 Representative Jason Kander
 25 Representative Stacey Newman

Page 3

1 TASK FORCE HEARING
 2 (Starting time of the Hearing: 9:43
 3 a.m.)
 4 ATTORNEY GENERAL KOSTER: Good morning,
 5 everybody. Is this on? Can you hear out there? I
 6 want to thank everybody for being here. Sorry, I'm
 7 a couple minutes late coming in from Jefferson
 8 City. This is the third in our series of meetings
 9 and I appreciate everyone's commitment to this
 10 issue to better addressing the scourge of domestic
 11 violence in our State.
 12 For ten years, I served as Prosecuting
 13 Attorney of Cass County. Anyone who has served as
 14 a Prosecutor for any length of time, even a week or
 15 a day, knows the devastating impact that domestic
 16 violence can have on individuals, children,
 17 families, and even communities.
 18 Many of the cases that I dealt with
 19 personally stay with me, even now. Nearly all of
 20 them involved acute physical violence and many of
 21 them ended in homicide.
 22 When I was running for Attorney General,
 23 I promised Colleen Coble, who is seated two to my
 24 right, and the Executive Director of the Missouri
 25 Coalition Against Domestic Violence, that I would

Page 2

1 INDEX
 2 AGENDA ITEM: PAGE NO.
 3 Welcome 3
 4 The Lethality Project: Usefulness of Data 8
 5 Driven Responses
 6 Personal Perspective on Domestic Violence 40
 7 Prosecution of Domestic Violence Crimes 76
 8 Law Enforcement Safety Concerns 120
 9 Usefulness of Fatality Reviews 135
 10 Responsibilities of Court Clerks 173
 11 Coordinating Services to Reduce Violence 185
 12 A Practitioner's Perspective: Orders of 193
 13 Protection
 14 Closing Remarks 206
 15 Reporter's Certificate 210
 16
 17
 18
 19
 20
 21
 22
 23
 24
 25

Page 4

1 bring together entities involved in our State's
 2 system for dealing with domestic violence, police,
 3 sheriffs, Prosecutors, the courts, victim
 4 advocates, and probation and parole, to take a
 5 comprehensive look at our State laws with an eye
 6 toward making our State's system work better than
 7 it does today.
 8 It has been 30 years in this State since
 9 Missouri has set up its current framework for
 10 domestic violence prosecution advocacy and support.
 11 30 years ago, then Attorney General John Ashcroft
 12 held a similar set of statewide forums to address
 13 this problem. While the General Assembly has
 14 passed numerous laws in the succeeding decades that
 15 have addressed these issues, and many of them have
 16 been very positive changes, these changes have
 17 occurred piecemeal and have not been coordinated
 18 together.
 19 The goal of this series of meetings is
 20 to, again, make a comprehensive review of the laws
 21 and practices of this State, to identify areas
 22 where statutes or local practices fall short of
 23 protecting victims and preventing violence in the
 24 home. Personally, I think all of us at this table
 25 and in this room want to learn more and help

Page 5

1 highlight the best practices in the court system
 2 and in law enforcement that they may be replicated
 3 all across this State.
 4 Thus far, we've had two extremely
 5 productive and enlightening meetings in both St.
 6 Louis and Kansas City over the last two weeks.
 7 Many good ideas have been raised. Some appear to
 8 be relatively easy to adopt. Others, it will take
 9 more time or money.
 10 My hope is that we will continue today
 11 to identify the critical issues and provide the
 12 General - that we can provide the General Assembly,
 13 the courts, and law enforcement with a series of
 14 concrete and well documented recommendations for
 15 their consideration by the end of this year.
 16 I'm grateful to the members of the
 17 legislature who are here today with us. You are
 18 crucial to this process. I both appreciate and
 19 look forward to your comments and ideas in the days
 20 and weeks to come.
 21 Today is the last scheduled meeting, but
 22 if we need more time, we will continue this
 23 process. I'm committed to investing as much time
 24 and effort as is necessary to develop a very high
 25 quality document to provide the State in the coming

Page 6

1 weeks. Our goal is to develop a comprehensive
 2 report with meaningful and very detailed
 3 recommendations on how we can improve our State's
 4 handling of defendant abusers, their victims, and
 5 the subject of domestic violence as a whole.
 6 I want to introduce the individuals at
 7 the table with me, in no particular order. Colleen
 8 Coble, two to my right, is the CEO of the Missouri
 9 Coalition Against Domestic and Sexual Violence.
 10 She will also be our first presenter here this
 11 morning. She's a well known advocate on behalf of
 12 domestic violence victims and survivors, both at
 13 the Capitol and all over the State of Missouri.
 14 Jason Lamb is the Executive Director -
 15 is Jason here? Here you are. Jason Lamb is the
 16 Executive Director of the Missouri Office of
 17 Prosecution Services and a former elected
 18 Prosecutor of Audrain County from 2003 to 2009.
 19 My former colleague in the Missouri
 20 Senate, Senator Jolie Justus, one to my left, was
 21 elected to the Missouri Senate in 2006 and
 22 represents much of the Kansas City and Grandview
 23 area. She is also a practicing attorney at Shook,
 24 Hardy & Bacon, and a long time advocate for
 25 children and victims of crime.

Page 7

1 Representative Kiki Curly was elected to
 2 the House, two to my left, was elected to the House
 3 in 2006 and serves our area very well and very
 4 passionately and is part of the representation from
 5 the Jackson County area. Representative - Jeff is
 6 not here.
 7 Representative Jason Kander was elected
 8 to the Missouri House in 2008, is a very talented
 9 young State Representative who is serving Jackson
 10 County extraordinarily well. He is also a
 11 practicing attorney in this area.
 12 Representative Chris Kelly, three to my
 13 right, has been with us at every single meeting,
 14 and represents the southern part of Boone County,
 15 including most of Columbia. He was elected to the
 16 Missouri House for six terms, from 1982 until 1984
 17 and most recently elected again in 2008. He has
 18 previously served as Boone County Associate Circuit
 19 Court Judge and has a great deal of first hand
 20 experience in this area.
 21 And Representative Stacey Newman was
 22 elected to the House in a special election in 2009,
 23 serves part of Richmond Heights and Clayton,
 24 Missouri, from the St. Louis area.
 25 And to my immediate right is Deputy

Page 8

1 Attorney General Joe Dandurand, who was twenty
 2 years on the Circuit Bench as Presiding Judge of
 3 the 17th Judicial Circuit, just south of here in
 4 Harrisonville, as well as in Warrensburg, those two
 5 counties together. And most recently, prior to
 6 taking on his role as Deputy Attorney General, was
 7 on the Missouri Court of Appeals, Western District.
 8 Do I have everybody? I think I got
 9 everybody. So let's begin. We have a very full
 10 schedule, and it looks like we are starting with
 11 The Lethality Project; is that right?
 12 So let's begin with The Lethality
 13 Project, Usefulness of Data Driven Responses. The
 14 first presenters are Susan Miller, who is Chief
 15 Executive Officer of the Rose Brooks Center. You
 16 were a topic of conversation with Sherry
 17 Forsee(ph), who is a big fan of yours. I spoke
 18 with her on Saturday about your presentation today.
 19 And Robin Winner who is the Executive Director of
 20 Synergy Services. The floor belongs to the two of
 21 you. Susan, would you like to begin.
 22 MS. MILLER: Well, we really thank you
 23 for your interest in this project. It has been
 24 life saving. It's changed the way that we do our
 25 business in Kansas City. But what we wanted to

Page 9

1 share with you first is that the only way that this
 2 project could exist is in a coordinated community
 3 response. So we wanted to talk to you just a
 4 moment about what that looks like here in Kansas
 5 City.

6 We have a very strong coalition with six
 7 domestic violence programs that exist
 8 geographically across the metro area, two in Kansas
 9 and four in Missouri, and this coalition has
 10 actually existed for twenty years. We meet
 11 monthly. We have a coordinated hotline that we
 12 actually rotate between the shelters everyday. We
 13 know every day of the week, every moment, when
 14 there's open bed space between the six shelters,
 15 and so I think that in order for this program to
 16 exist, we really need to have that kind of
 17 coordinated system within its domestic violence
 18 shelters.

19 MS. WINNER: Thank you. Again, I want
 20 add to Susan thanks for (inaudible) issue, and I
 21 want to add to the comment and take it even a step
 22 further. In addition to the domestic violence
 23 agencies working coordinated collaboratively, we
 24 have really established a metro wide community
 25 response team that includes law enforcement and a

Page 10

1 judicial system and health care because we have a
 2 medically based intervention program across the
 3 metro, children's division - I mean it really is a
 4 comprehensive community response team. And the
 5 Safe Family Coalition reflects that, which is the
 6 Jackson County coordinated response. It includes
 7 33 different agencies and programs and in addition,
 8 there are community response teams and there's
 9 multiple responses in the community.

10 With the Safe Family Coalition, what is
 11 really instrumental in applying to begin the
 12 lethality of that program in the metro. It was
 13 developed in the State of Maryland by the Maryland
 14 Coalition Against Domestic Violence and the
 15 Maryland State Police. The Safe Family Coalition
 16 obtained funding to be able to do - there's really
 17 no minimal funding - but they were able to
 18 replicate that program here with law enforcement.

19 So we obtained them by three of the
 20 domestic violence agencies, Rose Brooks Center,
 21 Synergy Services and Hope House, covering a good
 22 portion of the metro area on the Missouri side.
 23 And we also are working with the Kansas City Police
 24 Department, the Raytown Police Department, and the
 25 Grandview Police Department under these programs.

Page 11

1 And what it is, it was based on research
 2 done by Jacqueline Campbell, who was on the staff
 3 at Johns Hopkins in Maryland, and developed a
 4 documented assessment tool for how to determine
 5 when domestic violence will become lethal. And
 6 it's been researched and it's been truly documented
 7 to be accurate in terms of predicting lethality.

8 And what has been found over time is
 9 that, in many cases - I think each year there's
 10 about 1,500 deaths from domestic violence, and in
 11 those cases, at least 50 percent have been visited
 12 by law enforcement prior to the lethal
 13 circumstance. But only four percent of that
 14 population has never actually (inaudible) domestic
 15 violence.

16 So the goal of this program is how do we
 17 intervene before the circumstance becomes so
 18 deadly. And what they developed is a effective
 19 tool that when police go out to a domestic violence
 20 call, they ask some very basic questions and fill
 21 out the assessment tool, and it then allows them to
 22 determine whether that has potential for being a
 23 lethal and deadly consequence.

24 If they find that there is high
 25 lethality, then what they have done is that they

Page 12

1 immediately will call one of our hotlines,
 2 basically based on their location, and then hand
 3 their phone to the victim for them to actually
 4 speak with our providers and it can - we have
 5 trained people who are going to encourage that
 6 victim to take advantage of the services - you
 7 either come in the shelter or come into out patient
 8 services.

9 And it has been proven that if people do
 10 go and obtain services, that the danger of
 11 lethality is reduced significantly. And it's a way
 12 of getting people who normally would never have
 13 seen in our program, to begin to benefit from those
 14 programs. And (inaudible) we knew that it was a
 15 serious problem (inaudible). So I'm going to let
 16 Susan take back over and tell you about our
 17 experiences.

18 MS. MILLER: Well, it was really amazing.
 19 When Maryland came and trained us about how to do
 20 this lethality assessment project and they trained
 21 our advocates and then also the police department,
 22 their estimation of how many people would be
 23 affected, how many women would be screened, they
 24 told us it would be between two and four women or
 25 victim a week. The police department has been

Page 13

1 screening seven a day - seven a day. So our
 2 shelters have been receiving between five and six
 3 calls a day related to this problem, so it is
 4 incredible.

5 And there were four other sites that
 6 were also chosen by Maryland as pilot sites to do
 7 this lethality assessment project and Kansas City,
 8 actually, almost doubled those of all the other
 9 sites combined. There was Indiana, Savannah,
 10 Georgia, Oregon, and I can't think of the other
 11 one.

12 So I think it really speaks to the
 13 issues that are going on in Kansas City, and I also
 14 think it speaks to the quality of services that we
 15 provide here. I think that the police departments
 16 are very dedicated to making this work.

17 The only way that a woman would feel
 18 comfortable in being able to come to our services
 19 or make that call is how well the police officer
 20 intervenes at the scene, how comfortable he feels.

21 I mean, if you can imagine where you've
 22 just been kicked, punched, hurt, choked, whatever,
 23 and the police arrive and you didn't even call the
 24 police - maybe you did or didn't, and you're
 25 scared, you're in pain, he goes through the

Page 14

1 questions, he heightens your sense of knowledge -
 2 oh, my gosh, it changes the way you look at
 3 yourself. I could be in danger. And then, "Here's
 4 the phone, talk to somebody, here's someone that
 5 can help you." And so, it happens so quickly.
 6 It's just very traumatic.

7 And so to think that our advocates and
 8 the police can work together to get these victims
 9 to be able to talk with our advocates and then
 10 access services is amazing. The numbers really
 11 speak for themselves - and I know it's statistics -
 12 but it's women's lives that are part of these
 13 numbers.

14 Since LAP was introduced here in Kansas
 15 City, the police screened 2,694 women. The average
 16 is seven calls a day, and 70 percent of those were
 17 assessed at high danger, which is 1,889 women. 76
 18 percent of these women were screened by the police,
 19 spoke to an advocate. The rest, we did safety
 20 planning with the police officer at the scene.

21 951 of these victims spoke to a
 22 counselor. 519 went directly into services, which
 23 is, again, amazing, because for most of us when we
 24 have that kind of stress, we're not going to make a
 25 decision right then and there. Do I go to a

Page 15

1 shelter? Do I - can I remember an appointment?
 2 What am I going to do? Where am I going to go?
 3 He's in jail, how long is he going to be in jail?
 4 How safe am I? And so to access those services I
 5 think really speaks again to the coordinated
 6 response here in Kansas City.

7 The thing that's most alarming, though,
 8 is we have done some analysis of the information
 9 that these women have given us and if you'll look
 10 at the screening questions, you can see what they
 11 are on the side of the paper. This is what's most
 12 alarming is 76 percent of the women that we
 13 screened said that he tried to choke her, 54
 14 percent reported that the abuser had a gun or could
 15 get one easily, and 59 percent reported that the
 16 abuser threatened to kill her or her children. And
 17 what was more astounding is how many of these women
 18 actually answered, "yes," to ever single one of
 19 these questions.

20 So it is frightening and amazing that we
 21 have been able to intervene, we have been able to
 22 reach these women who otherwise would not have been
 23 able to access our services or didn't know about
 24 our services. And what's been most effective is
 25 that those that don't come into shelter

Page 16

1 immediately, we're able to access the next day.
 2 And that really increases our likelihood of getting
 3 her involved, because then she can think a little
 4 bit more clearly, rather than at the scene, right
 5 then and there.

6 The impact that it's had on Kansas City
 7 is, again, it's allowed us to reach victims who
 8 otherwise would not have been able to reach out to
 9 us. And so we've actually made a difference. They
 10 say 60 percent will not be re-assaulted if we can
 11 provide them with services.

12 It also has strengthened our
 13 relationship with the police, which was strong
 14 already, but now we are a united front. We are
 15 changing the way that she views her situation.
 16 It's changed the way they're viewing the situation.
 17 If they've had to repeat going to the same scene
 18 over and over again, now they have a better
 19 understanding.

20 She's afraid she's going to be killed.
 21 He sits there with a gun or weapon, sitting on the
 22 counter and she knows he can use it. And so he has
 23 a better understanding, and therefore, with those
 24 two things, we've been able to engage her into
 25 services.

Page 17

1 The other thing that has happened to us
 2 is that it has re-energized our staff at the
 3 shelter, because we knew we were saving lives, but
 4 now we really know. I mean, it's right there. We
 5 are there at the scene with the officer. And so it
 6 has a huge impact on the way that our advocates are
 7 viewing the services that we are providing.
 8 On the other side, it's also been
 9 challenging because it has stretched the resources
 10 that we already have. Our shelter is overcrowded.
 11 Rose Brooks Center, we have 75 beds; we've been
 12 running at 90 beds since June of last year, because
 13 when a woman says she needs shelter, we want to be
 14 able to provide it for her, whether or not we have
 15 space or not. So it's really impacted our
 16 resources, stretched our resources. And the other
 17 thing that has happened is it creates a sense of
 18 urgency with our staff. And so for them, they're
 19 feeling, "How can we help her if we can't provide
 20 safety?"
 21 And so it is something that we, as a
 22 collaboration here in Jackson County and in the
 23 State really needed to address. Because what do we
 24 do when she says, "I need to have shelter," and
 25 there's no space? You know, one of the advocates

Page 18

1 that I spoke with last week said the worst thing
 2 that she heard was not so much the situation, but
 3 when she said, "Maybe if you'll call back tomorrow,
 4 we'll have space. I can try and talk with you over
 5 the phone with a safety plan." And she said,
 6 "Well, what if I'm not going to be here tomorrow to
 7 make that call?" So this is what we're talking
 8 about. It's really life and death situations.
 9 The other thing that I thought was
 10 interesting is before we met, I think it was last
 11 week, there was an article, maybe you read about
 12 it, that Missouri was number seven in the country
 13 where men killed women, and those were - a
 14 predominant number of those were killed with
 15 weapons, with guns, and so my hope would be that
 16 that would be something that you would consider
 17 here today is to look at having the rule that the
 18 police officer can confiscate the weapon when
 19 they're at the scene, because our women are telling
 20 us, "They have a gun. They will kill me." And so
 21 I think that it's important for us to consider that
 22 as an option. And we have some ideas about
 23 resources for domestic violence and I can-
 24 MS. WINNER: I just want to add that the
 25 challenge that all of us had agreed to take women

Page 19

1 who have been assessed to be at high lethality, in
 2 high danger, into shelter, in services, whether
 3 we're full or not. So now, I think we're all
 4 running at well over 100 percent capacity. You
 5 know, we're using one of play rooms we converted
 6 into a sleeping place, which then makes it
 7 difficult because there's no place for kids to
 8 play.
 9 There no funds that came with this
 10 program for anyone, so the police are doing it out
 11 of their commitment and concern and we're taking
 12 people in and stretching, you know, without any
 13 additional funds. And it's not just in terms of
 14 the LAP program, but it's across the whole State of
 15 Missouri, the intensity of need. And I think we
 16 all know that during high economic challenging
 17 times, there can be an increase in - it's kind of
 18 like the perfect storm, you know. The needs become
 19 greater, the resources become less and we're all
 20 stretching to try to serve as many people as we can
 21 in what we now know is not only a discretion, but
 22 these people will be killed if we don't do
 23 something about it. So while my board at Synergy
 24 will say we can't stretch that dollar any further,
 25 we're running out of answers, we have to. I mean

Page 20

1 there's no alternative for that.
 2 So one of the things that we'd like to
 3 just kind of give you some thoughts about, is
 4 obviously resources are crucial for us to be able
 5 to continue to do this and to do this with
 6 practice.
 7 One of the challenges has been the tax
 8 credits, some tax credits are under some question
 9 within the State. I testified at another tax
 10 credit hearing a couple of weeks ago and the key is
 11 that we are asking people to donate to us when, you
 12 know, their resources are limited, as well, so the
 13 intention of being able to use resources obtained
 14 from tax relief is really crucial. You know, it
 15 may not be 50 percent of our budget, but it's been
 16 difficult, the most difficult part of our budget to
 17 raise, and such a tool is just essential for us to
 18 be able to sustain even one we're currently doing.
 19 The other things that I wanted to bring
 20 forward is the ordinance that provides a surcharge
 21 on criminal cases in the State of Missouri. Right
 22 now, it's \$2 a case. It's a voluntary surcharge
 23 that each jurisdiction decides whether they're
 24 going to charge or not and it has never been raised
 25 since it was initially introduced. So one of the

Page 21

1 tools that could possibly help raise some
 2 additional resources and spread it out across the
 3 community without it being a major challenge for
 4 anyone would be to increase that surcharge from \$2
 5 to \$4. And Representative Paul LeVota did
 6 introduce that in House Bill 1791, but I don't
 7 think it's really going anywhere, so that would be
 8 just a huge asset for us to have an additional
 9 resource.

10 It's voluntary, but one of the first
 11 things I did when I came to Synergy was (inaudible)
 12 educational process. But, you know, it does - each
 13 county and city jurisdiction decide if they will
 14 have that or not, but your assistance in giving
 15 them that opportunity would be a major benefit for
 16 (inaudible), so we invite you to try to help us do
 17 that, as well.

18 So I think that kind of sums up, you
 19 know - we're very happy to answer any questions and
 20 you know, we want to make sure that we're
 21 representing the entire team here today, so Hope
 22 House and all of those under the Family Violence
 23 Coalition.

24 ATTORNEY GENERAL KOSTER: A couple of
 25 notes for the legislators who are here. We do have

Page 22

1 a Court Reporter here and all of the transcripts
 2 from the meetings that we've held around the State
 3 are available at the office for your review and for
 4 your summaries, but I wanted to point out the Court
 5 Reporter in the room.

6 A couple of just structural questions.
 7 The Lethality Project is run out of Rose Brooks?

8 MS. MILLER: No. The Lethality
 9 Assessment Project is run through the police
 10 departments, which is the three, Grandview, Lee's
 11 Summit, and Kansas City, and then the domestic
 12 violence programs that are tied to that who are
 13 responding to the police when they're at the scene
 14 is Synergy, Hope House, and Rose Brooks.

15 ATTORNEY GENERAL KOSTER: And the funding
 16 for the individuals who are on the other end of the
 17 telephone line when they do the lethality
 18 assessment, where's that funding coming from? Are
 19 any of the departments carved out pieces of their
 20 budget for this?

21 MS. MILLER: No.
 22 MS. WINNER: There's no funding.
 23 MS. MILLER: No. It's whatever funding
 24 we had to do our work previously. So there's been
 25 no additional funding whatsoever to anybody in

Page 23

1 order to do this. The only funding that came to
 2 Jackson County was funding from Maryland to the
 3 technical supporters to train our police department
 4 and shelters, but that was it.

5 ATTORNEY GENERAL KOSTER: How many people
 6 have been trained to receive these telephone calls
 7 or-

8 MS. MILLER: The advocates at the
 9 shelters so 25, maybe. 25, they said they'd need
 10 coverage-

11 ATTORNEY GENERAL KOSTER: 25 individuals
 12 have been trained?

13 MS. MILLER: At least.
 14 MS. WINNER: Probably.
 15 MS. MILLER: More than that and then with
 16 the police officers, we trained all of the patrol
 17 officers.

18 ATTORNEY GENERAL KOSTER: And at any
 19 given hour of the day, how many people are
 20 available to take telephone calls, two or three or
 21 five? How many in at a short burst, how many are
 22 ready to address the issue?

23 MS. WINNER: Each of the police
 24 jurisdictions - so like we're all through, spread
 25 out geographically. So if it's Kansas City Police

Page 24

1 that are calling north of the river, they'll
 2 probably call Synergy. If it's south of the river,
 3 they'll probably call Rose Brooks. If they're in
 4 Independence or Lee's Summit, they'll probably call
 5 Hope House.

6 We always have hotline operators on
 7 duty. We also have our coordinated hotline, which
 8 is shared between all the different shelters. So
 9 there should be no reason - and they do have a
 10 backup numbers as well. So we answer those calls
 11 24 hours a day. We share those with Rose Brooks
 12 and (inaudible) and, you know, we're all full, and
 13 even the programs that are not actually doing the
 14 LAP program, we're also taking additional overflow.
 15 I mean there's no funds, we are just rushing to
 16 accommodate them.

17 ATTORNEY GENERAL KOSTER: And once the
 18 lethality assessment is completed, what is done
 19 with that information? I assume that there's a
 20 hard report or sheet of paper that's prepared.
 21 What happens to that sheet of paper after an
 22 assessment has been completed and the determination
 23 is positive?

24 MS. MILLER: There's two things that
 25 happen. The police documentation goes to the

Page 25

1 official agency so that they have that, and we have
 2 an advocate there, so she sees the information and
 3 then the information gets faxed to the agency, the
 4 domestic violence agency, so they have all that
 5 information so when she calls back or we can make
 6 those follow up calls the next day, we have the
 7 answers to her screening questions.
 8 ATTORNEY GENERAL KOSTER: Judge
 9 Dandurand?
 10 JUDGE DANDURAND: I am confused about the
 11 surcharge they're talking about. I don't know what
 12 a surcharge is, but is it a filing fee that is
 13 assessed after a county adopts an ordinance that
 14 would be applied when you file for any civil
 15 relief? Is it a criminal court cost to be passed
 16 at the end of the criminal case? I'm assuming it's
 17 not a criminal court cost or a criminal part of
 18 probation. My guess is, it's part of the filing
 19 fee.
 20 MS. WINNER: It's part of the court fee.
 21 JUDGE DANDURAND: Is it a filing fee?
 22 MS. WINNER: It's part of the filing fee
 23 in the amount \$2 per case for each criminal case is
 24 charged currently and what we're suggesting is -
 25 and that's voluntarily passed by each jurisdiction.

Page 26

1 JUDGE DANDURAND: Okay, so it is a cost
 2 that is assessed in a criminal case against the
 3 defendant?
 4 MS. WINNER: Right. And so we would just
 5 ask that that be increased.
 6 MS. COBLE: And the ordinance violations,
 7 is it a municipal ordinance or a county ordinance
 8 violation?
 9 JUDGE DANDURAND: So a municipality would
 10 pass their own?
 11 MS. WINNER: Right. They have to agree
 12 to it.
 13 JUDGE DANDURAND: So it, generally, would
 14 then be a municipality because there are not very
 15 many county ordinance prosecutions under this-
 16 MS. WINNER: (Inaudible.)
 17 JUDGE DANDURAND: Not many counties, so
 18 not very many counties have county prosecutions of
 19 county ordinances. They're State - it doesn't
 20 apply to State prosecution cases, I'm assuming, so
 21 it's just counties?
 22 MS. WINNER: That's correct.
 23 JUDGE DANDURAND: Those counties that
 24 have ordinances that pass criminal laws?
 25 MS. WINNER: I mean, I know that the

Page 27

1 counties in this area all have that fee, so, I
 2 mean, (inaudible) even some of the smaller
 3 counties, I think they've all passed it, so-
 4 JUDGE DANDURAND: I'm sorry, I'm still
 5 confused, because most counties don't have county
 6 prosecutions. Like, for instance, Cass County does
 7 have county ordinances where they can file county
 8 charges. Johnson County, which is, of course,
 9 right next to here from the east, does not, and I
 10 would not think Johnson was in the minority, but
 11 I'm just trying to find out where it is.
 12 MS. WINNER: As far as I'm aware, I know
 13 Platte, Clay, and Ray have all passed that and
 14 Jackson County. So that's as far as I go.
 15 ATTORNEY GENERAL KOSTER: Representative
 16 Newman?
 17 REPRESENTATIVE NEWMAN: Thank you very
 18 much for being here this morning. I just have a
 19 couple of questions. First of all, on your handout
 20 here, your statistics, what is your criteria for
 21 determining if a victim is in high danger?
 22 MS. MILLER: That's through the screening
 23 questions that right on your sheet right here, the
 24 eleven questions. If she answers yes to any of
 25 those and a combination of those, that's what

Page 28

1 determine whether or not she's a high lethality.
 2 REPRESENTATIVE NEWMAN: So yes to any of
 3 these questions?
 4 MS. MILLER: Yes, or a combination
 5 thereof, depending on the, if she answers, I think,
 6 yes to the top three, she automatically is
 7 determined as high lethality.
 8 REPRESENTATIVE NEWMAN: Okay. And
 9 secondly, since she did reference and we know that
 10 there is no authorization for law enforcement to
 11 remove a firearm in an incident, what happens then
 12 if they answered that there is a weapon, you know,
 13 a firearm in the house, is there any attempt to
 14 immediately remove the victim from that situation
 15 or is that a viewpoint?
 16 MS. MILLER: She has a choice of what she
 17 does at that point in time. I mean, the thought
 18 would be that these questions don't get asked until
 19 the perpetrator has been removed, so he's been
 20 taken off and then she's there with the officer.
 21 REPRESENTATIVE NEWMAN: And I do
 22 understand that, you know, obviously you do not
 23 have enough beds and shelter space for women, but
 24 is there any extra attempt to encourage them
 25 strongly to leave the site?

Page 29

1 MS. WINNER: I mean, that really is the
 2 underlying benefit we talked about earlier. And
 3 then we are willing to take people whether we have
 4 beds or not, (inaudible). But what happens is
 5 historically law enforcement would go and they -
 6 but would not have done an assessment. They would
 7 (inaudible) and the option would be she would
 8 choose to go into a shelter and to do anything.
 9 Now, because it's a concerted response
 10 for law enforcement to ask these questions and they
 11 say to her, "I want you to know that it has been
 12 proven through research that you're in high danger.
 13 You know, this is not something that's just a
 14 casual thing. You know, over and over again, it's
 15 been show that if this happens to you, you are
 16 really in serious danger. And what I'm going to do
 17 is call a shelter and let you speak with a trained
 18 advocate who can help you figure out what resources
 19 are available for you."
 20 So they call on their police phone and
 21 then they hand it to her and we have our trained
 22 staff who will go through the process with helping
 23 her figure out what are her options. So now, she
 24 knows that there are people there to help her.
 25 She's not isolated which is often one of the major

Page 30

1 consequences of domestic violence is that people do
 2 become isolated and that, you know, our staff will
 3 say, you know, "We really encourage you to come
 4 into the shelter and a police officer will help you
 5 figure out how to do that." And if they say, "I
 6 don't want to come in the shelter," well, "We also
 7 have outpatient counselors who would like to meet
 8 with you and help you - you know, let's make a time
 9 for an appointment." And then they'll do our
 10 safety plan process with her, so that, you know,
 11 "Do you have a place a go, do you have resources?"
 12 You know, they'll go through the whole safety plan,
 13 so that suddenly she has a whole sense of the court
 14 system, which prior to that program, she wouldn't
 15 have necessarily had.
 16 And that's really the benefit and we
 17 know that if we can get her into service, the
 18 danger goes down significantly. So that's really
 19 it.
 20 REPRESENTATIVE NEWMAN: Great. And you
 21 also mentioned that this is a relatively new
 22 project. How long has it been in existence here in
 23 the city?
 24 MS. MILLER: We've been there since
 25 June of last year, so it's been a little over a

Page 31

1 year.
 2 REPRESENTATIVE NEWMAN: Thank you very
 3 much.
 4 ATTORNEY GENERAL KOSTER: Representative
 5 Kelly?
 6 REPRESENTATIVE KELLY: I think what
 7 you're doing is so important because empirical
 8 evidence matters. I think the language we use is
 9 important, too. I've taken to using the term,
 10 domestic terrorism, rather than domestic violence,
 11 because I want to put it in context with 9-11. I
 12 am in no way minimizing 9-11, certainly terrifying
 13 for the people there and for the country.
 14 I contend that the woman the judge sees
 15 in court, who he put a gun in her mouth and held
 16 the gun in her mouth while he drinks a quart of
 17 tequila, it's terrorism. The terror that she feels
 18 has got to be at least as great as anybody in any
 19 other situation can feel. And I think it's really
 20 important - I don't expect a national response
 21 equivalent to 9-11. I would be delighted if our
 22 national response was one-tenth of one percent.
 23 You know, police departments all over
 24 America have helicopters and armored cars and vests
 25 and all kinds of stuff and we don't have any place

Page 32

1 for you women to sleep. So I just want to try to
 2 get - and five times more women have died of
 3 domestic terrorism than died in 9-11. So if we're
 4 thinking of magnitude, actual factual magnitude of
 5 the problem, that's why I think your research is so
 6 important and worthwhile, because it does put it in
 7 some kind of empirical context, both in terms of
 8 the affect on the individual, the victim, and the
 9 affect on society. Because she has - guess what,
 10 after she spends two hours with a gun in her mouth
 11 with a guy holding a bottle of tequila, she
 12 probably won't go to the work the next day, and
 13 that matters.
 14 So it's just one of - the other thing
 15 is, I've talked with friends of mine on both sides
 16 of the aisle and I think there are a lot of things
 17 that the legislature is not bipartisan about. One
 18 of the things, I think, though, at least at our
 19 House is bipartisan about, is that your tax credit
 20 is not in any danger. I think we can fairly say
 21 that.
 22 MS. WINNER: Thank you.
 23 ATTORNEY GENERAL KOSTER: Representative
 24 Jeff Grisamore has come into the room. Jeff, we've
 25 got a seat up here for you, if you would like to

Page 33

1 join us, but you have a question?

2 REPRESENTATIVE GRISAMORE: Speaking of

3 something, I do have a question. I was looking

4 over the statistics and I don't see something I

5 recall in appropriations hearings and maybe the

6 witnesses are calling to address this. There was a

7 number presented statewide of the number of women

8 that are turned away at domestic violence shelters

9 yearly. It was an astounding number and I'm

10 wondering if we could get a refresher on that.

11 MS. COBLE: About 15,000.

12 REPRESENTATIVE GRISAMORE: 15,000.

13 MS. MILLER: And I can tell you from our

14 experience earlier, we had 2,726 women and children

15 turned away so far this year. And that's just one

16 shelter.

17 MS. WINNER: And what we have done is we

18 do a collective set of statistics for the whole

19 metro area. So those on the Missouri and Kansas

20 side, and while we stretch not to turn anyone away

21 who is high lethality, people - and we're now doing

22 an assessment on our own, as well as with law

23 enforcement, but it's certainly almost 50 percent.

24 I mean it's huge numbers of people.

25 ATTORNEY GENERAL KOSTER: Representative

Page 34

1 Curls?

2 REPRESENTATIVE CURLS: Thank you. Thank

3 you for being here. What's the average length of

4 stay at your facilities?

5 MS. WINNER: With all of us together, it

6 used to be that you had sort of a set amount of

7 time. Part of the best practice in determining,

8 there really isn't a correct amount of time. It

9 really is individual, so we all are willing to and

10 encourage women and children to stay as long as

11 they need to stay, so we don't have - I think the

12 average is around 35 days across the programs.

13 Some people stay 60 days; some people come for

14 three days. It just depends on, you know, our

15 protocol collectively said there isn't an X amount

16 of time.

17 REPRESENTATIVE CURLS: Well, it's clear

18 you guys are doing great things, but I was also

19 wondering about whether you have any statistics on

20 what percent of women leave your services and then

21 go back to the abusive home? Kind of hard to say?

22 MS. WINNER: I think they're allowed to

23 go back there, and the question is really then when

24 (inaudible).

25 REPRESENTATIVE CURLS: -resources-

Page 35

1 MS. WINNER: But why does it - and it

2 takes a little time sometimes for a person to show

3 they've changed their life. Often the most

4 educated people you would think would understand

5 the danger, but that's not so.

6 Part of our commitment is to really

7 create an environment that creates self

8 determination on the part of the victim and help

9 her figure out the alternatives for herself as

10 well.

11 MS. MILLER: And I really want to

12 reiterate what Robin said and that is what we can

13 concentrate on, and the timing doesn't matter.

14 It's not how much she does or doesn't do. She's

15 not the person who is doing the violent act, and so

16 I think that for us to really focus a lot of our

17 resources on keeping the batterer accountable.

18 There's so many ways that he abuses her,

19 whether it may be economic, physical, mental,

20 insurance for her children, all things that would

21 make her have to go back. So there's just so many

22 reasons for that to happen, so we have to take all

23 those things into consideration.

24 REPRESENTATIVE CURLS: I think the basis

25 of my question was to try and figure out how much

Page 36

1 you need in additional resources to see that the

2 women don't feel that they have to go back as well.

3 So with that, my last questions for you guys and

4 then for Colleen on a statewide basis, about how

5 much do you feel you would need to be able to build

6 occupancy so that you guys wouldn't be over

7 capacity maybe for your centers, and Colleen can

8 give us the numbers - for the state -

9 appropriations right now, so.

10 MS. COBLE: We're at 4 - this is the

11 general - we're at 4.75 million right now. That

12 translates to about \$41,000 per program, per

13 shelter program. To run 24/7 for a year, you need

14 a budget - it's frightening. I mean, we would need

15 another 20 to 35 million dollars in the State for

16 this deal.

17 MS. MILLER: And I think with this

18 shelter also is that we really provide a full

19 continuum of services and so it's not only a

20 shelter, it's not only emergency response.

21 Transitional housing is critical so that she has a

22 length of time period for her to heal. Outreach

23 therapy services is very important for her so that

24 she if she doesn't want to come to the shelter, she

25 has options.

Page 37

1 And then also having individuals in the
 2 court setting to be there and respond to her needs
 3 when, you know, her abuser is there and he's got
 4 charges for an Order of Protection, so it's very
 5 hard to (inaudible) and one in three, one in four
 6 women (inaudible) sometime in their life. And then
 7 when you see the kind of violence that we're seeing
 8 here, it is really frightening and that has totally
 9 increased with the economic situation.
 10 REPRESENTATIVE CURLS: Thank you.
 11 ATTORNEY GENERAL KOSTER: Colleen, how
 12 does your entity interact, if at all, with the
 13 Missouri Housing Development Commission and why
 14 can't MHDC tax credit dollars be used to construct
 15 low income, you know, the housing for shelters, and
 16 why doesn't - and Chris, you're kind of-
 17 MS. COBLE: In the past there have been
 18 many shelters around the State. Their expansion in
 19 the '90's was financed through that program, but
 20 there's been some different areas of focus in the
 21 use of those program dollars, the credits. But
 22 that would be a tremendous difference because the
 23 problem we've got right now is the physical space
 24 and the need to-
 25 ATTORNEY GENERAL KOSTER: Well, somebody

Page 38

1 has to pay, somebody has to the cash flow work and
 2 so there has to be a stream of payment that comes
 3 in. Are these - are any shelters - because the
 4 occupants are so temporary, but there are always
 5 occupants, it's just they have different names
 6 every day.
 7 Is there any type of Section 8 style
 8 program that could fund those bonds, fund those
 9 rents to make the project workable, even though the
 10 names change but the occupancy levels remain the
 11 same? I'm waiting for Chris Kelly to come up with
 12 it.
 13 MR. KELLY: You know, if you're thinking
 14 about - you move from thinking about the social
 15 nature of the problem to move to the economic
 16 question of the MHDC, how do you have any return on
 17 investment? And that's exactly where you were
 18 going, I think.
 19 ATTORNEY GENERAL KOSTER: Right. We need
 20 federal dollars that aren't tied to an individual
 21 name, but are tied to an occupancy rate.
 22 MR. KELLY: Well, you need some kind of
 23 dollars to make the - return the investment of the
 24 investor back. And you also need a residual real
 25 estate value in the property, so that the owner has

Page 39

1 something when the twenty years are up. And what
 2 do you do with the shelter after twenty years? You
 3 know, it's different than a senior citizen housing
 4 complex. So I think it's a cool idea, but I think
 5 there's some market issues.
 6 ATTORNEY GENERAL KOSTER: Representative
 7 Grisamore.
 8 REPRESENTATIVE GRISAMORE: General, I
 9 want to chime in briefly on it. I just met with a
 10 developer that interfaces with MHDC 811 and 202,
 11 Section 8, and low income tax credits. And
 12 already, they're doing a lot of housing that an ROI
 13 for the investors for seniors, for folks with
 14 disabilities. I think it makes perfect sense to
 15 pursue more of that type of housing for at risk
 16 women and children, and I think you're really onto
 17 something, because the problem in a lot of that
 18 funding at the state and federal level now is
 19 there's too many dollars chasing too few viable
 20 projects because of lack of providers that are
 21 pursuing that type of housing. So I think the
 22 funding is there to pursue that type of strategy.
 23 ATTORNEY GENERAL KOSTER: Very good. If
 24 it's okay with the panel, I will go to our next
 25 speaker. Our next presenter has a limited time

Page 40

1 with us.
 2 MS. WINNER: Thank you so much.
 3 ATTORNEY GENERAL KOSTER: Susan and
 4 Robin, thank you very much for an excellent
 5 presentation on a great program that you're
 6 operating.
 7 REPRESENTATIVE KELLY: General, we should
 8 put this on our list of things to check further
 9 into though. The points that Jeff makes, I think
 10 are real worthwhile. How do we - is there some-
 11
 12 ATTORNEY GENERAL KOSTER: Very good.
 13 MS. MILLER: Thank you.
 14 MS. WINNER: Thank you.
 15 ATTORNEY GENERAL KOSTER: Thank you. Our
 16 next presenters are offering personal perspectives
 17 on the issue of domestic violence. We would like
 18 to ask Maria Speer to come forward, and Kendall
 19 Seal, as well. Maria, welcome, and thank you for
 20 taking time out of your schedule to talk with us
 21 about a difficult situation, and we welcome you.
 22 MS. SPEER: Thank you so much.
 23 ATTORNEY GENERAL KOSTER: We'd like you
 24 to use the microphone.
 25 MS. SPEER: My name is Maria Speer. I

Page 41

1 live in Independence, Missouri, and I'm going to
 2 tell my story. The first time I met Michael was at
 3 a concert (inaudible) - I don't know if I can do
 4 this, but I'll try.
 5 We went to purchase a T-shirt and we saw
 6 Michael with his friend. At this point, we never
 7 spoke. I went to the restroom and out of nowhere,
 8 he appeared at my side. He then asked me my name
 9 and I told him that it was Maria.
 10 About a week later, I was at work and I
 11 got a call. Somehow he had found me at my job. I
 12 assumed that my friend had told him that I worked
 13 at The Kansas City Star. For about a week, he
 14 would call at least two times a day, asking me out,
 15 so finally I agreed to dinner. He was very polite
 16 and treated me very much like a lady. He would
 17 actually buy me anything that I might mention.
 18 Very moody. He was very cunning and manipulative,
 19 as well.
 20 We dated for about three months and he
 21 told me that he had a house in Oak Grove. He began
 22 to tell me that we should move in together and he
 23 would sell his home. I was very hesitant, but he
 24 was very insistent. I told him not to sell his
 25 home, we would have to see how things worked out.

Page 42

1 So he moved in and one month later, I
 2 began to find out all sorts of lies. I found out
 3 that he was just leasing the home and he had three
 4 children and had been abusive to his ex-wife. So I
 5 called the woman, his ex-wife, to find out more
 6 details about Michael.
 7 While in my home, he began to look
 8 through of my personal belongings, my paperwork, my
 9 computer files. He even excuse me - he even
 10 changed the administrator log on my computer to
 11 himself. I confronted him on these things and he
 12 began to deny these things, so I told him I thought
 13 it would be best if he left and this relationship
 14 would not work. He told me no. He said he was not
 15 going to leave.
 16 So at this point, I went to the police
 17 to find out what my options were. The police told
 18 me I could get an Order of Protection against him,
 19 so I filed one. Next, we went to court and he
 20 showed up with an attorney. As he passed me, he
 21 told me that I would be sorry that I did this. At
 22 this point, I was very scared because, to me, he
 23 was a very evil person.
 24 He kept calling me and texting me and
 25 threatening me, so I dropped the Order of

Page 43

1 Protection. He tried calling me and meeting me in
 2 places, anything he could do to get in touch with
 3 me. I had always been on my guard.
 4 When he came to my home, I told him to
 5 get all of his personal belongings and anything
 6 that he had in my house and please leave. He
 7 refused and I called the police. They arrived at
 8 my home and made him get everything out of my home.
 9 The police stayed there until he had all of his
 10 things and was out of sight.
 11 At this point, the behavior accelerated.
 12 I could not concentrate on my job. He terrorized
 13 me at my job through emails and text messages.
 14 Michael proceeded to call my work several times a
 15 day, leaving hateful messages.
 16 I called the police to my home because
 17 Michael had been harassing me. The police officer
 18 was in my home when I received a call from Michael.
 19 He began to threaten me, so I handed the police
 20 officer the phone. They were able to trace it and
 21 found him at the Quik Trip, where they served him
 22 with the second Order of Protection.
 23 This did not stop him. This did not
 24 Michael and he kept violating and terrorizing me.
 25 He chased me on I-70 with his semi-truck. He would

Page 44

1 stop in front of my house and sit there. He would
 2 show up at my job and also would call my children
 3 and show up and their home. Michael had broken
 4 into my home on different occasions.
 5 He went so far as to go to my mother's
 6 grave. He then called me and told me that he had
 7 left a rosary and \$2,000 on her grave and I could
 8 come pick it up. I did not. I didn't go because I
 9 felt this was a trick to try and get me out there
 10 alone to hurt me or worse.
 11 The last time Michael showed up at my
 12 job, he chased me to my vehicle, where I had to
 13 lock myself inside. The security guard had to make
 14 Michael leave the property. I went directly to the
 15 Kansas City Police Department and filed a
 16 complaint. I was very scared to go home that
 17 night, so I called the police and had them check my
 18 home before I entered it.
 19 Michael would always tell me that if he
 20 could not have me, that no one else would. When
 21 the police were there, they told me I needed to
 22 change my phone number, but I knew this would make
 23 Michael very mad as the phone was his life line.
 24 Against my better judgment, I changed my number
 25 anyway in hoping that this would work. Michael was

Page 45

1 very angry when he found out I changed my number so
 2 he called all of my family and friends and
 3 unfortunately no one answered, making Michael more
 4 angry. My friend advised me to go to the Hope
 5 House and get advice on what to do in this
 6 situation.

7 The next day was Friday, September 10th,
 8 2005. I called the police so that they could check
 9 my home, because I felt someone was in there. I
 10 asked the police was there anything I could do to
 11 protect myself besides what I had done. They told
 12 me no, there wasn't anything else I could do, nor
 13 was there anything they could do unless he
 14 physically hurt me.

15 The evening of September the 11th of
 16 2005, I went to talk to one of the women that I had
 17 met at Hope House. When I returned home around 11
 18 p.m., my daughter, Megan, was not home yet.

19 I went into my bedroom and my telephone
 20 rang. I answered the phone and there was no one
 21 there. I continued to talk to my cousin, who I was
 22 talking to on my cell phone and getting ready for
 23 bed. I heard a bang on the door and thought it was
 24 Megan. I thought to myself she had forgotten her
 25 key. The bang quickly moved from the back door -

Page 46

1 excuse me, quickly moved to the back door and at
 2 that moment, I knew it wasn't her.

3 I dropped the phone and began to run
 4 towards the front door. Michael busted through the
 5 back door and began to chase me. I ran across the
 6 street to the neighbor's house and busted through
 7 their front door and Michael was right behind me.

8 I did not know at this time that he had
 9 a gun. He held the gun to my neighbor's head and
 10 told me to come out of the house. I said, "Okay,"
 11 and began to come out, because I did not want
 12 anyone else to get hurt. He took me back across
 13 the street and told me to get into my car. I told
 14 him, "No," and tried to talk him calmly. I tried
 15 to tell him my daughter wasn't home yet and I
 16 needed to stay.

17 I then turned to walk into my house and
 18 that was when he shot me in the leg. I could not
 19 believe this was happening. It was like a dream.
 20 I reached down to feel my leg and it started to
 21 bleed. I realized that Michael was serious, so I
 22 got into my car.

23 At this point, my thoughts were racing
 24 through my head. I was trying to think of what was
 25 my next move or what it was going to be. Michael

Page 47

1 continued to stare, not saying a word, and just
 2 pointing the gun to my head. I threw my car into
 3 park several times. He told me I'd better stop or
 4 he was going to shoot me.

5 I knew I had to think quickly as
 6 Michael's patience began to wear off and he began
 7 to drive faster. At this point, he was going about
 8 70 miles per hour. We were almost to 40 Highway
 9 and I knew that I had to do something, so I grabbed
 10 the door handle. Michael hit me in the side of
 11 head with the butt of the gun. I threw open the
 12 door and was still able to jump from the car,
 13 barely being able to see. My body slid down - my
 14 body slid several feet down the pavement when I
 15 came to a stop. I was able to stand up to my feet
 16 and run to a nearby house. They called the police,
 17 but by that time, the police were already on their
 18 way. I heard my car crash nearby and thought to
 19 myself Michael is going to find me and kill me.

20 The police arrived several seconds after
 21 the helicopters, police dogs, but Michael still
 22 managed to escape. I was terrified by this point
 23 that Michael would come back to my house and go
 24 after my daughter.

25 The ambulance had to take me to the

Page 48

1 hospital and immediately locked the premises down.
 2 I was rushed to the Emergency Room. There, they
 3 found out that I had not only been shot in the leg,
 4 but in the back, as well. They determined I had
 5 been shot with a 25 caliber hand gun. I was rushed
 6 to surgery to locate the second bullet. They found
 7 it lodged in my right iliac crest in my pelvis
 8 area. The bullet was surrounded by many blood
 9 vessels, so the doctor said. Because I might bleed
 10 to death, they did not remove it, so the bullet is
 11 still there.

12 The next few days were very blurry and
 13 frightening. Knowing that Michael was still out
 14 there, I felt it was only a matter of time before
 15 he would finish what he started.

16 On September 15th, Michael was put on
 17 the TIPS hotline. Hours after that, they found him
 18 in a motel in Kansas City. The Kansas City Police
 19 Department negotiators would now take over. He was
 20 at a standoff for twelve hours. During this time,
 21 the Kansas City Police Department came to my home
 22 and asked me if I would make a tape. They wanted
 23 me to tell Michael I was alive and that I knew he
 24 did not mean to hurt me. I was very reluctant to
 25 do this, but I complied.

Page 49

1 The next morning, I turned on my TV and
 2 saw his face on the news, that Michael had shot
 3 himself. For me, this moment was very humbling and
 4 I felt at peace.
 5 The way my story ended was a lesson to
 6 me. As for lots of women, their stories do not end
 7 as well as mine did. My hopes are to try and tell
 8 women to be more cautious and look for the red
 9 flags. If they seem to be too good, then they
 10 usually are. I'm here today by the grace of God.
 11 I never gave up. For me, it ended just as it
 12 should. I felt Michael would have terrorized me
 13 and my family.
 14 ATTORNEY GENERAL KOSTER: Thank you very
 15 much, Maria, for sharing your story. The problem
 16 is that the story, as extraordinary and as unique
 17 as it is, it's not extraordinary and unique.
 18 That's why we're here.
 19 But I appreciate - because in each of
 20 cities, we've had someone who came forward and sort
 21 of grounded the day in a personal experience that
 22 reminds us of the 25,000 women who reach out for
 23 overnight shelter and that 15,000 of those 25,000
 24 were turned away, and how serious the problem is,
 25 the epidemic is around the State. Does anyone have

Page 50

1 any questions for Maria?
 2 ATTORNEY GENERAL KOSTER: Thank you,
 3 Maria.
 4 MS. SPEER: Could I just say one more-
 5 ATTORNEY GENERAL KOSTER: Absolutely.
 6 MS. SPEER: I was listening to you guys
 7 earlier and almost everything that you touched on,
 8 I could give you my views of it, I'm sure, whereas,
 9 you know, why women stay. People think that we
 10 stay because - my family - it was down to - when I
 11 was in this situation, it was like being in a ball
 12 by myself. I don't know how to explain it. It's
 13 just like I was all alone. My family thought, "Why
 14 don't you leave, Mom?" My friends, you know, "Oh,
 15 you're stupid, Maria." And all kind of things.
 16 But people don't really know what's going on and
 17 why.
 18 He was, you know, threatening to kill my
 19 family and my children and God knows I would never
 20 let that happen and, you know, the only thing that
 21 actually - when I jumped from the car, I was
 22 thinking about my children. They mean the most to
 23 me and I would never let the fact (inaudible) and
 24 I'm sure it's not - but, you know, I mean it's like
 25 I have - I just - I think about the women, if

Page 51

1 there's anything I can do.
 2 I think that's my calling. I would help
 3 if there's anything I can do or say. There's just
 4 so many things. I thank you guys very much.
 5 JUDGE DANDURAND: Maria, I have one
 6 question for you. One of the things that troubled
 7 me throughout my career, and I did a lot of
 8 domestic relations divorce as a lawyer before I
 9 went on the bench. One of the things that
 10 concerned me about the Orders of Protection was, I
 11 wondered how much counseling the woman got about
 12 what that means before they went in there, and I
 13 wonder if you have any thoughts about, first of
 14 all, whether you received any and whether or not it
 15 helped. I worried when I talked to my clients and
 16 I explained to them that what you're going to get
 17 is a piece of paper that doesn't stop anything. It
 18 doesn't stop a fist, it doesn't stop a bullet, and
 19 know that when you're going in. Don't let your
 20 guard down because you think somehow now, you have
 21 some people looking over your shoulders.
 22 And I know that the Clerks don't have
 23 time to give counseling about what an Order of
 24 Protection means and nobody is required to do that
 25 and I wonder if, first of all, have you ever

Page 52

1 received any of that before you went in or if you
 2 know what I'm talking about, a worry that I always
 3 had for those women, because I would tell and not
 4 everybody did, but you know, "I'm looking at a
 5 piece of paper and now I'm safe," let your guard
 6 down.
 7 MS. SPEER: I do have a view on that, no,
 8 you're not, you're not. For me, just for me
 9 personally, that piece of paper meant nothing.
 10 Absolutely. He did not take it serious. It did
 11 not stop him from doing anything.
 12 When he came to my job, I truly felt
 13 that day - he had the gun. He would have shot me
 14 in the parking lot, had my friend not been out
 15 there with me or the security guard came out. And
 16 then trying to get me to my mother's grave site,
 17 which is very morbid to me, you know.
 18 And actually my daughter and her
 19 boyfriend were going out there and I stopped them
 20 and I just know that at that date, that I think
 21 that he probably would have, but no, that Order of
 22 Protection, to me, it means nothing. You have to
 23 do your own. You have to do your own.
 24 I had to be on my guard all the time and
 25 I may be a little bit more strong willed than most

Page 53

1 people, but, you know, I just - I think that women
 2 just need to be more cautious and they need to
 3 really look - there's so many things now that I
 4 know. There's so many things to look for, you
 5 know, to-

6 JUDGE DANDURAND: And I - even in
 7 addition to that, just a little bit more, in really
 8 talking to my clients about it and even when I was
 9 issuing them that they were Order in courts that be
 10 very aware that this may, in fact, accelerate or
 11 exacerbate this bad actor's emotional situation.

12 It's just - you know, I'm not trying to
 13 discourage - I wasn't trying to discourage anybody.
 14 I just wanted them to be fully aware and informed
 15 and I concerned myself with the idea that that may
 16 not be well enough communicated so that adequate
 17 precautions are taken. You know, I'd say, if you
 18 want to make them really mad, this would make them
 19 really mad, and just be aware that it might. Not
 20 that you shouldn't do it, because you need to, but
 21 be aware of the same.

22 MS. SPEER: Yes, absolutely.

23 ATTORNEY GENERAL KOSTER: Representative
 24 Kelly.

25 REPRESENTATIVE KELLY: Thank you. Is

Page 54

1 there any way to get young girls to listen to
 2 people like you, because I know in Columbia, the
 3 shelter people have gone to the high school and
 4 I've gone to the high school and you get a lot of
 5 eye rolling and whatever, you know. And it's a
 6 whole lot easier for a nineteen year old to walk
 7 out of this than it is for a 37 year old with two
 8 kids and no job.

9 MS. SPEER: Absolutely.

10 REPRESENTATIVE KELLY: And yet, they will
 11 not listen about this. They keep going back to
 12 those boys. I mean you hear it in parking lot,
 13 "Hey, bitch, come here." The first time she hears
 14 that, she needs to walk away and never go back.

15 MS. COBLE: He needs to watch his mouth.

16 REPRESENTATIVE KELLY: That's true. But
 17 just think, yeah. But how do you communicate that
 18 to them in ways that they understand?

19 MS. SPEER: Well, I don't know. I wish
 20 my daughter would come down here and speak on it,
 21 but, you know, she was fifteen when this happened
 22 and was with me in the house the whole time and I
 23 am sure - although now that she's 21, she doesn't
 24 say it to me, but I am sure it had a definite
 25 effect on her and she is very strong willed like

Page 55

1 her mama, and so I'm not really worried about her,
 2 you know, but I think that yeah, yeah, I would love
 3 to speak with those girls and talk to them.

4 I don't know, but there's got to be way,
 5 because like you said, there's too many men out
 6 there now that that's their name for us is the B
 7 word and that's not right. That's not right at
 8 all.

9 ATTORNEY GENERAL KOSTER: Representative
 10 Kander?

11 REPRESENTATIVE KANDER: You said that you
 12 discovered that with his ex-wife, he had had a
 13 history of domestic violence as well. Had he had a
 14 prior civil Protective Order there, as well? Do
 15 you know? What sort of-

16 MS. SPEER: I - you know, I just - it was
 17 that we had talked on short because I wanted to
 18 find out about him after he - a different time,
 19 started to come out and I need to find out. She
 20 said that basically he was doing, you know, he
 21 would terrorize her, as well. So I don't think she
 22 ever got an Order of Protection, but she got
 23 divorced.

24 ATTORNEY GENERAL KOSTER: Colleen, go
 25 ahead.

Page 56

1 MS. COBLE: I think one of the dilemmas
 2 is reaching that point of balance about knowing
 3 that an Order of Protection doesn't stop bullets,
 4 but also recognizing that it can mean a great deal
 5 if everyone in the community makes it mean
 6 something, so that every violation results in an
 7 arrest, that every judge will hear full
 8 consequences of that, so that you know just as you
 9 do with a DWI, there's a line, you cross it,
 10 there's a severe consequence, it is without a doubt
 11 going to happen. And that then leads into the
 12 behavior change that can change things in the high
 13 school parking lot.

14 But at the same time, we have to demand
 15 that those Orders are respected, that they're given
 16 great weight, even as we do the types of lethality
 17 assessment projects that are getting them out of
 18 the dangerous situations in the meantime, with the
 19 threat of what is real that you experienced and
 20 also the way that we can improve things for other
 21 women.

22 MS. SPEER: Thanks.

23 ATTORNEY GENERAL KOSTER: Very good,
 24 Maria. Thank you very much for coming.

25 MS. SPEER: Thank you very much.

Page 57

1 ATTORNEY GENERAL KOSTER: The second
 2 presenter on this panel is Kendall Seal with Legal
 3 Services of Southern Missouri. Kendall, welcome.
 4 The floor is yours.
 5 MR. SEAL: Good morning. First, I'd like
 6 to thank Maria for having the courage to come and
 7 share with you all her story. As Attorney General
 8 Koster said, it's the story of so many across our
 9 State.
 10 I practice domestic violence and family
 11 law legal services in southern Missouri. There, I
 12 work with adult and child victims of domestic
 13 violence, sexual assault, stalking, and human
 14 trafficking, and then covering southwest and south
 15 central Missouri. The services that my region
 16 offers women, men, and children in these situations
 17 differ greatly across the region.
 18 My primary work is with adult and child
 19 Orders of Protection and safety planning. My
 20 office focuses on the lethality assessments. I was
 21 delighted today to hear that conversation occurring
 22 with regard to first responders public benefits and
 23 the access to those public benefits is another key
 24 component for victims, as well as privacy and
 25 safety concerns.

Page 58

1 Most recently, my office participated in
 2 the New Directions in Fatality Review Conference.
 3 This is a significant advancement in the state of
 4 Missouri. Some 40 states have fatality reviews at
 5 different levels. Missouri is one of the ten
 6 states that does not have any kind of review.
 7 My office is also interested in tackling
 8 teen dating violence. These issues are not
 9 discussed very much at the local level. They're
 10 not discussed very much at the statewide level, and
 11 yet, as previously indicated, it's in some ways,
 12 the initial red flags are occurring among teenagers
 13 in their dating life.
 14 I think it's important for you to
 15 understand a snapshot of my history for you to
 16 understand me. I grew up on a farm in the
 17 southeastern part of the State. The closest big
 18 city had 139 people. My parents are teachers,
 19 small business owners and farmers. Life in rural
 20 Missouri is kind of like that - a few people
 21 wearing many hats. And so it is with me. I'm an
 22 attorney and a man. I'm gay, and I'm a survivor of
 23 domestic violence.
 24 Today I would like to discuss the
 25 concerns of the lesbian, gay, bisexual, and

Page 59

1 transgender community as it pertains to domestic
 2 violence. This community is no stranger to
 3 authenticity or political conversation. So today,
 4 as I share with you about domestic violence in
 5 Missouri, I will highlight the difficult journey of
 6 LGBT victims.
 7 I will focus my comments on three areas.
 8 The changing definition of family or household
 9 member in Chapter 455, specifically; enhancing the
 10 scope of coercion and stalking beyond physical
 11 harm, and re-examining child Orders of Protection.
 12 First, changing the definition of family
 13 and household member. Missouri courts are looking
 14 for ways to reduce the numbers of Orders of
 15 Protection. In Roberts v. McGuire, the Missouri
 16 Court of Appeals for the Southern District limited
 17 step-parents from violating Orders of Protection
 18 against one another. Many domestic violence and
 19 family law attorneys discussed how this decision
 20 was brought about in more of a concern for judicial
 21 economy and efficiency.
 22 The on the ground reality is that the
 23 language in the decision reduces access by
 24 increasing - by reducing the access to justice for
 25 LGBT people as well. It chips away at Missourians'

Page 60

1 right to be safe. Notably the dicta on page 4 of
 2 that decision paints a vivid picture of where
 3 judges are coming from on this topic of who has a
 4 right to be safe. And I quote, "When we read the
 5 entire definitional clause so as to give effect to
 6 all the words used, we can conclude that it only
 7 applies to a man and a woman, who are the
 8 biological or adoptive parents of a child." The
 9 Court then confirmed that in Missouri, a marriage
 10 can exist only between a man and a woman.
 11 The Court did not assess the portion of
 12 that same statute that includes an adult who is or
 13 has been in a continuing social relationship of a
 14 romantic or intimate nature with the victim, and
 15 this is significant, and this is the language that
 16 is used to protect single sex individuals and same
 17 sex victims.
 18 Yesterday's dicta can become tomorrow's
 19 law and possibly an unintended consequence of
 20 Missouri marriage amendment. Other states have had
 21 this issue with their marriage amendments and their
 22 domestic violence laws. Notably the Ohio Supreme
 23 Court weighed in on the issue in State of Ohio v.
 24 Carswell. Their appellate courts came to different
 25 conclusions on whether their domestic violence laws

Page 61

1 cover same sex couples.
 2 The Supreme Court there ruled six to one
 3 that despite their broad reaching, even more far
 4 reaching than Missouri, marriage amendments, that
 5 their domestic violence laws could, in fact, apply
 6 to gay and lesbian Ohioans.
 7 The Court did not toss out safety for
 8 gay and lesbian Ohioans and I feel as if this Task
 9 Force should consider when reviewing all the
 10 definitions of family, that they consider gay and
 11 lesbian lives in that definition of family and
 12 household member, maybe even more directly, because
 13 since the initial domestic violence law Chapter 455
 14 came about, there have been significant social
 15 changes in the area of gay and lesbian equality and
 16 in Missouri State sanctioned bias.
 17 The second portion that I'd like to
 18 address is enhancing the scope of coercion and-
 19 ATTORNEY GENERAL KOSTER: A question,
 20 question. Did the Southern District case involve a
 21 gay couple?
 22 MR. SEAL: No. The Southern District
 23 case involved step-parents and the Court went into
 24 greater detail in the decision to try to clarify
 25 family and household member.

Page 62

1 ATTORNEY GENERAL KOSTER: Colleen, do you
 2 know the case?
 3 MS. COBLE: It's an open door into
 4 changing and limiting the definition.
 5 MR. SEAL: The forum they also provided
 6 for Orders of Protection changed shortly about a
 7 month after and it added step-parent and incest
 8 relationship bias, and if those boxes are checked,
 9 they can trigger-
 10 ATTORNEY GENERAL KOSTER: Is it your
 11 belief that the Southern District intended a
 12 message to the gay community when it was drafting
 13 that? Is that what-
 14 MR. SEALS: It is my understanding, the
 15 way that many of the Courts that I was talking
 16 with, that there was a concern about the volume of
 17 Orders of Protection and judicial economy and in an
 18 effort to try to reduce the volume of Orders of
 19 Protection, they introduced this language to the
 20 family and household member.
 21 ATTORNEY GENERAL KOSTER: And is this the
 22 one that was passed in '91 that you worked on that
 23 opened that Chapter up? Do you remember this?
 24 MS. COBLE: Yes.
 25 ATTORNEY GENERAL KOSTER: Colleen and I

Page 63

1 worked together on that. I was just a young pup in
 2 short pants.
 3 MS. COBLE: Well, I was younger too.
 4 ATTORNEY GENERAL KOSTER: But my
 5 recollection is that the most conservative members
 6 of the Senate knew exactly what that clause meant.
 7 MS. COBLE: Yes.
 8 ATTORNEY GENERAL KOSTER: And signed off
 9 on it.
 10 MS. COBLE: Yes.
 11 ATTORNEY GENERAL KOSTER: It was a very
 12 interesting debate. They knew that that clause was
 13 opening protection to the gay community and let it
 14 go through very willingly back in '91 is my
 15 recollection. Go ahead.
 16 MR. SEAL: The second issue is enhancing
 17 the scope of coercion and stalking beyond physical
 18 harm. We've heard today from a survivor who
 19 discussed the level of coercion in her
 20 relationship, the red flag, the indicators of
 21 control that were in existence.
 22 The definition of coercion in the Adult
 23 Abuse Order of Protection, Chapter 455, is fairly
 24 narrow and fairly general. It does not, in my
 25 opinion, cover the full range of coercive

Page 64

1 approaches that would be beneficial to victims of
 2 domestic violence.
 3 I'd like to invite the community to look
 4 at Dr. Evan Stark and his discussion of coercive
 5 control, how men entrap women in personal life.
 6 "Like hostages, victims of coercive control are
 7 frequently deprived of money, food, access to
 8 communication or transportation and other survival
 9 resources." This coercive control is used between
 10 gay and lesbian community in context, typically
 11 around outing. You'll be outed to your employer,
 12 you can be outed to your landlord, you can threaten
 13 child custody, and unfortunately, again, in
 14 Missouri, you can be discriminated against on the
 15 basis of sexual orientation or identity when it
 16 comes to employment, when it comes to housing and
 17 child custody (inaudible).
 18 Next, I think the definition of stalking
 19 needs to be re-examined. Stalking is one of those
 20 categories where the Child Orders of Protection may
 21 occur between a third party and victim not
 22 necessarily people who are in a relationship. The
 23 definition, again, I think really is maybe too
 24 broad in some ways and too specific in others. It
 25 gives examples of peering into a window and yet

Page 65

1 today, it would be a proliferation of GPS tracking
 2 devices and cell phones in cars with social
 3 networking online.
 4 More recently in my practice, I've come
 5 across the shipping of animals with devices, as
 6 well as toys to track individuals. This is
 7 significant. Many of the cases do have the
 8 component of stalking and I feel like that language
 9 needs to be updated. Technology is outpacing the
 10 law by leaps and bounds and in this particular
 11 area, it's outpacing an individual's right to be
 12 safe.
 13 Re-examining Child Orders of Protection.
 14 Child custody and safety from violence go hand in
 15 hand. Same sex couples with children are
 16 particularly vulnerable. The Child Order of
 17 Protection Statute is not working very well, to be
 18 candid. Rarely are Child Orders granted. Rarely
 19 are guardian ad litem appointed. Rarely
 20 (inaudible) Child Order of Protection cases.
 21 Many attorneys and judges view these
 22 Orders as ways to get a cheap custody case. Some
 23 fiercely believe that the offending parent needs to
 24 have contact with the children immediately
 25 preceding the hearing, despite a track record of

Page 66

1 violence directed at both the child and the parent.
 2 I refer to this Task Force to examine
 3 the current for Child Orders of Protection in a way
 4 that protects victims and protects your children
 5 and be mindful that LGBT parents in other
 6 communities face additional biases and hardships
 7 when they enter the court system. Many of these
 8 victims do not have the resources to wage a full on
 9 child custody battle. But sometimes they will fund
 10 an aggressor or will fund an offender and many
 11 times, they are cast in the light of the chaotic,
 12 crazy victim and in many cases, lose custody of
 13 those children.
 14 ATTORNEY GENERAL KOSTER: Questions?
 15 MS. COBLE: Do you have some ideas in
 16 terms of language on elements of broadening
 17 coercion to perhaps mirror some other language in
 18 other chapters that have that included?
 19 MR. SEAL: Certainly. I think a good
 20 example within the Child Order of Protection talks
 21 about emotional abuse. We are reading this
 22 language as substantial emotional abuse, but yet,
 23 there's no parameters of what that could mean in
 24 terms of economic control, or, you know, there's
 25 this manipulation on constitutional rights that one

Page 67

1 has, you know, the right to engage in or either
 2 abstain from it.
 3 It may sound very basic, but I don't
 4 think many members of the legal profession have an
 5 understanding of how that coercive control actually
 6 happens.
 7 The stalking one, as well, for
 8 evidentiary purposes, is more challenging to tell
 9 that story. And if there's anything the Task Force
 10 could do to make that a process, I think, a little
 11 easier, I think would be helpful in those cases.
 12 ATTORNEY GENERAL KOSTER: One of the
 13 issues that we discussed perhaps in the, probably a
 14 week ago was the issue of maintaining privacy if
 15 there is abuse within a gay couple, and that
 16 attempting - receiving the Order of Protection is a
 17 de facto outing even if the couple wants to - one
 18 individual wants to maintain privacy vis a vis his
 19 employer or anything else.
 20 Are there ideas that anyone has with
 21 regard to trying to accomplish both goals,
 22 protection of the victim, but also maintaining
 23 privacy if that's the choice that the individual
 24 wants to make?
 25 REPRESENTATIVE KELLY: Well, one of the

Page 68

1 things you can do is an Order sometimes is keep the
 2 address or the current living arrangements of the
 3 respondent concealed. Could you - now, I'm just
 4 thinking out loud here. Could you keep other
 5 information in the Order or in the hearing
 6 concealed? And I think you've got an awful hard
 7 time doing that; don't you? I don't-
 8 JUDGE DANDURAND: You can't, not unless
 9 other changes are made, but the logic is-
 10 REPRESENTATIVE KELLY: That's what I
 11 mean, could you by statute? And I think it's
 12 really hard to get there, because you're
 13 effectively closing the court.
 14 ATTORNEY GENERAL KOSTER: Just to
 15 hypothesize a difficult situation, what if you had
 16 a military couple living off base in a domestic
 17 situation, who is caught between-
 18 REPRESENTATIVE KELLY: One of them is
 19 gay.
 20 ATTORNEY GENERAL KOSTER: I'm going to
 21 assume it's - hypothesize a gay relationship. One
 22 of them is in the military. And you're caught-
 23 REPRESENTATIVE KELLY: Yeah, yeah. It's
 24 a real good example.
 25 ATTORNEY GENERAL KOSTER: And you're

Page 69

1 caught between conflicting policies.
 2 REPRESENTATIVE KELLY: It's a real good
 3 example. Could you keep it-
 4 MS. COBLE: At least some of the
 5 reporting has changed in that the ex parte
 6 information is no longer publicly accessible on
 7 Case.net, so that only the information goes out
 8 over that public link to the courts when there's
 9 full Order issued at the hearing, so that provides
 10 some measure, but not in all situations.
 11 MR. SEAL: Well, we had some problems,
 12 too, with regard to (inaudible) once you enter -
 13 you know, calling law enforcement is an added
 14 routine. You're taking certain levels of risk and
 15 I think for a gay and lesbian couple in Missouri,
 16 to call your Sheriff, call the local police officer
 17 and say, "Hey, I'm gay. I'm a victim." I don't
 18 know that you would be believed.
 19 MR. LAMB: Let me interject. I think
 20 that we have to look at the kinds of policy, of
 21 public policy, of what it should be. You know, the
 22 whole idea of getting an Order of Protection and
 23 making it theoretically easy for someone without
 24 means and without an attorney to apply for it, the
 25 whole purpose is to keep that person safe, yet the

Page 70

1 process itself, including the publicity of it or
 2 the making it public, is actually counterproductive
 3 to that result and doesn't make them safe because
 4 as you have astutely pointed out, in these types of
 5 relationships, the threat or the hammer hold over
 6 is the actual outing of someone. And if that, in
 7 itself, defeats the purpose, perhaps that can be
 8 examined as a way to look at when a court might
 9 have discretion to close a file or to seal it if it
 10 endangers the safety of the applicant.
 11 MR. SEAL: Some of these cases, too, are
 12 incredibly violent I think, and even with, I think,
 13 our best coverage of these cases really doesn't
 14 tell the story, because you'll read in the Kansas
 15 City Star sometimes where it will be - it will just
 16 say they're roommates. In other words, you know it
 17 was a roommate disagreement. And some of them are
 18 roommate disagreements and others are gay couples
 19 and their stories never get told and the threat of
 20 outing these are a severe practice to the economic
 21 situation, but because to their families, to their
 22 reputation, and I think that is a very intense
 23 situation for the victim, but also it's a weapon
 24 for the batterer.
 25 ATTORNEY GENERAL KOSTER: Judge, could a

Page 71

1 file be sealed for good cause?
 2 JUDGE DANDURAND: The courts don't have
 3 the discretion to not grant it by law. The court
 4 can't say, "Well, I think this is best, so I'm
 5 going close the file." We don't have the authority
 6 to do that.
 7 REPRESENTATIVE KELLY: And the other part
 8 of this is one of the things the Southern District
 9 was articulating is the abuse of the Order of
 10 Protection, which is absolutely true. Every judge
 11 in the State of Missouri understands that there are
 12 too many Orders of Protection issued. And they're
 13 often issued for inappropriate reasons.
 14 MR. SEAL: I think that's right. I
 15 think, you know, just like any system, there are
 16 sometimes claims to (inaudible) coercive control
 17 component when sufficiently addressed in the
 18 definition, will reveal aspects of these
 19 relationships before they have to get to the level,
 20 before they have to get to that level. I think
 21 sometimes we draw that line, you know, present fear
 22 of physical harm, she has to have a broken bone,
 23 she has to have a bruised something.
 24 I'm not going to say that you shouldn't
 25 be able to prove your case, but to say that the

Page 72

1 definition should be sufficient to allow you to
 2 tell that story, and I think like right now, that
 3 definition, while it's a positive one because it
 4 addresses - I feel it could be - the parameters
 5 could be a little tighter to give some boundaries.
 6 ATTORNEY GENERAL KOSTER: Another
 7 question for Judge Dandurand. If at the end of the
 8 ex parte statute, a single line was inserted that
 9 said, "An Order under this Section may be closed
 10 for good cause." What are the public policy down
 11 sides to closing the file so that the only people
 12 who knew about it were the petitioner and the
 13 respondent and law enforcement?
 14 JUDGE DANDURAND: You know, I think Chris
 15 or Jolie could jump in on this too, but if it just
 16 said "for good cause," that would not survive a
 17 challenge. If it said something like "for the
 18 safety or potential harm that may come to the
 19 victim," something that had to do with the personal
 20 safety of anybody involved in the issuance of the
 21 Order, be it the child or the parent, it would have
 22 a better chance of passing muster in, and certainly
 23 a better chance of surviving attack in the courts
 24 on privacy and the press' right to have access to
 25 open courts. So if it just said "for good cause,"

Page 73

1 I can think that would fail.
 2 MR. SEAL: There's also I think the
 3 issue, the best interest of the children in these
 4 cases and what best protects these with regard to
 5 the privacy because sometimes children,
 6 unfortunately, fall through the cracks and their
 7 stories are never shared in a meaningful way.
 8 In a lot of these cases, especially with
 9 poverty, poverty law contact - it's amazing, from
 10 my perspective in rural Missouri, what's acceptable
 11 in some ways in an urban setting with all the
 12 resources versus what's acceptable in an out state
 13 Missouri county.
 14 JUDGE DANDURAND: Judge Kelly brought
 15 this up too. You know, we go so far as to make
 16 certain that every single paternity case is filed
 17 with a closed file for a lot of times no good
 18 reason whatsoever and certainly not because there
 19 may be some danger to anybody involved, just
 20 because they make paternity cases closed files so
 21 that maybe the children are not found out about and
 22 things like that. Which, to me, it would seem like
 23 if we can close those files, we ought to be able to
 24 do something with legislation that would prove to
 25 be in the best interest of children or the victims.

Page 74

1 REPRESENTATIVE KELLY: Yeah, but safety
 2 doesn't do it, because all Orders are for safety.
 3 That includes 100 percent of the Orders, I think,
 4 anyway.
 5 ATTORNEY GENERAL KOSTER: This is a
 6 really good point.
 7 REPRESENTATIVE JUSTUS: It seems to me
 8 that the underlying issue is that with LGBT
 9 couples, there's a heightened problem because of
 10 the outing, but if we didn't have the underlying
 11 discriminatory policies in this State and in this
 12 country, we wouldn't have this issue.
 13 Number one, you couldn't get fired in
 14 the State just because you're gay or perceived to
 15 be gay. You wouldn't get thrown out of the
 16 military. I mean then, obviously, we wouldn't have
 17 this problem to the same extent.
 18 The only other community that I can
 19 think of that has an issue, would be, as we talked
 20 about and you mentioned, the undocumented
 21 community, where, you know, there's a fear of even
 22 coming forward because you're going to be outed and
 23 then all the consequences that come after.
 24 So two things pop into my head. First
 25 of all, as communities, we need to continue to work

Page 75

1 within our own communities to educate on these
 2 issues. And I think we've got groups, obviously,
 3 in Kansas City, the Kansas City Anti Violence
 4 Project, we've got folks here today from them and
 5 across the State who are educating within the
 6 community about the need to speak out.
 7 I think what I'm hearing from you is
 8 because we have this - not necessarily, you know,
 9 in a box to check to seal the records, but what I'm
 10 hearing is when we are taking into account any
 11 changes to definitions of family, to remember that
 12 there are people out there right now who can't
 13 define their family in the same way and who might
 14 be lost and, you know, fall through the cracks if
 15 we don't do that.
 16 And then also, there are other tweaks we
 17 could make in the coercion and other things to take
 18 into account these extra factors until we remove
 19 the outside problem which is the discrimination
 20 against LGBT people.
 21 UNKNOWN MALE: That's correct.
 22 ATTORNEY GENERAL KOSTER: Kendall, thank
 23 you very much for your presentation and for a
 24 number of very good ideas. With the indulgence of
 25 the panel, I would like to jump over our break

Page 76

1 because the Jackson County Prosecuting Attorney is
 2 here in the room and if it's okay if-
 3 MR. KANATZER: If you need to take a
 4 break, that's fine.
 5 ATTORNEY GENERAL KOSTER: Does anybody
 6 need to take a break? We'll take a five minute
 7 break.
 8 (WHEREIN, a recess was taken.)
 9 ATTORNEY GENERAL KOSTER: We are pleased
 10 and honored to have Jackson County Prosecuting
 11 Attorney, Jim Kanatzer, with us this morning. Jim,
 12 welcome.
 13 MR. KANATZER: Good morning. Thank you
 14 for having me.
 15 ATTORNEY GENERAL KOSTER: The floor is
 16 yours.
 17 MR. KANATZER: I can't tell you how much
 18 I appreciate the fact that you are doing this and I
 19 can't tell you how much I appreciate the fact that
 20 you have asked me to come and give my thoughts on
 21 what is a very, very important issue, not just in
 22 the State of Missouri, but around the country and I
 23 applaud your efforts on convening this Task Force.
 24 Domestic violence is an issue that
 25 became very important to me very early in my career

Page 77

1 as a Prosecutor. I was an Assistant Prosecuting
 2 Attorney with less than a year on the job when I
 3 was approached by then Prosecuting Attorney Claire
 4 McCaskill to volunteer to be on her newly formed
 5 Domestic Violence Unit in the Jackson County
 6 Prosecutor's Office, and I was glad to do that.
 7 Although at the time, it wasn't the
 8 first place I would have chosen in the office to
 9 go, after having done my tour of duty there, for
 10 lack of a better word, I have no regrets whatsoever
 11 about it. It was an excellent experience and I
 12 learned very early in that process and I tell all
 13 my new attorneys as now, to go to Domestic Violence
 14 Unit for the first time that.
 15 Once you've been in the Domestic
 16 Violence Unit and once you've prosecuted domestic
 17 violence cases, every case after that looks
 18 relatively simple. That's just how challenging
 19 these cases are to Prosecutors, challenging for
 20 many reasons.
 21 I'll give you an example. One of the
 22 first jobs that I was given in the Domestic
 23 Violence Unit was to handle our preliminary hearing
 24 docket. And we had a preliminary hearing docket
 25 once a week and I would go to this docket and I

Page 78

1 would have anywhere from 30 to 40 cases on this
 2 docket, so 30 to 40 victims in domestic violence
 3 crammed into a small courtroom with a defendant,
 4 the defendant's family, other people who had to
 5 come to see if the victim was really going to show
 6 up and testify.
 7 And often times, by the time the
 8 preliminary hearing rolled around, the victim was
 9 no longer cooperative. The arrest had been made
 10 months ago, the situation that arose at that time
 11 that ended up with us filing charges, had now
 12 dissipated and would often, unfortunately in these
 13 cases, the cycle of violence was starting to
 14 continue again and the victim was becoming
 15 uncooperative and wanting to return into the
 16 relationship.
 17 So often times, as the Prosecutor at the
 18 preliminary hearing docket, you stood alone and you
 19 had a victim who did not want to cooperate with
 20 you. You had a defendant who was obviously adverse
 21 to you. You had a judge, and depending on who that
 22 judge was at the time, may or may not have agreed
 23 with our office's policy then and now, that we do
 24 not dismiss domestic violence cases just because
 25 the victim was no longer cooperative.

Page 79

1 So you were often faced with the
 2 undaunting task of putting your victim and only
 3 witness on the stand, only to have to impeach them
 4 with the prior consistent statement that they gave
 5 to the police, with a judge who may or may not be
 6 sympathetic to that situation and is wondering why
 7 you're wasting his or her time with a case of an
 8 uncooperative victim. It makes for a very, very
 9 challenging three hours in the morning trying to
 10 get that done, but very rewarding and very
 11 necessary for this reason.
 12 By the time a domestic violence case had
 13 reached the state level and kind of cycled its way
 14 out of repeat offenses at the City level, you are
 15 really dealing with, as many of you, I'm sure, know
 16 by now, a terrible cycle of violence that often
 17 ends in serious injury or death, and at some point
 18 when you have this history of this cycle, I
 19 believed then and I believe now, as did now Senator
 20 McCaskill, that it's our responsibility as
 21 Prosecutors and law enforcement to step in and do
 22 everything that we can to break that cycle of
 23 violence, even if we do not have a cooperative
 24 witness or cooperative victim to accomplish that
 25 prosecution.

Page 80

1 With that said, those cases are
 2 challenging also when you get past the preliminary
 3 hearing stage. Your challenge is going when you've
 4 got a jury - and I'm going to talk about this later
 5 on in my presentation, who may not be sympathetic
 6 to the victim, who also sees domestic violence,
 7 some of the social mores, that this is a family
 8 problem and not a problem for the police or the
 9 courts to be getting involved in. You're up
 10 against a lot of societal perceptions with a jury
 11 that don't always go well for the prosecution and
 12 for convicting a defendant of domestic violence.
 13 In speaking with the MOP staff and also
 14 the General Prosecutor's staff, I wanted to make
 15 sure that I addressed the questions that you wanted
 16 addressed by my presentation and they were helpful
 17 in giving me some of the background of where you
 18 guys have gone from here and some of the
 19 information that's been presented to you and the
 20 questions that you have. So I prepared a statement
 21 that I think addresses those questions. I'll read
 22 through that and then I'll be happy to answer any
 23 of your questions, if that's agreeable.
 24 First of all, how we prosecute domestic
 25 violence cases in Jackson County, Missouri. When

Page 81

1 the police respond to a domestic violence assault,
 2 they will always contact a detective within the
 3 Domestic Violence Unit to determine if the case can
 4 be worked up at a City or a State level charge.
 5 When a case is worked at the State
 6 level, the officers will arrest the abuser and a 24
 7 hour hold begins. Officers at the scene will take
 8 photos of the victims injuries, any damage to the
 9 inside of the house, broken pictures, lamps, phone
 10 cords, holes in the wall, et cetera, and any
 11 weapons that may be collected at the scene. If the
 12 victim is injured, obviously an ambulance will be
 13 called and the victim is taken to the hospital,
 14 which also may require follow up investigation with
 15 medical personnel.
 16 When the 24 hour begins, the domestic
 17 violence detective assigned to the case will first
 18 make contact with victim to take a formal
 19 statement. The detective will also take additional
 20 injury photos at that time. If the victim went to
 21 the hospital, the detective will get medical
 22 records. The victim will be talked to by
 23 detectives about how to get an Order of Protection.
 24 The detective will also talk to any witnesses that
 25 were present when the assault took place and take a

Page 82

1 statement from them. The detective will talk to
 2 the suspect in an effort to take a statement and
 3 will also document any injuries to the defendant.
 4 Our office then reviews the case file
 5 for charging. The majority of our cases are
 6 handled on an in custody basis. This means these
 7 are not what we call anytime warrants, where the
 8 police will work up a case, present it to us for
 9 our review at our leisure. Because these are
 10 obviously very dangerous cases that need attention
 11 and we need to keep the defendant in custody if we
 12 can. We have 24 hours under Missouri law to do
 13 that, which creates challenges to get all of those
 14 things that I've just discussed done and my
 15 attorney on the job and reviewing that case within
 16 a 24 hour period.
 17 We have a Domestic Violence Unit that
 18 has pager duty. Every attorney on the Unit with
 19 even the Trial Team Leader, takes their turn, a
 20 week at a time, as being on pager duty and they're
 21 on page duty to the police departments across
 22 Jackson County, 24 hours a day, seven days a week.
 23 We make every effort to charge our cases
 24 in custody, obviously due to the dangerousness of
 25 releasing the suspects pending further

Page 83

1 investigation. When we charge our cases, we look
 2 for corroboration of the victim's statement,
 3 injuries, witnesses, medical records, violations of
 4 Order of Protection that may be in place,
 5 corroborating witnesses, caller ID's, voice mail
 6 messages, anything that we can help corroborate a
 7 victim who we know may not be cooperative within
 8 the following months.
 9 When we do file a case, we request
 10 higher bonds than regular assault cases, due to the
 11 level of dangerousness of DV offenders. We also
 12 ask that the bond be designated as a no contact
 13 with the victim Order in every case that we file,
 14 and we're very lucky, at least in Jackson County,
 15 getting most of our judges to issue a No Contact
 16 Order as a condition to bond.
 17 Once our case is charged, we have a
 18 victim advocate, one in eastern Jackson County, one
 19 in Kansas City, who contacts the victim to let the
 20 victim know the about the charges, the bond, to see
 21 if the victim needs referrals to shelters or to
 22 counseling and get the victim's thoughts on what
 23 the victim wants to happen in this case.
 24 All of our cases end up on the domestic
 25 violence docket, which is under criminal

Page 84

1 assignment. We send out a letters to the victims,
 2 asking them to come to court because bond is
 3 typically addressed at that time and let them know
 4 where our plea offers are.
 5 After the docket stage, our cases get
 6 assigned to an attorney for trial and that attorney
 7 and advocate will notify a victim of any plea
 8 offers, court dates, trial settings, et cetera,
 9 through the process. We review a lot of cases in
 10 the Domestic Violence Unit and when we charge a
 11 case, it is our intention to see the case through
 12 final disposition, trial or guilty plea. Dismissal
 13 of the case is a last resort and we have a policy
 14 of not dismissing due to uncooperative victims.
 15 We will go forward with a case even
 16 though a victim is being uncooperative because we
 17 are mindful of the defendant's control and
 18 intimidation over a victim. Again, the cycle of
 19 violence at this point needs to be broken even if
 20 the victim is not cooperative.
 21 Our statistics for the last year and a
 22 half, just to give you a kind of a concept of the
 23 numbers that we're dealing with in Jackson County,
 24 in 2009, we filed 176 domestic violence cases. We
 25 went to trial on 15 of those. The number of cases

Page 85

1 that were pled had total charges - we pled 291
 2 cases. That's 291 separate defendants in 2009 for
 3 a total of 370 charges.
 4 A breakdown of charges are as follows
 5 for 2009: misdemeanors, 114; Class D felonies, 29;
 6 Class C felonies, the bulk and bread and butter of
 7 our domestic violence prosecutions, 169; Class A
 8 and B felonies, the more serious domestic violence
 9 assaults, 58.
 10 For 2010, we are really on par for the
 11 number that we filed in 2009. So far, we've filed
 12 137 cases; we've had 7 trials. The number of cases
 13 or separate defendants that have pled this year are
 14 159; 213 total charges pled. Right now, the
 15 charges for 2010 are 73 misdemeanors, 17 D
 16 felonies, 94 C felonies, and 29 A/B felonies.
 17 I'd like to talk to you a little bit now
 18 about how we interact with these seventeen
 19 municipalities that are in my jurisdiction in
 20 determining whether cases go to City or State.
 21 ATTORNEY GENERAL KOSTER: Representative
 22 Kelly?
 23 REPRESENTATIVE KELLY: No dismissal?
 24 MR. KANATZAR: I'm sorry?
 25 REPRESENTATIVE KELLY: No dismissals in

Page 86

1 those two years? You didn't dismiss-
 2 MR. KANATZAR: Oh, yeah, there's
 3 dismissed cases.
 4 REPRESENTATIVE KELLY: Did you say how
 5 many dismissals?
 6 MR. KANATZAR: No, I didn't. I didn't.
 7 We had charged - I can get you that information,
 8 but out of the number of cases that we had charged,
 9 we pled 291, 307 total charges. So yeah, I don't
 10 mean to give you the impression that we don't ever
 11 dismiss cases, but we do.
 12 We have a policy in place with the
 13 police department and the City Prosecutor's Office,
 14 so that when officers on the scene call a detective
 15 in the Domestic Violence Unit, they will be told
 16 whether a case will go to the City or to the State.
 17 For assault, the case will go to State level when
 18 the defendant has four or more priors at the City
 19 level, the victim has broken bones or stitches, the
 20 victim is pregnant and the child is compromised,
 21 the victim has been strangled or loses
 22 consciousness or a weapon is involved.
 23 For violations of Order of Protection
 24 cases, they will come to the State when there is
 25 threat to the victim's life, the defendant has four

Page 87

1 or more priors at the City level. We generally
 2 take full Orders of Protection cases on if we think
 3 the situation could escalate to violence even if
 4 there hasn't been any prior contact at the City
 5 level.
 6 The city here in Kansas City does not
 7 have an ex parte ordinance, which requires us
 8 really to take all ex parte violations at the State
 9 level, which is a burden, but a necessary one,
 10 because a lot of times, those cases can escalate
 11 quickly into violent situations and causing serious
 12 injury or death sometimes.
 13 ATTORNEY GENERAL KOSTER: Jim, can I ask
 14 you a quick question? Also, I'm interested in the
 15 Judge's opinions. What are the ramifications, off
 16 the top of my head, again, of requiring certain
 17 domestic violence crimes to be automatically
 18 brought to the State and to take them out of the
 19 municipal realm, the way we started to do with the
 20 other - just what are the ups and downs of that?
 21 JUDGE DANDURAND: You know, that might be
 22 better answered by Jim, but.
 23 MR. KANATZAR: I definitely have an
 24 opinion, but I'd like to hear yours.
 25 JUDGE DANDURAND: Well, certainly it

Page 88

1 would pass muster. I don't have any doubt that if
 2 the legislature decided that domestic violence
 3 cases have been really charged with - taken from
 4 the jurisdiction of municipal courts, they should
 5 be charged, as they're doing with certain levels of
 6 DWI's with the State. You're not suggesting every
 7 single time, every single one, I'm assuming? I
 8 know you have the option but-
 9 ATTORNEY GENERAL KOSTER: Well-
 10 JUDGE DANDURAND: A certain level is a
 11 State case-
 12 ATTORNEY GENERAL KOSTER: From my
 13 perspective, from my days as a Prosecutor, the
 14 concern always was that DWI's were disappearing at
 15 the municipal level. And a similar concern would
 16 be that domestic violence is disappearing at the
 17 municipal level, perhaps. I don't know the answer.
 18 REPRESENTATIVE KELLY: That's reporting
 19 that doesn't happen.
 20 ATTORNEY GENERAL KOSTER: Reporting. It
 21 doesn't get on you all's.
 22 REPRESENTATIVE KELLY: Well, right. But
 23 that's - you can empirically discover that, yeah,
 24 because, by polling of the municipalities. I don't
 25 have any sense of it because they all came to me or

Page 89

1 to one of us, the Associates at Boone, because
 2 Columbia doesn't have any domestic violence
 3 misdemeanor prosecutions. They all come to State.
 4 ATTORNEY GENERAL KOSTER: Jim, what's
 5 your opinion?
 6 MR. KANATZAR: Well, fifteen years ago
 7 when then Prosecutor McCaskill had the foresight to
 8 start a Domestic Violence Unit in her Office, you
 9 would not have heard the numbers that I just gave
 10 you about the number of cases that were filed on a
 11 State level, that happened. Most of them were
 12 handled at the City level and it was her opinion,
 13 and I agreed at the time, that many of those cases
 14 deserved to be at the State level. Now, you see
 15 fifteen or so years later, the number of cases that
 16 were prosecuted and handled.
 17 MS. COBLE: Could I interrupt, if you
 18 don't mind?
 19 MR. KANATZAR: Sure.
 20 MS. COBLE: Isn't it true, and I do
 21 recall when those decisions were made, and it was
 22 because of the total lack of prosecution of any
 23 domestic violence cases at the State level and that
 24 the municipal approach was put into place in
 25 Jackson County.

Page 90

1 MR. KANATZAR: Well, you're going back
 2 further than I - I wasn't involved in the criminal
 3 justice system at the time.
 4 MS. COBLE: It was before when Claire was
 5 elected to that position, but my question, and I
 6 know that there's an entire system set up that
 7 continues to function and it gets people into court
 8 when they otherwise wouldn't, but hasn't this
 9 approach - if resources were an obstacle, would
 10 this approach be seen as the best practice that
 11 someone got four municipal level domestic violence
 12 charges when in most any other community, those
 13 would have been of a felony level because they
 14 would have gone into State Courts? Is this the
 15 best practice? I understand it's put into place
 16 because of lack of resources, but.
 17 MR. KANATZAR: You know, it's an
 18 interesting question and I don't think I can answer
 19 that and I think Representative Kelly was spot on.
 20 I think what we need to do is have some sort of
 21 empirical data to see how many cases there are at
 22 the City level, where there are one or two arrests
 23 or convictions and then nothing else happens after
 24 that.
 25 And if that's a significant number, then

Page 91

1 I would say that the process that we have now -
 2 again, it's also, the biggest issue is resources,
 3 like you pointed out. They may work for - we're at
 4 a level where we're doing the best we can. My
 5 guess is there are probably more cases at the State
 6 level that we could take and have a bigger impact
 7 on, before they reach that criteria.
 8 MS. COBLE: And if you look at the
 9 lethality assessment questions, those aren't a
 10 parallel construction to the process that's set in
 11 place here for broken bones, stitches-
 12 MR. KANATZAR: Correct.
 13 MS. COBLE: -this. There's no parallel
 14 there to what we know within the larger Jackson
 15 County community is going on to address those most
 16 lethal cases that seemingly wouldn't meet this
 17 standard.
 18 MR. KANATZAR: Right. But what I wanted
 19 to make clear though, and please don't misconstrue
 20 me, I think our City Courts, our City Prosecutors
 21 do a wonderful job handling the domestic violence
 22 with the cases that they have and I don't mean to
 23 give you the impression that, you know, if there's
 24 a serious injury and there hasn't been four priors
 25 at the City level, that we're not taking the case.

Page 92

1 We are taking the case. But those things are
 2 things that are looked at not in conjunction with
 3 one another or on top of one another, but
 4 separately as factors as to why we take the case.
 5 And we work very well with the City
 6 Prosecutor's Office. Often times, they will take
 7 cases to us that the police departments had decided
 8 to go to the city with, they think was more
 9 appropriate for the State to take a look at.
 10 But the biggest issue, the biggest
 11 question, not just in domestic violence, that's
 12 going to come up in this area - DWI which would be
 13 seen as - at some point, given the lack of
 14 resources that you have at the county level, and
 15 again, my budget has been cut three years in a row
 16 and it's going to be cut again this year.
 17 You know, I have four attorneys or five
 18 attorneys that handle all domestic violence cases
 19 across this county, and you've heard the numbers
 20 that we're dealing with. And at some point when
 21 you overload a system to a point where we're not
 22 doing - we're being as effective as we can with the
 23 resources that we have to address the serious
 24 cases. And I can tell you is that I can, given the
 25 resources that we do have, the limited resources

Page 93

1 that we do have, and the fact that those resources
 2 are going to continue to decline, I think the
 3 numbers that we dealing with in the system that we
 4 have in place is the most effective way to deal
 5 with the problem at both the City and the State
 6 level.

7 ATTORNEY GENERAL KOSTER: You have a
 8 unique situation, however. Half of the City
 9 Prosecutor's Office is staff and is a fairly
 10 substantive organization. Outside of Jackson
 11 County, every City Prosecutor is a part-time
 12 attorney who is at a Wednesday night docket with 90
 13 files in his bucket and they're just boom, boom.

14 MR. KANATZAR: Keep in mind, I'm not
 15 unfamiliar with that. You have a lot of rural
 16 areas in Jackson County and a lot of small
 17 municipalities in Jackson County in addition to
 18 Kansas City. So that's not a problem that we're
 19 not familiar with.

20 It's not a problem that, you know, often
 21 times, cities that don't have resources that say a
 22 Kansas City or an Independence or a Raytown has,
 23 that we have to, you know, take a case that
 24 normally we wouldn't take if it happened in those
 25 jurisdictions.

Page 94

1 ATTORNEY GENERAL KOSTER: The question is
 2 are those cases being appropriately handled or are
 3 really taking this quite seriously and are those
 4 dispositions getting to MULES(ph)? You know, are
 5 the police officers who are stopping these folks
 6 and everything - there's still a three part, an A,
 7 B, or C when you're stopped and it means it will
 8 give a level of danger on the MULES computer. Do
 9 they have that corresponding designation put on
 10 their file, so the police knows when he's walking
 11 up to a car that's been stopped where the person
 12 has had dangerous charges attached to him before?

13 MR. KANATZAR: And I know you have Chief
 14 Piccinini after me who can speak more definitively
 15 on that issue than I can, because I just don't have
 16 an expertise as to what gets reported to MULES or
 17 not because I'm not a reporting agency, but I do
 18 know that it's extremely important to Prosecutors
 19 across the State to have that information when
 20 we're reviewing a case just for the reasons we've
 21 talked about, is this the case and where are we in
 22 the cycle of violence? Are we in the early stages,
 23 are we four incidents down the road or is this
 24 something that the State needs to step in and start
 25 getting involved in, even if maybe this is not a

Page 95

1 terribly egregious case. If the Prosecutors across
 2 the State don't have that information in front of
 3 them, they can't make that assessment.

4 ATTORNEY GENERAL KOSTER: Sorry, I
 5 interrupted you with my question.

6 MR. KANATZAR: That's okay. Feel free to
 7 do that. That's what I'm here for. On some
 8 occasions where a case has gone to the City instead
 9 of my offices and the officers at the time who were
 10 doing the investigation didn't know the extent of a
 11 victim's injuries at the time, will be contacted by
 12 the police or City Prosecutors and asked to take
 13 the case to State filing.

14 This creates a problem though, I don't
 15 know how you address it, but a smart defense
 16 attorney will run in and if a case has been filed
 17 in the city, will run in a plead that case very
 18 quickly in City Court, which would bar us then from
 19 prosecuting the same offense at the State level, so
 20 it's something that we try to look for, but
 21 sometimes that problem occurs in that type pf
 22 situation.

23 In some cases that are sent to the
 24 State, we will send - if it initiates at the State,
 25 we will send that to the City if it meets our

Page 96

1 guidelines or it's something that we can't take on
 2 a case by case basis going forward because of the
 3 resource limitations that I spoke about earlier.
 4 But we will send them back to the City so the
 5 defendant is held accountable at some level.

6 Our interactions with domestic violence
 7 shelters and how we work with them. Our office
 8 works with those domestic violence shelters in
 9 Kansas City and eastern Jackson County by referring
 10 victims to shelters for services, including
 11 counseling, a place to live and other services.
 12 Shelters will often call us to determine charges if
 13 charges have been filed in particular cases and if
 14 there's a court date.

15 On occasion, shelter representatives
 16 have come to our court to observe how court is run.
 17 They also provide very needed and necessary support
 18 of the victims that, you know, on my staff, I would
 19 have two victim advocates and we would be in a
 20 world of hurt if we didn't have these shelters
 21 across Jackson County to assist us with advocacy to
 22 the victim.

23 If a victim has a hearing for her Order
 24 of Protection, a shelter representative often time
 25 will bring the victim to our office so that we can

Page 97

1 discuss charges with them. Our victim advocate
 2 will leave messages with the shelter for victims
 3 that we know they are staying when they contact us.
 4 We serve on the State Family Coalition for
 5 Shelters, as well.

6 The issue of uncooperative victims. I
 7 wish I had a great answer for this question, but my
 8 office and I'm sure other Prosecutor's offices
 9 across the State, do the best they can which is one
 10 of the most challenging, if not the most
 11 challenging aspect of how to prosecute these cases.

12 The fact of the matter is that victims
 13 are frequently uncooperative in our cases. It's
 14 more often that a victim is uncooperative, than
 15 cooperative. Our advocates try to determine what
 16 the issue is for the victim being uncooperative and
 17 if there is anything that we can do to help the
 18 victim by giving the victim a referral to housing
 19 services or to shelters.

20 If a victim is recanting, you can have
 21 an advocate set up a meeting with a victim so that
 22 they can come in and write out a statement. But
 23 make sure the victim understands though that this
 24 case will not be dismissed simply because of a
 25 statement that's been given as to the facts of the

Page 98

1 current surrounding case.

2 Many of our trial cases involve victims
 3 who are uncooperative and recant their statements.
 4 We will still subpoena them for trial as we do any
 5 other witness that may be uncooperative in a case.

6 Victim intimidation and what can be
 7 done. I can tell you what we do in Jackson County.
 8 It's a huge problem in all domestic violence cases.
 9 In order to try to minimize victim intimidation, we
 10 always ask for no contact bonds, as I alluded to
 11 earlier. We also encourage our victims to get
 12 Orders of Protection and help walk them through
 13 that system with our advocates.

14 When a victim starts to recant her
 15 statement, we always order up recorded phone calls
 16 from the county jail where the defendants are in
 17 custody so that we can review the substance of
 18 those phone conversations. We frequently find the
 19 defendants telling the victim what to do, with the
 20 intent on filing charges with the victim tampering.

21 When in court, our victim advocate sits
 22 with the victim to make sure the defendant is not
 23 attempting to talk to the victim. Our advocate is
 24 also very mindful of the defendant's family members
 25 that may be present in the courtroom. We

Page 99

1 frequently ask Sheriffs to walk our victims to
 2 their cars when leaving the courtroom and when the
 3 family is present or when the defendant is out of
 4 custody.

5 One of the problems that I hope is
 6 unique to Jackson County, but I doubt it is, is the
 7 jail population problem that we deal with here at
 8 the county level in our county jail and keeping
 9 domestic violence inmates incarcerated pending
 10 trials. Jail population plays a huge role in the
 11 court's decision, unfortunately, of whether or not
 12 to release the defendant on bond or otherwise.
 13 They do do a pretty good job of trying to give
 14 those defendants priority, but again, I'm dealing
 15 with a jail that has a capacity of 835, and I've
 16 gone on the record saying many times that this
 17 county deserves a jail that a capacity of 1,200
 18 inmates.

19 So a domestic violence defendant, though
 20 they're given priority, they are also given on a
 21 priority list with other violent offenders and at
 22 times, they are released on bond.

23 And also, the court will look at whether
 24 or not a victim is cooperative on a case in
 25 addition to the victim's injuries in determining

Page 100

1 whether or not to release a defendant on bond.
 2 I've had many domestic violence cases where the
 3 victim has come into court and asked the court to
 4 release the defendant on bond. This obviously
 5 creates problems and we counter that by showing the
 6 court photos of the injuries and telling the court
 7 the seriousness of the injuries. But often times,
 8 because the victim asks for the defendant's
 9 release, the defendant will be released from
 10 custody.

11 Once the defendant is released from
 12 custody, our case always gets much worse from an
 13 evidentiary standpoint. We often receive
 14 recantations or the victim will suddenly disappear.
 15 The victims often have moved and the victim's phone
 16 is disconnected. At that point, we are left with
 17 offering a disposition that's not appropriate to
 18 the charge advanced, but is appropriate to a
 19 dismissal.

20 When a defendant remains in custody and
 21 victim recants, we know that it is often at the
 22 urging of the defendant. We will Federal Court up
 23 jail visitation records to show the frequency of
 24 the victim's visits. We will also order up jail
 25 phone calls. The problem with this is that we have

Page 101

1 to know the number that is being called from the
 2 jail, which often times, we don't know. It would
 3 be much easier if the jail could record phone calls
 4 according to the inmate, but instead it is tracked
 5 based on the number that is used to call. If we
 6 don't know the number, we can't listen to the
 7 calls, and often times, the defendants will utilize
 8 a three-way call from the jail and if we don't know
 9 the first number that was called prior to linking
 10 the victim into the call, we can't get the
 11 recording.

12 We're doing all this in an attempt to
 13 add a charge of witness intimidation or witness
 14 tampering, in the hopes that that will solve the
 15 problem, and sometimes it does and sometimes it
 16 doesn't.

17 What works and what apparently doesn't
 18 work with domestic violence prosecution. One of
 19 the biggest challenges in prosecuting domestic
 20 violence cases is societal perception of domestic
 21 violence, and I don't know what we do about that,
 22 other than trying to educate the public as best we
 23 can, and I do think legislation has a role.

24 Jurors, after cases, have told me things
 25 such as, you know, the victim a drug addict and

Page 102

1 they couldn't believe them and couldn't trust what
 2 they were saying. They ask, sometimes, you know,
 3 after a not guilty verdict, "What did the victim do
 4 to provoke this attack?" by jurors. This astounds
 5 me. But unfortunately-

6 REPRESENTATIVE KELLY: Can I ask a
 7 question about that

8 ATTORNEY GENERAL KOSTER: Sure, go ahead.

9 REPRESENTATIVE KELLY: To what extent is
 10 the legal attractiveness of the victim a factor or
 11 a problem? You know, the world sometimes thinks
 12 that all the victims are Snow White here. It
 13 doesn't matter. It wouldn't matter how bad she is,
 14 she still doesn't deserve to get beat up by this
 15 guy. But her legal status, her condition or
 16 behavior can be - I mean I saw it be a real factor
 17 sometimes.

18 MR. KANATZAR: It's a huge factor.
 19 You're absolutely right. You're dealing often with
 20 cases where you have one witness's word against the
 21 defendants, and the case rises and falls on that
 22 victim. And if they mental issues, if they have
 23 prior convictions of their own, if they have an
 24 arrest record, then they don't present well to the
 25 jury.

Page 103

1 You're looking at a jury who's being
 2 told, you know, the standard of proof is beyond a
 3 reasonable doubt and they need to assess the
 4 credibility of that witness and every witness
 5 they're instructed by the court in determining
 6 whether or not the State has reached its burden.
 7 It's a huge factor. We do the best we can, but I'm
 8 not going to lie to you. It's a huge factor and a
 9 huge problem.

10 The societal norms that I'm referring to
 11 don't help either. A lot of times, I've been told
 12 after not guilty verdicts that, "This is a family
 13 problem and I don't want to interfere in a family
 14 problem and you shouldn't be interfering in a
 15 family problem," despite when we're dealing with
 16 serious injuries in these cases. But there is a
 17 societal norm out there in some people's mind that
 18 this is a family issue and a family matter and not
 19 a matter for the courts. We need to change that
 20 perception for people.

21 I think legislation has a role in that,
 22 as well as other things. I'll never forget an - to
 23 be quite frank, it's not just jurors. I don't want
 24 to put all of the weight on this issue on jurors.
 25 It's judges, too. Many of our cases are tried to a

Page 104

1 judge and not to a jury. I remember one case that
 2 I tried, in particular, it was a defendant had
 3 picked up a large rock and beat his girlfriend in
 4 the middle of the street. We had three witness
 5 around, but none of them saw anything, so it was my
 6 victim's word against his.

7 She had an arrest record, she did not
 8 present well to this judge, and was intoxicated at
 9 the time of the assault, which, of course, is no
 10 defense, but I'm just telling you the factors that
 11 were there, and this judge acquitted the defendant.

12 So, you know, we have a system of
 13 justice, it's the best system in the world, and the
 14 burden in criminal cases is the highest burden in
 15 this country and it should be that way. But that's
 16 a challenge in domestic violence cases when you're
 17 dealing with one witness's word against another and
 18 credibility issues.

19 What legislative changes need to be made
 20 to the current domestic violence laws to enhance
 21 victim's safety and strengthen prosecutions? One
 22 of the areas that I mentioned previously is this
 23 72 hour rule for investigating domestic violence
 24 cases. This would be a very good thing. This
 25 would give a detective more time to thoroughly

Page 105

1 investigate a case, especially one where the victim
 2 went the hospital for treatment or admitted or
 3 maybe incapacitated. It would give victims time to
 4 get away from their abusers, that they need to find
 5 a place to live or get into a shelter.
 6 The other thing and I know you've heard
 7 testimony about is seizing firearms that are
 8 present in the home. Although this obviously
 9 creates 4th Amendment issues, I think it's an
 10 excellent idea. As part of our guilty pleas, any
 11 misdemeanor or felony case involving domestic
 12 violence, we always make it a condition of
 13 probation that the defendant not own or possess any
 14 firearms. It only makes sense.
 15 Regarding child victims, on the occasion
 16 that our victim is not an adult, we have found the
 17 best course of action is to charge the case as a
 18 Class C felony, endangering the welfare of a child.
 19 The elements are just easier to make than going
 20 through domestic violence charges and it's the same
 21 level as domestic, same level, C felony is domestic
 22 assault in the second degree.
 23 I know you've also bantered around the
 24 question of whether or not Missouri should abolish
 25 the spousal privilege in domestic violence cases.

Page 106

1 This actually has not presented a large problem in
 2 Jackson County because most of our victim and
 3 defendants are not married. However, in the area
 4 of domestic violence, as I pointed out earlier, any
 5 problem at any level can be significant where the
 6 odds are stacked against the prosecution. So if
 7 you're asking my opinion, yes, Missouri should
 8 abolish the spousal privilege in domestic violence
 9 cases.
 10 Spousal privilege is another way for
 11 domestic violence abusers to manipulate a victim
 12 into not cooperating with the State. We know that
 13 once the spousal privilege is asserted by a victim,
 14 our case is essentially over. In cases where the
 15 victim and defendant are married, and there are no
 16 other witnesses, and the victim begins to show
 17 signs she may be uncooperative, we often times will
 18 start offering a better deal than we think the case
 19 is worth, so we don't wind up with spousal
 20 privilege being invoked and having to dismiss our
 21 case.
 22 Another problem that comes up in the
 23 defense bar is in many instances, a victim will be
 24 referred to another attorney for representation by
 25 the defendant's attorney. Once that happens,

Page 107

1 spousal privilege often times is asserted. Our
 2 case, again, is over at that point. In order to
 3 prevent that from occurring, we will offer a better
 4 deal up front in order to get an offender on
 5 probation rather than being forced to dismiss the
 6 case.
 7 Legislation in enforcing Stay Away
 8 Orders in all domestic violence cases. Legislation
 9 that would enforce Stay Away Orders in domestic
 10 violence cases is desirable and, I think, needed,
 11 especially legislation that provides for an
 12 additional charge or penalty.
 13 In Jackson County, we encourage all of
 14 our victims to get an Order or Protection, but
 15 often times, victims believe that the no contact
 16 petition or bond is sufficient. We try to explain
 17 to them that if the defendant violates the bond
 18 condition, it is not a separate charge, but if the
 19 defendant violates an Order of Protection while out
 20 on bond, the defendant is looking at additional
 21 charges.
 22 Often, victims don't want to have to
 23 come back to court or to the courthouse to file
 24 paperwork and then go to court on a later date for
 25 hearings. It's inconvenient for them. We try to

Page 108

1 stress to them how important it is that they go
 2 through that process. We try to help them with it.
 3 But having a statute to allow for a No
 4 Contact Order violation would help to provide
 5 additional consequences to the defendant if he
 6 violated petitions of his pre-trial release. This
 7 will also help us on any future cases in obtaining
 8 higher bonds, as the court will see that the
 9 defendant has picked up charges for violating the
 10 conditions of his prior release.
 11 What are the pros and cons of a domestic
 12 violence fatality review concept. In theory, this
 13 sounds like a good concept, developing legislation
 14 that allows for the improvement of a system's
 15 responses on domestic violence cases, and I'm in
 16 favor of it, but the difficulty is knowing which
 17 systems will be involved. My belief is that it
 18 would be - would have to include police
 19 departments, our office, and the shelters.
 20 The biggest different I see with
 21 domestic violence versus a homicide or child review
 22 committee or fatality review board is that we will
 23 in many cases have heard the victim in prior
 24 instances that the victim doesn't want to prosecute
 25 or that the victim wants the defendant released

Page 109

1 from custody. So it will be harder to pinpoint how
 2 one of these systems could have been more effective
 3 or done something differently.
 4 One of the new things that police
 5 departments have started doing in Jackson County
 6 that I applaud is the lethality screenings on the
 7 scene following a domestic violence assault. This
 8 screening is conducted by a uniformed officer and
 9 the victim is asked about ten questions regarding
 10 whether or not the defendant has ever strangled the
 11 victim before, whether or not the defendant has
 12 tried to kill the victim before, if the defendant
 13 is jealous, if the defendant is employed, and other
 14 questions.
 15 Positive answers to at least half of the
 16 questions triggers the officer to let the victim
 17 know that the victim has a potential lethal
 18 situation and to refer the victim to a hotline
 19 counselor in the vicinity.
 20 I'll be happy to answer any other
 21 questions that you have on this very important
 22 issue.
 23 ATTORNEY GENERAL KOSTER: Jason?
 24 MR. LAMB: Jim, one observation I would
 25 make on a municipal issue. Obviously the resources

Page 110

1 issues you touched on is of paramount importance
 2 and prohibits you from maybe doing things you would
 3 like to do as a Prosecutor for the State with their
 4 office.
 5 One observation I might make, and I'd
 6 kind of be interested in anyone's feedback, is that
 7 in Missouri, municipal prior DWI's count towards
 8 enhancing it to a State crime, but the same thing
 9 does not exist for domestic assaults. So a
 10 municipal conviction for domestic assault does not
 11 allow you to lay or use that prior and then charge
 12 it as a Class D felony, third defense. Am I
 13 correct?
 14 MR. KANATZAR: That's true. And that's
 15 in effect what we're trying to do by our policy.
 16 If we have a defendant and the police know that he
 17 has had, you know, numerous arrests at the City
 18 level or four prior convictions at the State level,
 19 they know that we're going to take that case. So
 20 in effect, that's what we're trying to do. So I
 21 think that would be a positive legislative program.
 22 ATTORNEY GENERAL KOSTER: Representative
 23 Newman?
 24 REPRESENTATIVE NEWMAN: Jim, thank you
 25 very much for your report. I've been speaking with

Page 111

1 an attorney in St. Louis County who was formerly
 2 with the Prosecutor's office, and he remarked about
 3 something I found kind of disturbing and he said,
 4 do you have any knowledge or are you aware that in
 5 your county, are rookies generally assigned to
 6 Domestic Violence Units? Do you have any knowledge
 7 or aware of-
 8 MR. KANATZAR: In the Prosecutor's
 9 offices? Well, I was one, and I thought I did a
 10 pretty good job. I understand your question and
 11 it's a good one. I don't mean to make light of it,
 12 but in the public sector, a lot times we have
 13 attorneys that don't have a lot of experience.
 14 Now, I need you to understand, any time
 15 that my office has a homicide or a very, very
 16 serious assault, that case is not given to someone
 17 who's never tried a homicide case before or never
 18 tried a serious assault case before, even if
 19 they're not in the Domestic Violence Unit. Again,
 20 it's a question of resources. We do the best we
 21 can with what we have.
 22 I have a lot of young attorneys with
 23 less than five years' experience that I have
 24 absolutely no qualms or reservations about
 25 assigning them domestic violence cases. And

Page 112

1 they'll do a great job. Part of that is training.
 2 We do the best we can to train those attorneys and
 3 they don't go to trial alone so I don't see it as a
 4 problem in my office, but it's a legitimate
 5 question and again, it's just a question of
 6 resources. We do the best we can with what we
 7 have.
 8 REPRESENTATIVE NEWMAN: I also have one
 9 more question, if I could. Also, you had mentioned
 10 your recommendations in terms of allowing firearm
 11 seizure at incidents and that's the legislation
 12 I've personally been advocating since 2003, even
 13 before I was elected, but what do you find in terms
 14 of your studies in the cases that you've had this
 15 past year? What was the percentage would you
 16 think, or would you know, that firearms are present
 17 or at least part of the prosecution?
 18 MR. KANATZAR: That's a good question. I
 19 wish I had some definite data for you on that and
 20 maybe I can try and get that for the Task Force at
 21 a later date, but just off the top of my head,
 22 given my experience, I'd say it would probably be
 23 roughly a third or maybe a little less of all
 24 cases. A firearm that may - whether it's utilized,
 25 or discharged, or just present in the home at the

Page 113

1 time, I'd say roughly a third.
 2 REPRESENTATIVE NEWMAN: And do you have
 3 knowledge or would you have knowledge if the
 4 abusers are - do they have conceal and carry
 5 permits? Is that something that you would-
 6 MR. KANATZAR: You know I don't have any
 7 idea, but that's a very good question. That's
 8 probably something we should look into. I know
 9 that right now when we are presented with an
 10 investigation, that information is usually not
 11 given to us.
 12 But I will tell you, in general, my
 13 experience is that most offenders do not have
 14 conceal and carry permits. It's a rare occasion,
 15 in general.
 16 REPRESENTATIVE NEWMAN: Thank you.
 17 ATTORNEY GENERAL KOSTER: Representative
 18 Kander?
 19 REPRESENTATIVE KANDER: Thanks for being
 20 here. Kind of a related question to what Jason was
 21 asking about with municipal priors, a lot of those
 22 end up being sort of their only interaction with
 23 the domestic violence system is through civil
 24 Protection Orders, and obviously there would be
 25 difficulty in criminalizing the violation of a

Page 114

1 civil Protection Order because it's a civil order,
 2 but my question, I guess, is more about, you know,
 3 obviously there can when an Order is violated,
 4 there can be a criminal contempt motion; right?
 5 And then to ask you about - I think by the
 6 Prosecutor's office, because the civil contempt
 7 motion would be brought by the victim.
 8 MR. KANATZAR: Yes.
 9 REPRESENTATIVE KANDER: Going back to
 10 sort of what I stated ideas, what do you think
 11 about the idea in terms of their qualifying prior
 12 charge, putting in the possibility of sustaining
 13 criminal contempt motions, kind of like with prior
 14 felonies or even his idea of prior municipal
 15 convictions, so that - I guess my question is would
 16 that incentivize and is it necessary to incentivize
 17 Prosecutors to bring more contempt motions more
 18 often to sort of, to create shock jail time for
 19 violating the civil Protection Orders?
 20 MR. KANATZAR: Well, we usually don't
 21 mess around with contempt and just file a violation
 22 of the Order of Protection under the criminal code.
 23 But where I thought you were going with this was if
 24 there had been a history of maybe civil contempt on
 25 those Orders, that did rise to a level of

Page 115

1 prosecution for whatever reason, kind of again to
 2 City Court priors, using those as enhancements,
 3 that would make an automatic felony for an ex
 4 parte-
 5 REPRESENTATIVE KANDER: (Inaudible.)
 6 MR. KANATZAR: Right, as opposed to a
 7 misdemeanor, I think. I'd like to hear Judge Sill-
 8 Rogers' input on that. You're going to hear from
 9 her today, but she deals with those violations that
 10 don't necessarily rise to the criminal level on the
 11 civil contempt side.
 12 But I think that would be a very
 13 worthwhile endeavor to see about using that to
 14 enhance violations of Orders of Protections that
 15 might be a misdemeanor to a felony.
 16 REPRESENTATIVE KANDER: It just seems to
 17 me that in the little bit of time that I did some
 18 of this stuff on the pro bono side that, they talk
 19 to each other, somebody gets an Order and somebody
 20 says to them (inaudible), it just seems like we
 21 need to lump that in the system. Prior to that
 22 piece of paper, you know, that's where we're at.
 23 (Inaudible.) Maybe that's the way to do it.
 24 Anyway, thanks.
 25 ATTORNEY GENERAL KOSTER: Representative

Page 116

1 Grisamore.
 2 REPRESENTATIVE GRISAMORE: Jim, in terms
 3 of statutory changes, are you aware of any
 4 statutory precedents or case law out there they
 5 could separate out, you know, the credibility of
 6 the witness from clear evidence in an investigation
 7 that there has been physical harm or abuse
 8 perpetrated on the victim? Is there anything out
 9 there that would address that?
 10 MR. KANATZAR: I think that would be very
 11 difficult because Missouri has long standing case
 12 law that prevents Prosecutors from introducing
 13 evidence that would be uncharged criminal conduct
 14 or prior bad acts, unless you can show that it's
 15 part of the motive of the current charge.
 16 And it's not unusual that we'll try to
 17 do that in domestic violence cases where the
 18 defendant says, "I never hit this victim and I
 19 never have," and you have, you know, a series of
 20 arrest records where that, you know, there's been
 21 reports of abuse.
 22 So there is a - there is that hard line
 23 rule and there are some exceptions. I don't think
 24 that's something that needs to be addressed from a
 25 legislative standpoint, because I think it's about

Page 117

1 as good as it can get under the law that we have in
 2 the Constitution, and I think that the judge talked
 3 on that, as well.
 4 I wish it were otherwise. I wish there
 5 was legislation that could help us that way. I
 6 just think with the case law, the way it is right
 7 now, it would be very tough to make the change from
 8 that status quo.
 9 ATTORNEY GENERAL KOSTER: Apart from
 10 priors, what about if a defense team is attacking
 11 the credibility of the victim? Is there any
 12 parameters where that could be deemed inadmissible
 13 versus the relevance of the case that's before
 14 them, that's there clear abuse in the
 15 investigation, clear evidence?
 16 MR. KANATZAR: It's a great question and
 17 it's one we grapple with in court. I tried a
 18 murder case just a few weeks ago and this very
 19 issue came up. Missouri Supreme Court rule only
 20 requires Prosecutors to disclose prior convictions,
 21 actual convictions at the state and federal level
 22 of any witnesses for the state, including victims.
 23 Now, some judges take the position, and
 24 there's a valid legal argument for this - I don't
 25 mean to cast any aspersions on anyone, but some

Page 118

1 judges take the position that anything that's
 2 possibly impeachment of a witness, including arrest
 3 records, falls under Brady and must be disclosed
 4 and can be used in court.
 5 What usually happens is we have an en
 6 camera review of the arrest records by the judge
 7 and then the judge will determine whether or not
 8 the arrest records of the victim should be used or
 9 are proper to use, given the facts of the case, the
 10 charges of the case and type of arrest that were
 11 involved with the witness; in this case, it would
 12 the victim. So whether or not those can be used in
 13 court to impeach the witness on the stand.
 14 My position has always been that arrest
 15 records are not impeachable material. Sometimes I
 16 win on that argument, sometimes I don't. Again,
 17 I'd be interested on the judge's opinion on that.
 18 That's something that we grapple with in court, not
 19 just in domestic violence cases, but in all
 20 criminal cases.
 21 MS. COBLE: Just again for it to be on
 22 the record in Kansas City again, in opposition to
 23 the notion of opening spousal privilege in Missouri
 24 law based just on the basic notion up until we can
 25 insure a victim's safety, we have to be able to

Page 119

1 trust her best judgement that it's a risk for her
 2 to testify and that protection exists in the law to
 3 do that for women who are married to their abusers.
 4 And there has been testimony at each of these
 5 hearings from Prosecutors about the issue with
 6 spousal privilege, and I understand your position,
 7 but I also understand that each one of those
 8 gentlemen has acknowledged that there is nothing
 9 that a Prosecutor can do to insure a victim's
 10 safety.
 11 MR. KANATZAR: You're right, and it's a
 12 very valid point and I agree. It's a tough call,
 13 it really is. But when you are trying to get that
 14 conviction and get that guy or that defendant in
 15 jail and that's standing in your way, you're very,
 16 very concerned for the safety of the victim, as
 17 well, for the same reason.
 18 But you're right, and I tell people this
 19 all this time, that Orders of Protection are our
 20 front line defense in domestic violence, but they
 21 are not going to prevent injury and death in every
 22 case. It's not because we can't be there to
 23 protect the victims of domestic violence all the
 24 time. And you're absolutely right, your point is
 25 well taken.

Page 120

1 ATTORNEY GENERAL KOSTER: Thank you for
 2 your presentation and for you commitment to this
 3 issue. We're a little bit behind schedule and I'd
 4 to ask Chief - is it Piccinini?
 5 CHIEF PICCININI: Yes.
 6 ATTORNEY GENERAL KOSTER: Am I
 7 pronouncing that correctly?
 8 CHIEF PICCININI: Yes, you are.
 9 ATTORNEY GENERAL KOSTER: I wanted to
 10 make sure that you're able to get back to work
 11 before too much longer. You've been here a while
 12 and I appreciate your indulgence. So Prosecutor
 13 Kanatzar, thank you very for your work and-
 14 MR. KANATZAR: Thank you for having me.
 15 ATTORNEY GENERAL KOSTER: We're about 30
 16 minutes behind. What I'd like to do is roll until
 17 about 12:30 and then take a half hour lunch break
 18 and start back up on time at 1:00.
 19 So if Chief Joe Piccinini could come
 20 forward, who is the Police Chief of the Lee's
 21 Summit Police Department. He's speaking with us
 22 about law enforcement safety concerns when
 23 addressing these types of call outs. Chief,
 24 welcome. Thank you for your time this morning.
 25 CHIEF PICCININI: Thank you and thank you

Page 121

1 for having me. I appreciate the opportunity.
 2 Regarding entries into MULES, unfortunately not all
 3 police departments have the resources to enter City
 4 or misdemeanor violations into MULES and so the
 5 answer to your question, unfortunately, is
 6 sometimes.
 7 ATTORNEY GENERAL KOSTER: And how do you
 8 feel about the potential that above a certain
 9 level, domestic violence related charges would
 10 automatically go to county prosecution?
 11 CHIEF PICCININI: I'm in favor of it. If
 12 you're talking about similar to the DWI, the
 13 second, third, fourth offense, it goes up to the
 14 State level, we would be in favor of that, yes,
 15 sir.
 16 I've been in law enforcement for 27
 17 years and a Police Chief for three years. We've
 18 come a long way in this area. We've made some very
 19 good, positive strides. I recall in 1983, how
 20 myself, as a rookie, would handle those calls 100
 21 percent different than it is in 2010, so we've come
 22 a long way and I think we've made some positive
 23 strides that I think - I'm sure that we've saved
 24 many lives along the way, so we have done some very
 25 good things throughout the history of this state.

Page 122

1 I also noted, looking at the agenda, it
 2 appears that I'm the only law enforcement person
 3 here, so I would imagine that you all probably have
 4 some questions. I have prepared remarks. I'll go
 5 through my prepared remarks and then field your
 6 questions afterward.
 7 I would also say that Erica Talbot(ph)
 8 is one of our domestic violence protectors. She
 9 investigates those crimes every day. That's her
 10 full time assignment. I brought her along as well,
 11 so if you have any particular questions, she'd be
 12 happy to address you as well.
 13 In December of 2008, I expressed my
 14 interest to Hope House about obtaining additional
 15 tools and information for our officers to assist
 16 victims of domestic assault for future violence.
 17 Hope House introduced the lethality assessment
 18 protocol. This program was created by the Maryland
 19 Network Against Domestic Violence. This program is
 20 an intervention process. It is a lethality
 21 screening tool. It provides direction for officers
 22 to initiate appropriate actions based on the
 23 results of this screening process. I understand
 24 you have heard about this process and you're going
 25 to hear about this process, as well.

Page 123

1 In the interest of time, I'm going to
 2 skip on to some other topics. If the victim's
 3 lethality assessment responses to questions
 4 indicates that they are in high danger, the officer
 5 initiates a protocol referral by telling the victim
 6 that they are in high danger and in situations
 7 similar to the victim's, people have been killed or
 8 seriously injured.
 9 The officer makes a phone call to the
 10 domestic violence hotline and advises them of the
 11 victim's situation. The victim will stay on the
 12 hotline and will be given information for their
 13 safety. If the victim refuses to speak with the
 14 hotline, the officer will still make contact with
 15 the hotline and give information for the victim,
 16 for the victim's safety.
 17 In January of 2009, the Lee's Summit
 18 Police Department signed a letter of commitment to
 19 Jackson County Safe Family Coalition to sign on to
 20 the project of the lethality assessment protocol
 21 with Hope House. The City of Lee's Summit is very
 22 fortunate for a number of different reasons. One
 23 of the things that I feel really fortunate about is
 24 the crime rate, our violent crime rate, and our
 25 homicide rate.

Page 124

1 Since 2008, we have had three homicides
 2 and unfortunately, all three of those homicides
 3 were domestic violence related. From June 1, 2009,
 4 to June 30th, 2010, the Department took
 5 approximately 700 domestic violence reports. These
 6 reports involve assault, sexual assault,
 7 harassment, property damage, burglaries, and
 8 stealings. Of those 700 reports taken, patrol
 9 officers collected 244 lethality assessments on
 10 domestic assault reports. Of the 244 assessments
 11 taken, 171 victims screened in a high danger.
 12 That's approximately 70 percent of the victims,
 13 almost three-fourths reports of high danger.
 14 Of the 171 high danger victims, 85 of
 15 those victims answered yes to the question, "Do
 16 they have a gun or can they have easy access to a
 17 weapon?" Fifty percent of the victims stated the
 18 suspect had access to a firearm and if you combine
 19 the high - if you combine those that screened at
 20 high with the rest of them, Prosecutor Kanatzar was
 21 pretty accurate in his third.
 22 After conducting the last fourteen
 23 months of the lethality assessment, it was brought
 24 to our attention, the risk our high danger victims
 25 were placed in due to the suspect either owning or

Page 125

1 having access to a firearm. Since we started the
 2 lethality assessment, we believe the number of high
 3 danger victims obtain an Ex Parte Order of
 4 Protections, especially the victims that answered
 5 yes to, "Did the abuser have a firearm or easy
 6 access to a firearm?"

7 As you all are aware, firearms pose a
 8 particular threat to the victims of domestic
 9 violence. Studies reveal that the presence of
 10 firearms significantly increases the lethality of
 11 domestic violence incidents and it is not just
 12 limited to homicides. A recent survey of female
 13 domestic violence shelter residents based out of
 14 Los Angeles, California, reported that the incident
 15 partner had used the firearm against the victim,
 16 usually threatening to shoot or kill the victim.

17 For the most part, our detective unit
 18 relies on federal law, which prohibits subjects
 19 with Protective Orders from purchasing or
 20 possessing firearms and ammunition. In order to
 21 prosecute a person in the State of Missouri with a
 22 violation of an Order of Protection by being in
 23 possession of a firearm, the case has to be
 24 reviewed in Federal Court by an Assistant United
 25 State's Attorney. If the Assistant United State's

Page 126

1 Attorney does not file any charges, the case will
 2 be closed.

3 I wanted to add something there, just
 4 didn't know what it would be. Other states have
 5 addressed this gap in the law by enacting laws that
 6 prohibit suspects with Protective Orders from
 7 purchasing or possessing firearms and ammunition.
 8 The State of Missouri is - I know, I've seen some
 9 legislation that they're looking at taking steps in
 10 that regard.

11 Domestic violence investigations involve
 12 multiple court venues, and these are a lot less of
 13 a problem for our detectives, because that's what
 14 they do for a living. As an example, if you take a
 15 municipal violation, the victim and a detective
 16 will go to municipal court for a domestic violence
 17 case. The victim will then go to State court for
 18 an Order of Protection and then once the Order of
 19 Protection is in effect, if the person under the
 20 Order is caught with a firearm, then the victim has
 21 got to go to Federal Court for that portion of the
 22 violation. Again, probably not the best course of
 23 action for all involved.

24 Combining all parts of the investigation
 25 and presenting it to one court to one judge and

Page 127

1 again, one jury allows for whatever people to see
 2 the entire investigation and all of its parts. One
 3 combined investigation allows the victim to only
 4 testify in one trial and give the judge in that
 5 trial the opportunity to really see the entire
 6 case, with all the violent details.

7 I'll give you an example. November 1st
 8 of 2007, a domestic assault occurred in Lee's
 9 Summit. Order of Protection was granted.
 10 Respondent was later found to be in possession of a
 11 firearm in the cab of his pickup truck when he
 12 contacted the victim at a local gas station.

13 Detective reviewed the violation with
 14 the State Prosecutor but was denied, did not have
 15 any statute that covered being in possession of a
 16 firearm with an Order of Protection. Therefore, it
 17 was referred to Federal Court. The Federal Court
 18 case was reviewed by the Assistant United State's
 19 Attorney, but they didn't feel the case rose to
 20 their level and so no charges were filed in that
 21 particular example. Excuse me a second.

22 There are currently 27 states that have
 23 state laws that meet or exceed the federal law
 24 prohibits subject to certain domestic violence
 25 Protection Orders from purchasing or possessing

Page 128

1 firearms or ammunition. And what I would say here
 2 is a narrow law that would say if you are under an
 3 Order of Protection the State law prohibits you
 4 from being in possession of a firearm or ammunition
 5 and if you're caught while under the Order in
 6 possession of that weapon, a State law will come
 7 into the effect that you could be charged by the
 8 State Prosecutor, some chose to put forth those
 9 charges.

10 I know that other legislation has talked
 11 about officers taking guns out of homes and holding
 12 guns for periods of time until a time period, was
 13 released and that's not what I'm referring to when
 14 I'm referring to that gap in the legislation.

15 We can talk about what that means to law
 16 enforcement, but in a nutshell, we're going to have
 17 a large quantity of firearms coming in to our
 18 police department that would probably require more
 19 personnel to hold it, put it into Property, keep
 20 track of the time period where the property needs
 21 to be released, re-contact the person that owns the
 22 property and release that property back to the
 23 MS. COBLE: Actually the State of Texas
 24 has done a really good job of studying that and
 25 having protocols for departments at all levels in

Page 129

1 terms of size and resources and they've actually
 2 come up with some structures that have shown that
 3 it doesn't have the drain on resources in
 4 departments as initially thought before you had
 5 that law in place, and Texas has had the law in
 6 place now since, I think, 95.
 7 CHIEF PICCININI: And I don't disagree
 8 with that at all. We have over the years - when I
 9 began my presentation, I mentioned that we had
 10 changed the way we do business when it comes to
 11 domestic violence, and quite frankly, for the
 12 better. But that went from sometimes a fifteen or
 13 twenty minute call for service for a police officer
 14 to now a couple hours call for service for a police
 15 officer. So yes, without a doubt, we can change
 16 and we can make it work. That concludes my formal
 17 presentation.
 18 ATTORNEY GENERAL KOSTER: One of the
 19 presenters in Columbia from the, either the Cole
 20 County Sheriff's Department or the Columbia Police
 21 Department, I can't recall right now, talked about
 22 detectives going out to visit with victims and
 23 getting statements from the victims within a very
 24 short window of time, so that there wasn't a two
 25 week delay before a detective paid a visit to the

Page 130

1 victim and that that, it was thought, made a
 2 considerable difference in how she felt that she
 3 was being supported and surrounded by friendly law
 4 enforcement family.
 5 What are your thoughts on that and what
 6 do you think is practical as the best course of
 7 conduct for the departments around the State?
 8 CHIEF PICCININI: I think that's an
 9 excellent idea, and we are able to do it, but I
 10 kind of ran through my prepared statements here.
 11 One thing I didn't touch on was the fact that we
 12 have 132 smart police officers. Again, because we
 13 have obtained a grant, we have two full time
 14 domestic violence detectives. So we do have that
 15 luxury with those detectives.
 16 Obviously, that's their full time
 17 assignment, so that we do have the luxury where
 18 they can do that and getting that statement quickly
 19 is paramount to the investigation and we are able
 20 to do that.
 21 ATTORNEY GENERAL KOSTER: Your sense as
 22 to how many domestic violence calls in Lee's
 23 Summit, itself, receives per month?
 24 CHIEF PICCININI: We receive about 700 a
 25 year. I'm not very good at math, but that's

Page 131

1 usually how many calls we get every year.
 2 ATTORNEY GENERAL KOSTER: I don't want
 3 to-
 4 MR. LAMB: About that grant funding, how
 5 difficult would it be for your department to
 6 provide that high level of service for those
 7 investigations?
 8 CHIEF PICCININI: We lost the grant
 9 funding about for one year and I talked with my
 10 boss and his boss, who's our Mayor, and City
 11 Council and our City Manager, and we felt that this
 12 issue was important enough to continue with the two
 13 detectives. So the grant paid for the two
 14 detectives the City would, and we were able to move
 15 forward. Again, we're fortunate in Lee's Summit to
 16 have the resources to do that when many other
 17 cities and counties aren't.
 18 ATTORNEY GENERAL KOSTER: Representative
 19 Grisamore?
 20 REPRESENTATIVE GRISAMORE: Chief, do the
 21 CIT teams ever have any interface with domestic
 22 violence calls?
 23 CHIEF PICCININI: Yes, they do, and I
 24 don't know what you all know about CIT. It stands
 25 for Critical Incident Team. Those are officers who

Page 132

1 received specialized training to go to people who
 2 are suffering from mental health issues. Again, we
 3 have about a third of our officers on our police
 4 department who are trained to go to people with
 5 mental health issues, and so when that comes up,
 6 those officers do respond to the scene, as well as
 7 our two detectives who are assigned to investigate
 8 domestic violence and who have been through the
 9 mental health training.
 10 ATTORNEY GENERAL KOSTER: Representative
 11 Newman?
 12 REPRESENTATIVE NEWMAN: Chief, thank you
 13 very much. You are definitely correct. We do not
 14 have any current statutes in terms of authorizing a
 15 removal of a firearm at the scene regardless of
 16 Protective Orders or not.
 17 What is your standard of practice in the
 18 absence of that? Do you have a policy or instruct
 19 your officers to go ahead and do that if they're
 20 evident?
 21 CHIEF PICCININI: We do it in cases where
 22 we feel there is a general public safety issue. We
 23 are granted that right if we, in our opinion, we
 24 think this is a dramatic or emergency situation
 25 that's going to affect the public safety, we will

Page 133

1 remove the firearm in that instance. We have done
 2 that on occasion.
 3 It usually requires a few phones to a
 4 few people up the chain, but if an officer at the
 5 scene feels like this is a situation that that
 6 weapon needs to be removed, then we look at it as a
 7 public safety issue and we will remove the weapon.
 8 ATTORNEY GENERAL KOSTER: There's a 48
 9 hour every three year requirement to maintain post
 10 certification. Is that correct?
 11 CHIEF PICCININI: Yes, sir.
 12 ATTORNEY GENERAL KOSTER: How would you -
 13 about the issues that have been discussed requiring
 14 mandatory training during the original post
 15 certification, that there's no ongoing training
 16 requirement. If a recommendation came out of this
 17 working group that recommended perhaps for
 18 Prosecutors and judges to receive training along
 19 side law enforcement on an ongoing basis on a
 20 continuing ed program of the nature of two to four
 21 hours every three years, what would you're feeling
 22 on the topic be?
 23 CHIEF PICCININI: The short answer is
 24 yes. The long answer is going to be resources.
 25 Quite frankly, the 48 hours every three years is

Page 134

1 not a drain on our resources and I think we could
 2 easily add two to four hours.
 3 ATTORNEY GENERAL KOSTER: Okay, but I
 4 think that the recommendation would perhaps be that
 5 it would be inside of 48 hours, not additional
 6 hours. Of the 48 hours, perhaps, two every three
 7 years would be maintaining current practices,
 8 customary practices on domestic violence law
 9 enforcement issues.
 10 CHIEF PICCININI: Definitely in favor of
 11 it.
 12 ATTORNEY GENERAL KOSTER: But we're also,
 13 I'll let you know that we're sensitive to the
 14 notion that law enforcement gets a lot training put
 15 on them when there are other aspects of the
 16 criminal justice system that escape that kind of
 17 weight on their shoulders.
 18 CHIEF PICCININI: I appreciate that
 19 you're understanding that and I appreciate that
 20 inside of that 48 hours.
 21 ATTORNEY GENERAL KOSTER: Very good.
 22 Okay, it's 12:30 and what I would like to do if
 23 it's okay is to break for 30 minutes. For the
 24 Committee and for the people who are testifying,
 25 there is lunch, I believe upstairs, and we will see

Page 135

1 everyone back here about 1:00.
 2 (WHEREIN, a lunch recess was taken from
 3 12:32 p.m. until 1:08 p.m.)
 4 ATTORNEY GENERAL KOSTER: Welcome back
 5 from the lunch break everyone. And we'll start in
 6 with the topic of Usefulness of Fatality Reviews,
 7 and our guest to start off this afternoon is the
 8 Honorable Christine Sill-Rogers. Welcome. Thank
 9 you very much for coming up. Christine is with the
 10 Jackson County Circuit Court, Kansas City State
 11 Families Coalition. The floor is yours. Thank you
 12 for joining us.
 13 JUDGE SILL-ROGERS: Thank you for having
 14 me. I was appointed by Mel Carnahan on September
 15 7th of 1993. For the last seventeen years, I have
 16 handled a domestic violence docket in Jackson
 17 County, Missouri.
 18 The legislature created Family Court in
 19 the fall of 1993, which just was coincidentally in
 20 line with the time of my appointment. So when I
 21 was appointed, I was told by a man with a very long
 22 and sad face that I was going to be assigned to
 23 Family Court, would I be able to bear up under the
 24 burden of that for a couple of years.
 25 The statute says that a judge could be

Page 136

1 serving for a period of four years and could stay
 2 further terms by agreement. It also says that if
 3 you're burned out, you should be able to leave.
 4 And I haven't burnt out yet, but I am flickering.
 5 In the last seventeen years, I have
 6 probably handled between 30 and 50,000 petitions
 7 for Orders of Protection. I came to the
 8 legislature in 1995 or 1996 when Angel Hart was
 9 murdered by her mother's boyfriend here in Jackson
 10 County and then they dumped her little body in
 11 Arizona and it took several years for the
 12 commission of that crime to come to light.
 13 Angel died for a number of reasons, one
 14 of which was she didn't have a lawyer at the
 15 hearing. An aunt had filed a petition for a Child
 16 Order of Protection. Under that statute, the aunt
 17 had no standing and the child had no guardian ad
 18 litem and the matter ended up dismissed and within
 19 a few weeks of that, Angel died because she could
 20 not recite the ABC's well enough for the boyfriend
 21 and he did exactly what she described to the police
 22 officer, the Division of Family Service workers,
 23 social workers. He would dunk her when she got a
 24 letter wrong and he drowned her.
 25 So in 95 or 96, I came to the

Page 137

1 legislature and I am the person who drafted the
 2 statute that requires a judge to appoint a guardian
 3 ad litem for a child whenever the judge enters an
 4 Ex Parte Order for the child. That was not met
 5 with enthusiasm from the judiciary, and sort of
 6 understandably, because guardian ad litem cost
 7 money and my response to the judges was, "If you
 8 can't find one lawyer in your county to represent a
 9 poor child so that she's not drowned in the bathtub
 10 for saying her ABC's, why did you go to law
 11 school?" You know, there are needs that we must
 12 meet. So that's a little bit of my background.

13 I just finished a domestic violence
 14 docket. I had 90 cases on my docket this morning.
 15 And so, first of all, the answer to the question is
 16 are we doing a good enough job, the answer is no,
 17 we're not.

18 Missouri was in the bottom ten states in
 19 the nation to pass a domestic violence remedy, and
 20 we did that in 1981. And a week before last on the
 21 news, I saw - and so you know it must be true
 22 because I saw it on the news, Missouri ranked
 23 seventh in the nation in domestic violence murders,
 24 and we are missing marks. We are missing marks
 25 throughout the system.

Page 138

1 If we had one huge unmet need, it would
 2 be training. Everybody needs training. The last
 3 time that I am aware - Joe, correct me if I'm
 4 wrong. The last time I'm aware that we did a
 5 statewide substantial domestic violence training
 6 for judges was when I was a new judge and Ann
 7 Covington was the Chief Justice of the Missouri
 8 Supreme Court. And I don't think we've had a
 9 multiple day training since that time.

10 And here's my life as a little DV judge.
 11 I came to work this morning. There were probably
 12 more than 100 people lined up to come into my door.
 13 I have two Sheriffs to check people in so that they
 14 don't kill each other and they don't kill me until
 15 at least I get in the door.

16 People make cracks about the dockets,
 17 you know, they call it the Jerry Springer court.
 18 But if you're a judge and you walk out and you look
 19 at that sea of people, besides the riff-raff that
 20 is there, you are bearing the weight of the
 21 responsibility of is there a dead woman in the room
 22 today? Is action going to be taken that preserves
 23 life? There have been a ton of bad decisions made
 24 throughout the State on behalf of domestic violence
 25 victims. I'm sure I've made some of them.

Page 139

1 My topic that I'm supposed to be
 2 addressing you on is the Domestic Violence Fatality
 3 Review Board, and I think we couldn't wait another
 4 second to get something like that up and running in
 5 this state. I am a member of the State Family
 6 Coalition in Jackson County, and we intend to put
 7 forward our own pilot project to set up such a
 8 fatality review board for our community.

9 What we want from the legislature is for
 10 you to create a law that authorizes communities
 11 throughout the State to create such boards if they
 12 choose to, and we want to make it permissive, not
 13 mandatory, because we know we are broke. And we
 14 know if the words "mandatory" are uttered, this
 15 will fail. We don't want it to cost money, so
 16 we'll do it for nothing. We have an army of people
 17 that will do this for nothing.

18 Our coalition has been in effect for ten
 19 years and we haven't come to the government for a
 20 dime. All the money that we've raised, which has
 21 been well over a million dollars, we've put back
 22 into the community in attempting to provide better
 23 services in this community.

24 One of the things that we've provided is
 25 unbelievable training, national experts on just

Page 140

1 every single topic that you can list on the issues
 2 of domestic violence, but we cannot get legal
 3 people to come, and it would be free. We can't get
 4 judges to come. We can't get lawyers to come.

5 Judges need mandatory training. All
 6 lawyers need mandatory training. You've probably
 7 heard of the Tina Porter - Darrell - I think his
 8 name is Darrell or Daniel Porter, the man who
 9 executed his two little children in the woods, who
 10 made the national news, and not in a good way,
 11 several years ago. They had been into court in a
 12 domestic violence matter.

13 They were separated, they had two
 14 gorgeous little kids. He had contacted her and
 15 said, "My vehicle is broken down, would you come
 16 trade cars with me," or something. So she went to
 17 help him out. He had already cut the phone lines
 18 in the house and, you know, made sure that no
 19 neighbors would be around to help her, and he had
 20 her bind herself in their living room while he held
 21 a gun over her head and said, "I'm going to kill
 22 you and then I'm going to commit suicide," which,
 23 of course, he never did.

24 She didn't call out to the police
 25 department for help. She finally talked him down

Page 141

1 and she drove him to the hospital and it was the
 2 hospital who called the police and called the
 3 hotline to get help for her.
 4 So here's the story of him, this man who
 5 was out free to murder two beautiful little
 6 children. He had committed this assault on his
 7 wife with a weapon. I don't think he spent twenty
 8 minutes in jail. His bond was almost nothing. She
 9 filed a petition for an Order of Protection. They
 10 go before a judge and both parties have lawyers,
 11 but the children didn't have a lawyer. And so they
 12 agree that he had consented to the Order. I don't
 13 even know if the judge had to open the file,
 14 because when he consented, you're not taking
 15 evidence. And so I don't even know if the judge
 16 knows what the file says.
 17 And so what happens is they're talking
 18 about these little kids and the lawyer - I spoke to
 19 the lawyer who represented the mother, afterwards,
 20 and said, "How in the world did it happen that
 21 joint legal and physical custody occurred in a case
 22 like this?" And she said, "Well, Tina said he had
 23 never done anything to the children before." And I
 24 said, "What do you mean he had never done anything
 25 to the children before? He held their mother at

Page 142

1 gunpoint. He disabled the house to make it
 2 impossible for anybody to call for help. He held a
 3 gun to her head and said he was going to her and
 4 then he said he was going to kill himself. He had
 5 an arsenal of weapons in the home."
 6 She didn't know what she did. A few
 7 months went by and something in the house needed to
 8 be fixed and she dismissed her Order. And then one
 9 Saturday morning, he came and picked these little
 10 beautiful kids up at 8:00 in the morning and took
 11 them to McDonald's for their Happy Meal and then
 12 said, "Daddy's got a special surprise for you
 13 today." And he did this because she was divorcing
 14 him. He did this because they were separated.
 15 He marched those beautiful little kids
 16 into the woods. He blindfolded them. He had them
 17 lie down on blankets that he brought for them or
 18 towels that he brought for them. He took his two
 19 favorite guns out and he simultaneously blew their
 20 brains out. And the only reason we know that he
 21 did it and we ever found them is because he was
 22 incarcerated for kidnaping the children and there
 23 was a place he was going to be moved to in the jail
 24 that didn't suit his fancy and that's how we ever
 25 got to the statement that he gave.

Page 143

1 But way back in the beginning, we didn't
 2 take the bond as seriously as we could have. We
 3 didn't take the protection of the children as
 4 seriously as we could have. What I would have
 5 done, and I'm not a perfect judge, but what I would
 6 have done is said, "I won't take this case on a
 7 consent." I will never take a case in my courtroom
 8 without looking at the file, because you just - it
 9 should curl your teeth to think that lawyers will
 10 agree to. And let it be said that if every
 11 horrible thing that is set forth in your Order or
 12 Petition is not the truth, that's why God made
 13 judges and that's why God made hearings. You
 14 should have a hearing. There should have been a
 15 hearing that day. The results would have been -
 16 could have been completely different.
 17 In Jackson County, we have access to one
 18 or two really excellent batterer intervention
 19 programs. If I'd had that case, if I gave him any
 20 time at all with the children, it would have been
 21 supervised, and I would have made him go to a
 22 batterer's program, and I would have set the case
 23 for a review and if he wasn't participating, he
 24 wouldn't get any time with his kids. Because you
 25 can always put a living child back.

Page 144

1 JUDGE DANDURAND: Can I interrupt you and
 2 ask you about this? This came up in St. Louis. I
 3 never even thought of it. I didn't do very many of
 4 those, but never thought of it, the concept of
 5 setting a full Order of Protection case for review.
 6 How often do you do that?
 7 JUDGE SILL-ROGERS: Every time I have
 8 horrible violence and there are children.
 9 JUDGE DANDURAND: So like 30 days or
 10 depending on just-
 11 JUDGE SILL-ROGERS: Oh, how long do I set
 12 it out for review?
 13 JUDGE DANDURAND: Yes.
 14 JUDGE SILL-ROGERS: I set it out for
 15 about two months.
 16 JUDGE DANDURAND: This is interesting.
 17 JUDGE SILL-ROGERS: Two or three months.
 18 So I do want to say that the reason that I want the
 19 Domestic Violence Fatality Review Board is because
 20 that is the tool that we need in this State to
 21 teach other how to do things better.
 22 We don't want to punish anybody. We
 23 want everything to be confidential. We don't want
 24 somebody who participates on the - you know, we
 25 need an oath of silence and participants once the

Page 145

1 death has occurred as we look back to what we could
 2 have done to save a life.
 3 We want that to be the teaching tool,
 4 that information, to change future behavior, not to
 5 punish people that were in the system in the past.
 6 There are so many cool things going on in other
 7 parts of the country and I want them here.
 8 ATTORNEY GENERAL KOSTER: Judge, may I
 9 ask a question?
 10 JUDGE SILL-ROGERS: Yes.
 11 ATTORNEY GENERAL KOSTER: Your testimony
 12 is reminiscent both in how articulate it is and
 13 passionate about Judge Daniels' testimony in
 14 Columbia a week ago.
 15 Is there a best practices document that
 16 exists for this type of case-
 17 JUDGE SILL-ROGERS: No, none.
 18 ATTORNEY GENERAL KOSTER: -and would you
 19 be willing within the next 45 days to coordinate
 20 with our staff, probably mainly coordinate with
 21 Judge Daniels, and put together what I would
 22 imagine to be a five to twelve page memorandum that
 23 would be published alongside this report and would
 24 exist as a best practices memorandum of suggestion?
 25 JUDGE SILL-ROGERS: Yes, I will.

Page 146

1 ATTORNEY GENERAL KOSTER: Okay.
 2 MS. COBLE: And they actually are
 3 creating the first domestic violence bench book
 4 right now.
 5 JUDGE SILL-ROGERS: Cool.
 6 ATTORNEY GENERAL KOSTER: But that's
 7 different than - I mean the bench book is-
 8 JUDGE DANDURAND: It's bigger.
 9 ATTORNEY GENERAL KOSTER: I'm more
 10 interest in - you know, both you and Judge Daniels
 11 have very specific ideas in terms of - well, the
 12 early intervention and constant attention is a make
 13 or break element of the success of these cases.
 14 JUDGE SILL-ROGERS: And if we don't get
 15 training, it will all be for naught. I mean, we
 16 need training everywhere. Psychologists have
 17 testified in my courtroom before in horrible child
 18 abuse cases that the father's domestic violence was
 19 not relevant.
 20 And the example I had on that is I had
 21 these two beautiful little boys. I got them in a
 22 motion to modify custody in a dissolution. But how
 23 their case started is, their mom and dad were
 24 divorced, the dad got custody of the kids. He was
 25 a horrible alcoholic. And he was losing and

Page 147

1 getting in in another place where they lived and
 2 the landlord came, knocked on the door to show the
 3 apartment to the new tenant because he was getting
 4 evicted. And the little boys, they were like eight
 5 and ten at the time, opened the door and let the
 6 landlady in. And when the dad woke up and the
 7 folks left, he - they were sitting on the couch
 8 together. This man is huge. He should play
 9 football and take his rage out on other adults who
 10 are going to give some back.
 11 He lifted the couch up with them on the
 12 couch, smashed it against the wall, separated the
 13 little boys, gave them both concussions, head-
 14 butted them, blood coming out of their faces,
 15 telling them, "How would you like to die today?
 16 You're going to die today." Took feces from the
 17 dog off the floor and rubbed it in their faces.
 18 The little boys when they got separated,
 19 each boy thought the other boy was dead. And one
 20 of the kids, he was - the dad was all ticked at his
 21 current girlfriend. And that was the most recent
 22 horrible violence that the little boys had
 23 observed. They observed their father nearly bite
 24 his girlfriend's chin off. And when I asking the
 25 therapist questions during the time when they were

Page 148

1 - everybody dropped the ball in this case.
 2 The lawyer who represented the mother
 3 came into my chambers and said, "This case is
 4 settled." I said, "Great, what's the agreement?"
 5 She said, "Joint legal and joint physical custody."
 6 I said, "It's not settled." I have to hear it
 7 then. And because of the felony that he pled
 8 guilty to, I couldn't have entered that order
 9 anyway. So, another training issue.
 10 Somebody who works for a living
 11 representing abused women hadn't looked at that
 12 statute. And so the therapist is on the stand and
 13 he says, you know, "Blah, blah, blah, yeah, he's a
 14 great guy." I said, "Well, didn't he drop out of
 15 therapy as soon as I entered the Child Support
 16 Order three months ago? Nobody has seen him, he's
 17 never paid a dime." "Well, yeah." And I said,
 18 "What about the domestic violence between him and
 19 the girlfriend?" And he said, "Well, you know,
 20 when he drinks, he acts a fool." And I said, "No,
 21 he doesn't. He acts a felon." And he said, "No,
 22 no. I said fool." I said, "I heard what you said,
 23 but you didn't hear what I said. He acts a felon.
 24 You can't bite people's faces off."
 25 I mean it's just, and that's a

Page 149

1 therapist, who, you know, is regularly hired by the
 2 Children's Division to work with fathers who have
 3 issues and try to - obviously a man who has never
 4 been trained domestic violence. He might be a
 5 fabulous therapist some day, but not for those kids
 6 that day. So therapists need training too.
 7 There's a lot of - the domestic violence
 8 docket is every societal problem merged and packed
 9 into one hour or two hours of content in the middle
 10 of the courtroom. There's a lot of elder abuse.
 11 There are a lot of adult children who are drug
 12 abusers who just beat the snot out of their, you
 13 know, 87 year old mother. Okay, so I get a case
 14 like that, and of course, I'm going to hear it, and
 15 of course, if it's a credible case, I'm going to
 16 issue an Order for the elderly person. How are you
 17 really going to enforce that Order? Well, that's a
 18 heck of a question.
 19 I once had a blind, elderly person who
 20 filed against their adult, drug abusing son, and
 21 she didn't come to court. Well, how would you like
 22 to live with that? So I called the police
 23 department and I said, "Hey, here's my name, here's
 24 what I do for living. I'm not saying it's a 9-1-1,
 25 but could you just drive by and see if this Grandma

Page 150

1 is dead under her couch?" Because I worry about
 2 that. "No, we can't be doing that. How do you
 3 know she's in danger now?" Well, my problem is I
 4 don't know whether she's in danger.
 5 I went to a fabulous national program
 6 last summer with the State Family Coalition in
 7 Jackson Hole, Wyoming, which was the ten year
 8 anniversary of the culmination of the Green Book
 9 Project, because our Coalition's focus is the
 10 exposure of children to domestic violence. And in
 11 New Haven, Connecticut, whenever officers go to
 12 somebody's house for a domestic violence call and
 13 there are children, they have a police officer who
 14 comes back within 24 hours to the house with a
 15 child therapist and they sit down and they talk to
 16 the mom and they say, "Here are all the resources
 17 in this community. We will help you do any of
 18 these. And your children may need to talk to
 19 somebody about what they saw, and here's a
 20 therapist who is willing to see you for nothing."
 21 So, you know, they reach out to families. They
 22 encourage people to participate in the system.
 23 So that's my overview. I know I'm
 24 wandering all over the place, but I just did 90 of
 25 these cases. The elder abuse should be heard in

Page 151

1 the Probate Court. It won't cost you a dime more
 2 to move that remedy to where it belongs. If you
 3 have elder abuse, where the lawyers are that
 4 provide services to the elderly are in the Probate
 5 Court.
 6 They shouldn't be in the middle of
 7 domestic violence court where families are knocking
 8 each other's blocks off or shooting their children
 9 in the back of the head. You know, some old lady
 10 who's 87 with a walker, shouldn't be sitting in the
 11 middle of that sea of people, because where's the
 12 dignity in that. So that remedy should scoot right
 13 on over into the Probate Court.
 14 You just give it a new number and leave
 15 that remedy in effect. It's not going to cost the
 16 state ten cents more, because it's just going to be
 17 heard in a place where all the resources that might
 18 protect that person sit.
 19 SENATOR JUSTUS: Judge, would that take
 20 legislative action?
 21 JUDGE SILL-ROGERS: Yes, it would. But
 22 it wouldn't be very hard. I think the same thing
 23 should be done for children. You've probably
 24 already noticed, but if a judge enters an Order of
 25 Protection for an adult and there are children in

Page 152

1 the family, then you have jurisdiction over
 2 custody, visitation, and child support unless there
 3 is already in place an Order of Custody or one is
 4 pending.
 5 The same is true for a petition for an
 6 Order of Protection for a child. That remedy is
 7 one of, in my opinion, the most abused remedy in
 8 our State and it should be the most sacredly
 9 protected remedy. Only a few people can file. The
 10 Juvenile Officer can file. The legal parent can
 11 file, a legal guardian can file, or the Juvenile
 12 Officer can file, or the guardian ad litem for the
 13 child. Well, unless you entered an Order, there is
 14 no guardian ad litem, in general.
 15 What happens is, unmarried parents, and
 16 that is the fastest growing family unit in the
 17 world, not just in Missouri, in the world, use the
 18 Child Order of Protection to try to get a Custody
 19 Order because they're poor and they don't hire
 20 lawyers and so what they do is they just take turns
 21 kidnaping the child.
 22 If that were an Order that you had to
 23 seek in a Juvenile Division, rather than you just
 24 walk into the regular courthouse and file it, I
 25 think that would have a chilling effect on false

Page 153

1 petitions. And the law which I wrote and which you
 2 passed, requires every judge to enter an Order
 3 appointing a guardian ad litem if I enter an Ex
 4 Parte for the child. Because based on a reading of
 5 the petition, the child must have been physically,
 6 sexually, emotionally abused or stalked.

7 So I think that if you took that out of
 8 the Domestic Violence Code and you scooted that
 9 over to the Juvenile Division, it would have a
 10 chilling effect on false reports and, once again,
 11 all of the people that provide services to keep
 12 that child alive are over there. They're not in
 13 the Domestic Violence Court.

14 And so, you know, you put the judge in
 15 the position of becoming the Children's Division.
 16 I don't have a social worker who follows those
 17 children. And I - I can't tell you the name of the
 18 case, but I'm aware of one of my buddies in
 19 Independence who hears these cases who did the
 20 right thing, he entered an Order of Protection for
 21 the child, he placed the child out of mom's custody
 22 because her boyfriend was whaling on the kid, put
 23 the kid with dad, and so what does dad do? He has
 24 the kid for about a month, he goes, "You know, four
 25 year olds aren't that much fun." He gives the kid

Page 154

1 back. The kid is dead, murdered by the boyfriend.
 2 And nobody follows up on those kids.

3 And if I were - and it's hard for the
 4 Children's Division. If I approached the
 5 Children's Division and I'd say, "Would you support
 6 me in this change in the law?" they'd go, "God,
 7 you're just trying to make us work." It's not that
 8 they're not good people. They're hard working
 9 people, but why should those people have to come to
 10 a different part of the county, sit through a whole
 11 domestic violence docket, to come in to try to
 12 offer services for the family. All the services
 13 are somewhere else. So put the statute where the
 14 services are, I beg of you.

15 Item number two, my next tip is, in some
 16 states Orders of Protection are renewable forever.
 17 In the State of Kentucky, where Jerry Bowles works,
 18 one of the coolest judges on the planet Earth -
 19 he's an international expert on domestic violence.
 20 In their state, you get an Order of Protection for
 21 three years and it's renewable for as long as you
 22 need it.

23 So what happens in our State is, you get
 24 an Order of Protection and now you can have
 25 protection for three years in a row and then

Page 155

1 something else has to happen before you're entitled
 2 to protection.

3 Okay, well I've got one for you. I had
 4 a family in my division on a Thursday afternoon. I
 5 entered an Order of Protection for her. This is a
 6 reported case. It's State versus Van Sickey(ph).
 7 I entered the appropriate Custody Order. I
 8 appointed a guardian ad litem to represent the
 9 children and I set it over for a hearing to
 10 determine what would be a safe contact schedule for
 11 the kids with their dad. He had choked nearly to
 12 death their mother in the hallway of the school.
 13 This was like the twenty-third gazillionth time he
 14 had done something of that nature.

15 So I entered the Order and when I was
 16 announcing what I was going to do, the dad looked
 17 at me and he said, "You don't understand. I get
 18 the boy." And I said, "No, you don't understand.
 19 I'm the judge and I want you to have as much time
 20 with your children as is safe and I'm appointing a
 21 guardian for the children and I'm going to do it.
 22 We'll be back here before the holiday." This was
 23 before we had decent batterer intervention
 24 services. It was about 94.

25 And so the next day, he went to her

Page 156

1 workplace - she was a Clerk for the Federal Court.
 2 He went to her workplace. He stabbed her seven
 3 times in the head and chest. And the last blow, he
 4 took the knife and whacked it all the way through
 5 her ear. She lived. He tried to run over her with
 6 his car, but his truck wouldn't fit in the parking
 7 space, and so before he left, he kicked her a few
 8 times and said, "Are you dead yet, bitch?" and he
 9 left. He did this in broad daylight. Federal
 10 judges witnessed this. Clerks that were coming to
 11 court witnessed this. Okay, this was less than 24
 12 hours since I had entered my Order.

13 The first judge that reviewed the file
 14 set what I thought was a reasonable bond. He
 15 couldn't make it. They kept him. Over the
 16 weekend, a lawyer came in and said, "You know, this
 17 guy's got a job and he's never been in trouble
 18 before." They let me out, let him out over the
 19 weekend.

20 The Prosecutor had a cow, and asked for
 21 a bond review hearing. They had a bond review
 22 hearing. They took Georgia out of the hospital to
 23 the bond hearing where she - well, for the rest of
 24 her life, had to hold her face on one side when she
 25 talked because of all those nerves, you know, wiped

Page 157

1 out that side, and said exactly what I told you.
 2 "He stabbed me seven times in the head and chest.
 3 He tried to run over me with his truck. He said,
 4 Are you dead yet, bitch?" and when I didn't
 5 answer, he left. And if you let him out, he is
 6 going to kill me."
 7 And so they let him out, and not at that
 8 hearing. It ended up going to - the judge is
 9 deceased who handled the case. He let me out. She
 10 stopped cooperating with the Prosecutors. It's the
 11 first case in the State, I think, where they
 12 actually prosecuted a DV assault without a live
 13 victim. They used her testimony from the bond
 14 review hearing, because he had the chance to cross
 15 examine her there.
 16 After Missouri found him guilty, he let
 17 him out. While they were waiting for the Pre-
 18 Sentence Report to come back, they let him out.
 19 Oh, I forgot to tell you. When she didn't show up,
 20 she wrote a letter to the trial judge that said,
 21 "Dear Judge so and so, it was that Judge Sill-
 22 Rogers, it's all her fault. She should have done
 23 as she was told. She should have given him my
 24 boy." And in case you're wondering what happened
 25 to her, he had her.

Page 158

1 And if you were that woman who had just
 2 gotten an Order of Protection and less than 24
 3 hours later, you were stabbed in the head and
 4 chest, and the dude is already out on the street,
 5 and he's never in until the jury finally makes a
 6 decision, and it's a miracle that he showed up for
 7 sentencing. He thought he beat the case. And why
 8 wouldn't he? And I'm sure she thought he beat the
 9 case.
 10 After it was over, after he went to
 11 prison, I'm the Judge who did her divorce. They
 12 had two children. I gave her sole legal and sole
 13 physical custody. I did not require those children
 14 to go see their father. They can do that in the
 15 future if they choose to, but I was not going to
 16 make that woman transport those children to some
 17 prison to see the guy that did that to the family,
 18 not just to her, to the family.
 19 So if you'll just be kind enough to give
 20 us a Domestic Violence Fatality Review Board, so
 21 that we could learn something and do better, I
 22 would appreciate it.
 23 Oh, there is one other thing I want to
 24 tell you. With regard to the length of the Order,
 25 if you don't change it so you can renew it every

Page 159

1 three years, how about somebody like her? I
 2 entered an Order of Protection for her. It's long
 3 gone. He's going to get out here in about three
 4 years. Now, should a woman like that ever have to
 5 - why would he ever have a right to go to her home
 6 or have contact with her? Why couldn't she get an
 7 Order for life? I don't understand why we couldn't
 8 offer that to a victim like that.
 9 Let me see if there's anything else. I
 10 don't like the definition that says that you have
 11 to fear physical harm to get a stalking order. I
 12 think that the emotional abuse is just as severe as
 13 being in fear of physical harm, and I don't know
 14 how that language got changed.
 15 I know there's frustration in abuse of
 16 these - of this remedy, and there is abuse. But
 17 let us not forget that out there in that sea of
 18 people, there are dead people. Some of them are
 19 little kids. Thanks. Anything else from you guys?
 20 ATTORNEY GENERAL KOSTER: Representative
 21 Grisamore?
 22 REPRESENTATIVE GRISAMORE: Judge, thank
 23 you for your testimony, very powerful and moving.
 24 Hopefully you can be on that review board we'll
 25 hopefully be able to set up. In terms of the

Page 160

1 question of training, you mentioned the experts -
 2 that not a lot of buy-in, in participation with
 3 judges and attorneys.
 4 JUDGE SILL-ROGERS: It has to mandatory
 5 for judges or it's not going to happen, because we
 6 have brought in the best national experts on every
 7 topic under the sun, and I cannot get them to come.
 8 It has to be mandatory.
 9 REPRESENTATIVE GRISAMORE: Would we have
 10 the latitude statutorily to make that mandatory for
 11 judges and attorneys?
 12 JUDGE SILL-ROGERS: I don't know, ask
 13 Joe.
 14 JUDGE DANDURAND: Yes.
 15 JUDGE SILL-ROGERS: He's higher up in pay
 16 grade than me.
 17 JUDGE DANDURAND: Yes, you can do that
 18 and I think - I haven't said much about these
 19 things because it's really not been my place, but
 20 in this group at this table, we're very fortunate
 21 to have the support of in regards to judiciary, the
 22 funding.
 23 I served for almost fifteen years on
 24 judicial education, planning for programs that
 25 judges go to every year for their continuing

Page 161

1 education. We have a week a year that they get to
 2 go to. They go through 35 hours of training in
 3 that week and it is grueling. And Judge Sill-
 4 Rogers is right, I don't know in the fifteen years
 5 I was there that we ever had a domestic violence
 6 training as a part of it. But if you put it in
 7 there every third year for two years, it's not
 8 going to be - it's not going to be what-
 9 JUDGE SILL-ROGERS: It's not life
 10 changing. It's not behavior changing. It's not
 11 enough.
 12 JUDGE DANDURAND: Right. I mean, it
 13 needs to be - I mean everybody here knows it needs
 14 to be at least a full week long for the intensive
 15 end, and it shouldn't just be for those hearing ex
 16 partes. Those that do criminal cases, those that
 17 hear domestic cases, those that hear divorce, but
 18 funding is an issue. And as you all know who are
 19 very supportive of us, the judicial budget in the
 20 State of Missouri, a third branch of the
 21 government, is one percent of the State's budget
 22 and shrinking every year, and the education budget
 23 gets whacked year after year after year, because
 24 the State's got problems.
 25 So it can be mandated. You can make the

Page 162

1 judges get that kind of training. We have other
 2 mandatory training that we have to receive and it's
 3 recommended and then if it's mandated, then maybe
 4 you can go the other way to find a source of funds.
 5 JUDGE SILL-ROGERS: We have mandated
 6 family court training for family court judges. We
 7 have to certify every year how many hours of family
 8 law CLE we participated in.
 9 ATTORNEY GENERAL KOSTER: What Supreme
 10 Court Judge oversees domestic violence?
 11 JUDGE SILL-ROGERS: Patty Breckenridge?
 12 JUDGE DANDURAND: Education. She's-
 13 JUDGE SILL-ROGERS: Oh, okay.
 14 JUDGE DANDURAND: She's the Supreme Court
 15 Education Liaison, Education Committee Liaison,
 16 Judge Breckenridge is.
 17 ATTORNEY GENERAL KOSTER: Judge, what's
 18 your opinion on the Division of Civil Protection
 19 Orders and criminal prosecution - the criminal
 20 element of the case the judge oversees? What are
 21 the pros and cons of combining that under one
 22 judicial umbrella?
 23 JUDGE SILL-ROGERS: In some parts of the
 24 country, they've done that, and we could do that
 25 here with a pilot project. I don't know if you

Page 163

1 could start it throughout the State. It's a very
 2 tough assignment, I think, to combine the two, but
 3 it is done successfully in other parts of the
 4 State. I know they do it in Florida.
 5 I've met a really cool judge from
 6 Florida in '95 when I went to a national training
 7 on domestic violence and she was setting something
 8 up down there.
 9 ATTORNEY GENERAL KOSTER: Does any of the
 10 benefit of the division of duties inure to anyone
 11 except the defendant? Doesn't the defendant get
 12 all the benefit of the splitting judges like that?
 13 JUDGE SILL-ROGERS: That's probably true.
 14 ATTORNEY GENERAL KOSTER: So you agree
 15 that no one except the defendant benefits from our
 16 current situation?
 17 JUDGE SILL-ROGERS: Yes, in every
 18 respect. I have a friend in the Prosecutor's
 19 Office who is a domestic violence advocate for the
 20 Jackson County Prosecutor's Office and I told her I
 21 was coming today and I said, "If you have any
 22 thoughts on how you think things go from your side
 23 of the world, would you put them in writing for
 24 me?" and she did. I'm not giving you her name,
 25 because she didn't give me permission to do so, but

Page 164

1 I am going to give you that so that you can use it
 2 if you choose to.
 3 ATTORNEY GENERAL KOSTER: Great.
 4 Colleen?
 5 MS. COBLE: I just have a couple of
 6 questions. I remember one of the first trainings
 7 that you presented to your colleagues in-
 8 JUDGE SILL-ROGERS: Back in-
 9 MS. COBLE: -and how it was not well
 10 received. And I believe your line was, "Why should
 11 we care which door this family walked in when they
 12 need our help?"
 13 JUDGE SILL-ROGERS: Correct.
 14 MS. COBLE: And it continues some fifteen
 15 years later that it's very, very difficult for
 16 women to get child custody addressed through Orders
 17 of Protection when the court's already agreed that
 18 they're in a very dangerous situation.
 19 JUDGE SILL-ROGERS: Which is outrageous.
 20 And it's a sign that the judge doesn't get it.
 21 When I did the training, the statewide training for
 22 judges which was in about '93 or '94, I told them
 23 what I - and I was fairly inexperienced judge at
 24 the time, but I told them that the defendant had
 25 all the power in the room and in the case, and that

Page 165

1 I thought if we were really going to create safety,
 2 that somebody else had to take the power and let
 3 them use it in court, and so that you took control
 4 over everything.
 5 You leave nothing left for them to have
 6 to negotiate or discuss, because if you do, that's
 7 how they weedle back in. I had a case this morning
 8 where the people are in the middle of divorce and
 9 they both came in with lawyers and they agreed,
 10 which I let them do, now he can have contact with
 11 her by email or texting just to discuss children's
 12 issues.
 13 And so I opened the file. I looked in
 14 the case file and I said, "Well, I'll be darned.
 15 Look what it says right here." He was sending her
 16 texts threatening, you know, to do whatever, blow
 17 her brains out and then he was standing outside of
 18 the house. "So have you discussed how things are
 19 going to work differently now. How will you
 20 monitor that? How will things be different?"
 21 ATTORNEY GENERAL KOSTER: May I ask you a
 22 candid question, if you're willing to step out on
 23 this limb. How do you perceive the physical danger
 24 that personally have running this docket, relative
 25 to other judges on the Sixteenth Circuit?

Page 166

1 JUDGE SILL-ROGERS: I think it's a
 2 fricking miracle that I'm alive. That's how I
 3 perceive it. Vincent King, when Georgia and
 4 Vincent were going through their thing and I found
 5 out that the judge had lowered the bond and let him
 6 out, I thought, "Well, it's probably not
 7 appropriate for me to go talk to him."
 8 So I went and talked to another judge
 9 and I said, "Hey, here's this deal. Here are all
 10 the things that happened. Here is what I said to
 11 the guy. Here's what he said to me and here's what
 12 he did. I'm actually afraid of this guy. I'm
 13 afraid if he Googles me - I guess you probably
 14 couldn't Google - but I'm afraid if he finds me, to
 15 show her how much power he has, he will kill me."
 16 And my buddy judge said, "Oh, my God. Let's go
 17 talk to the dude. Let's go talk to the man."
 18 So we went and talked to the man, the
 19 judge, and he said, "Oh, Chris. If you're ever
 20 afraid or if you're ever worried, you just need to
 21 come and talk to me." He said, "Here's how we're
 22 going to handle it. We're going to set up a new
 23 bond hearing and you're going to testify regarding
 24 your fears." I said, "Really. No, I'm not." So
 25 yeah, I am afraid.

Page 167

1 ATTORNEY GENERAL KOSTER: Does your
 2 Bailiff walk you to your car?
 3 JUDGE SILL-ROGERS: No. When I first
 4 started this docket, the whole courthouse was open.
 5 Anybody could walk in at any time, including in any
 6 of our chambers, and Vincent King taught me to lock
 7 my doors and so I locked down my whole division on
 8 that day. And I have two Sheriff's on my floor who
 9 check everybody in and divide the petitioners and
 10 the respondents and put them in place before I'm
 11 there. But sometimes two people would not be
 12 enough.
 13 There have been fights in the courtroom.
 14 I have never been the target. But just for an
 15 example of how, just dumb luck and unfocused a
 16 court can be on safety, this past Monday morning,
 17 every single elevator in my building was down.
 18 I'm on Floor 7M. I had to walk up
 19 fifteen flights of stairs to get to my division,
 20 and so did every domestic violence petitioner and
 21 every domestic violence respondent. So there they
 22 were in the bowels of the building, alone,
 23 unsupervised. There's no monitors. There's no
 24 Sheriffs. Walking from the ground floor up to my
 25 division to have their hearing. I had a cow.

Page 168

1 Why someone did not close that building
 2 until we had at least one operating elevator, I
 3 don't know. I got there - the docket starts at
 4 8:30. It takes almost an hour to call the docket
 5 to see who's there and who's not. If somebody
 6 comes and we don't have service, we give her a new
 7 Ex Parte and we get her out of there - or him, if
 8 he's the one that filed - just so that we can get
 9 the crowd down to a manageable size. But they all
 10 sit in the room and we can all see where everybody
 11 is and what they're doing.
 12 So I mean, is that not - does that not
 13 flabbergast you? I cannot believe they did not
 14 close that building until we had at least one
 15 operating elevator. I mean, I've been working out
 16 with a trainer, I walk four miles every morning, I
 17 made it up the fifteen flights, but I'm sure there
 18 are people that didn't. I imagine there were
 19 victims that couldn't make it up the fifteen
 20 flights and I wouldn't want to be in the stairwell
 21 with the guy that did whatever.
 22 S yeah, I'm scared every day, it's the
 23 truth. I have an unlisted phone number; you know
 24 how hard that's going to be to find. And you know,
 25 if you can - well, you know, you can just Google

Page 169

1 me, and come on over to the cul-de-sac, if you
 2 wanted to.
 3 ATTORNEY GENERAL KOSTER: The near attack
 4 on Governor Nixon, of course, has generated a
 5 number of discussions in Jefferson City.
 6 JUDGE SILL-ROGERS: Unbelievable,
 7 unbelievable.
 8 ATTORNEY GENERAL KOSTER: Representative
 9 Newman?
 10 REPRESENTATIVE NEWMAN: Thank you very
 11 much, Judge, for your testimony and your support of
 12 this. A quick question. You're talking about the
 13 fatality statewide review board. Do you have an
 14 idea what that could cost?
 15 JUDGE SILL-ROGERS: Well, we're going to
 16 do it for nothing in Jackson County.
 17 REPRESENTATIVE NEWMAN: But to make it
 18 statewide.
 19 JUDGE SILL-ROGERS: I don't know. Well,
 20 first of all, we don't want it to cost anything,
 21 because we want it to be permissive and we don't
 22 want to ask the State for any money, because we
 23 know if we do, we're not going to get it. And my
 24 feeling is, we'll start up our pilot project, we'll
 25 do our best, we'll get private funding from

Page 170

1 foundations and I think you should give that
 2 opportunity to the rest of the State.
 3 And, you know, if we're ever flush with
 4 money and if there's a way to improve it, we could
 5 come back down the road and ask for help. But
 6 we're not asking for money. We just want - we
 7 want, under color of law, to engage in this
 8 activity so that we can all learn something and
 9 change our behavior.
 10 REPRESENTATIVE NEWMAN: Judge, in your
 11 recommendation about moving the Child Orders to the
 12 juvenile courts, do you also think there would be
 13 benefit in that framework of them being able to
 14 address getting Orders against teens to address the
 15 teen violence, because then they would be within
 16 the juvenile court structure where the services
 17 are, where they can have authority over the
 18 juveniles?
 19 JUDGE SILL-ROGERS: Yes. And another
 20 important thing that could happen is, the Juvenile
 21 Court, only - under our current statutes, only has
 22 authority over parents and custodians of children.
 23 And just about the number one killer and abuser of
 24 children is the boyfriend, because he's jealous of
 25 your other kids, or he's jealous of your last guy

Page 171

1 or your third guy before that. And then they take
 2 it out on these little kids and they abuse them and
 3 they kill them.
 4 But the Juvenile Court doesn't have the
 5 authority to file any petitions against him, and so
 6 they could support the mother by filing a petition
 7 to protect the children, but they don't. And
 8 they're not encouraged, really, because they live
 9 in a different building, in a different legal
 10 system, where all the resources are located.
 11 In order for the Juvenile Officer to
 12 come someplace else, to ask another judge, to sit
 13 in a mass of people - and it disturbs me that the
 14 Child Orders of Protection should be heard in the
 15 middle of the domestic violence docket. That's not
 16 where they belong.
 17 And, you know, if we took elder abuse
 18 and put it where it belonged and if we took child
 19 abuse and put it where it belonged, it would shrink
 20 the docket to a more humane size, which would
 21 promote safety. Just the size of the crowd is
 22 threatening to everybody in the room.
 23 ATTORNEY GENERAL KOSTER: When you want
 24 to come work for the Attorney General's office, you
 25 just let me know.

Page 172

1 JUDGE SILL-ROGERS: I am ready, but I
 2 must live in Kansas City, so you let me know, and
 3 I'm on board.
 4 ATTORNEY GENERAL KOSTER: You and I can
 5 do some bargaining.
 6 JUDGE SILL-ROGERS: I don't mind coming
 7 down, I don't mind coming down, but I must live in
 8 Kansas City.
 9 ATTORNEY GENERAL KOSTER: Representative
 10 Grisamore, did you want to ask a question?
 11 REPRESENTATIVE GRISAMORE: A quick follow
 12 up, Judge. You mentioned some best practice models
 13 in Connecticut, Florida, and Kentucky, here. Are
 14 there some other states we can look to, as well?
 15 JUDGE SILL-ROGERS: I'm sure there are
 16 and I'll get them for you.
 17 REPRESENTATIVE GRISAMORE: That would be
 18 great.
 19 ATTORNEY GENERAL KOSTER: Very good.
 20 Thank you very much, Judge. It was outstanding.
 21 And so we'll do two things. Joan Gummels will get
 22 in touch with you about drafting a memorandum along
 23 with Judge Daniels. We'll send you assistance,
 24 clerical assistance, Court Reporter assistance,
 25 whatever you need to do the drafting, and then we'd

Page 173

1 like to show you a copy of the document before it's
 2 released publicly.
 3 JUDGE SILL-ROGERS: Okay, great. Thank
 4 you so much for coming. I really appreciate it.
 5 Oh, these were the comments from the - the
 6 unabridged, unedited comments from the-
 7 ATTORNEY GENERAL KOSTER: Please give a
 8 round of applause to Judge Rogers.
 9 Okay, the next presenter is here to talk
 10 about an issue that has arisen a couple of times
 11 already and that is the responsibilities, and
 12 perhaps not responsibilities but also opportunities
 13 available to the county clerks around the state.
 14 Kelly Elliott worked with Judge
 15 Dandurand and myself for many years in the 17th
 16 Judicial Circuit, which is Cass County. Kelly is
 17 the Circuit Clerk of Cass County and, welcome, and
 18 the floor is yours.
 19 MS. ELLIOTT: Thank you. I just want to
 20 start off by saying the role of the clerk - instead
 21 of the responsibility of the clerk, I think it's
 22 more the role of the clerk. As a circuit clerk, I
 23 have twenty employees and we all participate on a
 24 daily basis with adult abuse, so I do have an
 25 assigned clerk and I believe it's that way

Page 174

1 throughout the State even in much smaller courts.
 2 I'd start off with telling you about a
 3 situation that happened a week ago today. Walked
 4 in on Monday morning, I already had yelling going
 5 on in the hallway. We had four people there, at
 6 one time, all wanting to file against each other,
 7 and they were all in the same hallway.
 8 Well, as you gentlemen know, we have a
 9 very secure facility and so we - and we were lucky.
 10 We're the lucky clerks in this State, compared to
 11 many others. We had deputies there. We were able
 12 to find rooms to put everybody in and proceed with
 13 the filing.
 14 It doesn't happen that way across the
 15 State. The clerks are generally sitting across
 16 from the person as close as I am - closer than I am
 17 to you. And then somebody's children get ripped
 18 out of their hands by the perpetrator while they're
 19 standing in front of you. And we are lucky to have
 20 that, but we need to think about court clerks and
 21 their role and responsibility of protecting those
 22 people even while they're there filing.
 23 I guess I would then move on to the
 24 victim coming into the office. And the clerk will
 25 talk to them, find out what the situation is and

Page 175

1 then proceed to helping them fill out the petition.
 2 A concern there always comes with, are we
 3 practicing law? There's a fine line between
 4 whether the clerk is practicing law or providing
 5 assistance.
 6 Then we turn to education. It's
 7 something that I work on daily. I work with
 8 OSCA(ph), trying to educate clerks so that that
 9 fine line doesn't get crossed, but we do assist the
 10 victims.
 11 The role of the clerk then turns in to
 12 the file and getting the file to the judge. These
 13 things are a priority and they're a priority in all
 14 courts. You know, we need to get them to a judge,
 15 get them reviewed, and get the information into our
 16 GALIA(ph) system so that they go into MULES, so
 17 that that person is immediately - that it's out
 18 there in law enforcement, telling them that that
 19 case has been filed against them.
 20 Then we deal with the surface issues,
 21 and that's probably one of the hardest things for a
 22 clerk, to look at that victim and say, "If you
 23 don't have an address, I don't know how to I'm
 24 going to protect you." That's very difficult. It
 25 can go into the MULES system, but that's only going

Page 176

1 to help if the officer stops that person or finds
 2 that person, because without an address, service is
 3 impossible.
 4 JUDGE DANDURAND: How long is the Order
 5 good for without service, the Ex Parte Order?
 6 MS. ELLIOTT: Ten days or until the date
 7 of the hearing, try to be on the docket within ten
 8 days.
 9 JUDGE DANDURAND: So if they don't find
 10 him within ten days, they might as well not have
 11 been there?
 12 MS. ELLIOTT: That's correct. That's
 13 correct. And that person becomes frustrated and
 14 we, as clerks, become frustrated because we can't
 15 help them.
 16 The clerk's role then continues on until
 17 we get to the date of the hearing. And, you know,
 18 as many of you know, it sometimes takes four or
 19 five times before that person actually will - the
 20 victim will actually come to court. A lot of
 21 times, they dismiss them before going to court, or
 22 they just - they know the system and they don't
 23 show up. And sometimes they come to, before us,
 24 and want to dismiss their case and they actually
 25 have the perpetrator there with them.

Page 177

1 Another issue, the Judge was talking
 2 about elder abuse. That's been a recent case where
 3 our Judge actually asked me to pull the grandmother
 4 aside and get her away from her perpetrator who had
 5 brought her in to dismiss the case and asked her if
 6 that's really what she wanted to do. And that's
 7 difficult. I mean for me, it was okay, but to ask
 8 some of my staff to be in that position is a
 9 difficult task.

10 I really do think that education of not
 11 only clerks and judges - I hate to say that, but
 12 also law enforcement. It's very important. We
 13 have a lot of victims that come in or a lot of
 14 couples that come in and that, you know, the law
 15 enforcement has told them to file and they meet
 16 none of the criteria. And then you, again, as the
 17 clerk, are having to tell them that, or the judge
 18 will not sign the Order, will set it for hearing,
 19 and it's still the clerk that has to deliver the
 20 message.

21 That's why I think occasionally, you
 22 were published here, that as clerks we think the
 23 adult abuse docket is the most abused docket,
 24 because of those people that are coming in, and if
 25 there was any way that the domestic violence docket

Page 178

1 could be separated from the neighbors fighting
 2 side, I would like to see that happen.

3 Probably a thing that I thought about
 4 throughout this, it's the best practices even for
 5 clerks and clerks' staff, because we do have a lot
 6 of ideas that I think we could put on paper and use
 7 throughout the State. I'd like to see more of that
 8 happen.

9 Another little bit of information, a
 10 stat that I pulled out was, of the Ex Parte Orders
 11 that are issued, only about three to four percent
 12 of them in our county actually become full Orders
 13 of Protection. That's a rough number.

14 ATTORNEY GENERAL KOSTER: What's the
 15 number again?

16 MS. ELLIOTT: Between three to four
 17 percent are actually signed in as full Orders.
 18 Another thing that the clerk - in our office, we
 19 team very closely with victim advocates, not only
 20 with the Prosecutor's Office, but our shelter
 21 provider and law enforcement, and that helps to
 22 keep all of us on the same page. We occasionally
 23 need to discuss things that we could do different.
 24 I can't tell you that happens throughout the State.
 25 I know it happens in my county.

Page 179

1 Everything that, as a clerk, that we
 2 become involved in on the criminal side is making
 3 sure that the victim's information is, you know,
 4 kept confidential and making sure that it's not out
 5 there, you know, in the file, if the file is
 6 viewed, that that information is removed. That's
 7 always a time consuming item, but that's one of our
 8 duties to make sure that victims' information is
 9 kept confidential. And we're occasionally called
 10 upon to testify about the adult abuse file if a
 11 criminal action is filed.

12 That's really about all the notes I have
 13 unless you have questions for me. And I do have -
 14 I want to go back on something that was discussed
 15 this morning. Statute 488.445 is what allows for
 16 the \$2 to be collected on all civil cases for
 17 domestic violence, if your County Commission adopts
 18 that.

19 JUDGE DANDURAND: Right, and it's not a
 20 charge to the defendant, it's a filing fee-

21 MS. ELLIOTT: On a civil case.

22 MR. DANDURAND -on all civil cases, if
 23 the county ordinance is adopted or municipal - or
 24 municipal ordinance. See, my problem is
 25 municipality - there's something I'm not

Page 180

1 understanding.

2 MS. COBLE: There's four different
 3 statutes. There's one that's a mandatory \$5 fee
 4 that all communities have, that is - it started out
 5 with the dissolution filing fee at \$10.

6 MS. ELLIOTT: Correct.

7 MS. COBLE: Then it was dropped down, so
 8 then there's separate - there's one mandated for
 9 all of the civil filing fees. Then there are
 10 separate provisions for an additional fee to be
 11 done at the vote of the governing body in the
 12 county.

13 Then there are two other options that
 14 local governing bodies have; one at the municipal
 15 level with the \$2 ordinance violation fee or at the
 16 county level. So there's four separate fee systems
 17 that are in place.

18 MS. ELLIOTT: That can be adopted.

19 ATTORNEY GENERAL KOSTER: Representative
 20 Kander?

21 REPRESENTATIVE KANDER: You've been
 22 talking about MULES and other information about the
 23 system. When it comes to Protection Orders that do
 24 concern children and it has to be in a petition and
 25 that sort of thing, is that a local - my

Page 181

1 understanding is that it varies by county, but it
 2 is practiced in your county that that does make it
 3 into MULES, that level of detail, or what does it
 4 look like in MULES when it's entered by you?
 5 MS. ELLIOTT: Our staff would enter it as
 6 the Ex Parte Order of Protection is entered, and it
 7 would give parties in MULES. It would not detail
 8 out-
 9 REPRESENTATIVE KANDER: It would save the
 10 details-
 11 MS. ELLIOTT: -details if the judge would
 12 have - one that would deal with custody and
 13 visitation.
 14 REPRESENTATIVE KANDER: If there were in
 15 - if that were a required in the statute. Right
 16 now, the statute just requires that - would be the
 17 parties. Would that be doable?
 18 MS. ELLIOTT: Well, yes, because it could
 19 be entered into the docket text and that text would
 20 transfer to MULES on that particular docket.
 21 REPRESENTATIVE KANDER: So that if
 22 somebody in law enforcement pulled it up in MULES,
 23 they'd be able to see, "Oh, yeah, he's got the kids
 24 right now and according to this, he's not supposed
 25 to."

Page 182

1 MS. ELLIOTT: Correct.
 2 REPRESENTATIVE KANDER: Okay. Thank you.
 3 MS. ELLIOTT: And we also provide hard
 4 copy and immediately to law enforcement so that
 5 they do have that spelled out.
 6 MS. COBLE: But the reality being that
 7 they don't have the hard copy yet.
 8 REPRESENTATIVE KANDER: Correct.
 9 MS. COBLE: That the failure to return
 10 the children to the parent who is to have custody
 11 is an arrestable offense under the statutes, but
 12 often that information is not what is contained in
 13 a way in which they can most easily access it, or
 14 gain access to it through the MULES system. But
 15 this - so that there's a growing reliance on the
 16 electronic transmission of information except for
 17 some of those most key components that are in the
 18 works.
 19 MS. ELLIOTT: And it is very-
 20 ATTORNEY GENERAL KOSTER: Other questions
 21 for Kelly?
 22 MS. COBLE: I would just first, thank
 23 you, and I apologize for not being here at the
 24 start of your testimony. I know that the clerks
 25 play an incredibly pivotal role in every community

Page 183

1 around the state for getting Orders of Protection,
 2 and you bear the burden a lot, in many, many
 3 different ways, for helping women get to a place of
 4 safety.
 5 One of the dynamics I think that that can be
 6 really frustrating for you and your colleagues is
 7 that - and it leads to the stat of only three to
 8 four Ex Parte's going all the way through to being
 9 granted as full Orders, is that just getting an Ex
 10 Parte works. For many, many women, they don't
 11 necessarily have to go to the next step. That that
 12 first element of the system responding and paying
 13 attention and recognizing that there's violence
 14 going on is enough to change the behavior of a lot
 15 of those who use abuse and violence.
 16 So even though it seems an awkward
 17 statistic, in many instances, that step alone can
 18 make the difference in saving someone's life. We
 19 often don't talk in those terms.
 20 MS. ELLIOTT: Right. I never had anybody
 21 point that out to me, that filing-
 22 MS. COBLE: It can end it there for a lot
 23 of people when it's never been - if you're from a
 24 family where nobody has ever faced a criminal
 25 charge, they've never been involved in the system,

Page 184

1 they have a position in the community, that's
 2 enough right there.
 3 And so just that much can be a success,
 4 but we often see it as non-compliant victims, not
 5 willing to follow through, a drain on the system,
 6 misuse of our resources; when, in actuality, it can
 7 be the end, that is all completed just by that one
 8 action.
 9 JUDGE DANDURAND: Well, part of the
 10 problem with that statistic, though, is that it's
 11 three to four percent, because a lot of times, it
 12 hasn't even accomplished that. There's been no
 13 service within ten days and that's a big of pile on
 14 our time.
 15 JUDGE SILL-ROGERS: But you can continue
 16 it. A judge could continue it.
 17 JUDGE DANDURAND: Right. Because-
 18 JUDGE SILL-ROGERS: You know, you could
 19 read the file before you dismiss it and you could
 20 see what the allegations are and if they scare the
 21 life out of you, you could continue it.
 22 JUDGE DANDURAND: Right.
 23 ATTORNEY GENERAL KOSTER: Any other
 24 questions? Thank you very much, Kelly. It's great
 25 to see you again.

Page 185

1 MS. ELLIOTT: Good to see you.
 2 ATTORNEY GENERAL KOSTER: Okay, our next
 3 presenter is Kim Case from the Missouri Victim
 4 Assistance Network to talk with us about our
 5 coordinating services to reduce violence. Kim,
 6 welcome. Thank you for joining us today.
 7 MS. CASE: Thank you for having me.
 8 Hello. I'm with MOVA, the Missouri Victim
 9 Assistance Network and we actually serve as a net
 10 for a lot of victims across the State where
 11 services are not available. We work together with
 12 agencies that we meet the needs of those victims
 13 and we try to serve where there are no services
 14 available.
 15 I heard a great saying once, and that
 16 is, in the struggle between the rock and the
 17 stream, the stream always wins, not by wisdom and
 18 not by strength, but just simply by perseverance.
 19 And that is what is what has happened with this
 20 movement over the last 25 or 30 years. So thank
 21 you for taking the time to re-address our statutes
 22 and look at the services that we have.
 23 Everyone that has spoken today has
 24 touched on elements that are very, very important.
 25 I'd like to address the real issues that I see

Page 186

1 happening in the areas where there is a lack or
 2 miseducation or lack of understanding.
 3 Family violence is destroying our
 4 future. It's shutting down the - across the state,
 5 and it's stifling the voices of the men and women
 6 who are the victims of this blunt violence.
 7 I was asked today to speak about
 8 coordinating our efforts to reduce violence, and
 9 reducing violence means shutting it down, lowering
 10 the numbers, stopping the frequency, and we, say,
 11 "Wow, that is a really big issue. How do we do
 12 that?" We've talked about the courts and how they
 13 can respond. We've talked about law enforcement
 14 and how they can respond and the training that
 15 needs to take place. And I'm in agreement, that I
 16 believe some mandated training would be beneficial
 17 for consistency across the State.
 18 One of the things that MOVA does is we
 19 answer an 800 line where victims of all crimes can
 20 call in when they feel their rights have been
 21 violated, and what we often hear is the lack of
 22 response either by law enforcement or by the courts
 23 or a lack of understanding of those rights.
 24 The Missouri Sheriffs Association
 25 partnered with us to provide advocacy services

Page 187

1 across the State and they've made a commitment to
 2 bring on an advocate to their staff, so that
 3 Sheriffs who lack the ability or the funding or the
 4 necessary skills to start the unit, will have
 5 access to services. MOPS has done the same, we're
 6 the statewide advocate, and I think that's where
 7 I'd like to focus the next part of discussion, is
 8 in advocacy services.
 9 Prosecutor Kanatzar talked very
 10 eloquently about the two advocates that he had and
 11 the necessity for him in supporting those victims
 12 and empowering them. And actually, an advocate is
 13 why I'm here today.
 14 As the victim of a very violent crime in
 15 Cass County, the advocate at the time, Sara
 16 Grable(ph), taught me how to maneuver the system
 17 that was very unfamiliar, gave me the strength to
 18 empower me and to educate me about what my rights
 19 were in the State, and, as I went through three
 20 different jurisdictions which had very different
 21 levels of service, I have been educated and treated
 22 very well in Cass County, so that I could
 23 persevere. And I've dedicated my life to advocacy
 24 services, because I feel like you forget that this
 25 is a human rights issue. It's a health crisis.

Page 188

1 And we deserve to look at this not as how can we
 2 get the woman to understand that she needs to get
 3 out, but we need to empower her for her life to
 4 realize that she has value and that she can live
 5 outside the violent environment.
 6 I believe our children are witnessing
 7 this violence and they're perpetuating it now in
 8 their relationships. And we touched on this
 9 briefly earlier, the issue of healthy teen
 10 relationships really needs to be addressed through
 11 education programs in our State and in our schools.
 12 Texting and the internet and emails have
 13 made it much more easy for them to be stalked and
 14 coerced. I know, having two teenage daughters
 15 myself, that I see that communication happening
 16 very frequently, and I'd like to place focus on
 17 that.
 18 I believe you had mentioned earlier
 19 about early intervention and constant contact, and
 20 that's where advocates can fill in. They can step
 21 in law enforcement, at the scene, and they can
 22 follow the victim through the system and make sure
 23 that they're hooked into a court-based advocate.
 24 I recognize that more than 50 counties
 25 in the State do not have advocates in their

Page 189

1 prosecuting attorney's offices and more than 60
 2 counties in Missouri don't have shelters. I
 3 believe those victims maybe don't have the
 4 information that there is a shelter in a
 5 neighboring county or understand how to get that
 6 relief if they need it, so I would love to see an
 7 advocate at each Prosecutor's office or at least in
 8 each Circuit and perhaps funded through our State
 9 system, rather than them having to do a competitive
 10 bid process for the funds that could actually be
 11 going to some of our shelters and enhancing the bed
 12 space there. I believe if we had advocates based
 13 where they should be, like many states do, that
 14 would be a very easy fix to that constant contact
 15 and that early intervention.

16 Batterer accountability is very
 17 important, but I believe that some of those issues
 18 that happen with the Orders of Protection across
 19 the State, that a lot of victims don't have that
 20 access 24 hours. And it's unfortunate that in the
 21 more rural counties, whether it's lack of training
 22 or just lack of availability of response, they
 23 aren't able to apply for those 24 hours, so that
 24 issue needs to be looked at, as well as the issue
 25 of the 24 hour hold.

Page 190

1 A lot of counties are not holding these
 2 offenders or these aggressors during that time,
 3 which doesn't allow a victim the time to get safe
 4 and also puts extra strain and toil on our law
 5 enforcement officers, as they're having to respond
 6 back out to the scene. Their budgets are short and
 7 their manpower is low and they are being stressed
 8 as they respond a second time because these
 9 offenders have been let go.

10 We spoke earlier of the more than 15,000
 11 turned away. I'm wondering if that number includes
 12 a lot of the rural victims that perhaps didn't know
 13 there were services available, so they didn't try
 14 to access them, and if that number includes the
 15 children that have witnessed the violence and have
 16 been shoved off to their rooms while their parents
 17 are fighting. They didn't have a chance to reach
 18 out for services.

19 I'd like to also note the more than 700
 20 law enforcement agencies in the State and less than
 21 five percent have advocate services. There's no
 22 one to interfere in that crisis time. So it's just
 23 the officers who support them in that endeavor and
 24 I believe that that is something the Sheriffs
 25 Association is looking seriously at and I'd like to

Page 191

1 see the Police Chiefs Association take a look at
 2 that, as well.

3 The Chief that spoke earlier uses
 4 advocates and special investigators and I see that
 5 that's a very successful way to, again, empower
 6 that victim right from the beginning, so they
 7 understand that we are serving them in a very
 8 cohesive way, because not every case gets filed,
 9 but most people that make a - make a call or in
 10 that emergency situation, if they meet with law
 11 enforcement, they are engaged in the system,
 12 whether they made it through the court system or
 13 not.

14 I spoke about the need for education and
 15 I think judicial training and the courtroom system
 16 training is important, also an understanding of
 17 what recourse might be when victims' rights are
 18 violated. It's imperative that victims have
 19 balanced scales as they go through the justice
 20 system and we need to take a look at exactly what's
 21 going on when those rights are violated.

22 I think that's all that I have. Does
 23 anyone have any questions?

24 ATTORNEY GENERAL KOSTER: Representative
 25 Grisamore?

Page 192

1 REPRESENTATIVE GRISAMORE: You mentioned
 2 the 60 counties that don't have shelters. How many
 3 Prosecutor's offices did you say don't have
 4 advocates?

5 MS. CASE: More than 50, and I received
 6 those numbers from the Department of Health and
 7 Safety. That's based on their funding programs,
 8 the programs that they fund, so that's not an exact
 9 number.

10 MR. LAMB: And I can add that. It would
 11 be ideal, in my opinion, to have a victim advocate
 12 in every Prosecutor's office, in addition to
 13 community based victim advocate shelters. They
 14 play very important roles in the system, and both
 15 needed roles. And for Representative Grisamore,
 16 she's exactly right.

17 Some Prosecutor's offices are lucky
 18 enough to be able to talk their county commissions
 19 into giving them some funds. Some aren't. Some
 20 have to go through competitive bids, but there is
 21 no dedicated funding source for victim advocacy
 22 from the State of Missouri for Prosecutor's
 23 offices.

24 MS. CASE: And I might add to that, often
 25 times, once the system is set in place and there is

Page 193

1 a dedicated person writing those grants, if they
 2 leave for some reason or the Prosecutor changes,
 3 then that grant is kind of dropped and left and a
 4 lot of times, they lose funding simply for quality
 5 of application, which is very sad, or because of
 6 missed deadlines. And it's really a tragedy to
 7 think of the number of victims that are not being
 8 served because of those fallacies.

9 MR. LAMB: And I might point out that,
 10 also, as you know, there is, of course, a victim's
 11 right statute and amendment which requires
 12 Prosecutors to offer services, which they should.
 13 Of course, no funding to go with that. So another
 14 unfunded entity.

15 ATTORNEY GENERAL KOSTER: Kim, thank you
 16 very much. We appreciate your time this afternoon.
 17 It was a great presentation. The next topic comes
 18 to us from Mary Weir, who is a contract attorney
 19 with Hope House in Kansas City. She offers us A
 20 Practitioner's Perspective on Orders of Protection.
 21 Mary, welcome. Thank you.

22 MS. WEIR: Thank you. In addition to
 23 being a contract attorney, I'm also a founding
 24 member of the Jackson County Safe Families
 25 Coalition, so I'm involved with The Lethality

Page 194

1 Assessment Project, development of that that we
 2 had, and also now, I'm on the fatality review board
 3 that we're working - and I'm sure you heard about
 4 earlier today.

5 I wanted to speak about being a
 6 practitioner and some of the things I see and some
 7 of the things that I think could better help not
 8 only those of us who represent victims of domestic
 9 violence, but also, as many of you are probably
 10 aware, a lot people who are seeking Orders of
 11 Protection are representing themselves.

12 And one of the statutes that we have,
 13 455.032, it specifically allows for prior evidence
 14 of abuse to be brought up in the Order of
 15 Protection hearing. It's a very short statute.
 16 It's real specific, right to the point. But what
 17 it doesn't allow and what I see often raised, is an
 18 individual obtains the Ex Parte Order of Protection
 19 and then there's - the order for the full Order of
 20 Protection has to be set within fifteen days. So
 21 they're issued the Ex Parte Order, and hopefully
 22 that Ex Parte Order is served on the individual who
 23 is alleged to have battered within that time frame.

24 Now, if that person goes and violates
 25 that Ex Parte Order of Protection, I think that's

Page 195

1 very relevant. And it's relevant because one of
 2 the things that - we recently had individuals-
 3 ATTORNEY GENERAL KOSTER: Can you back
 4 way-
 5 MS. WEIR: -to do training on the
 6 fatality review board and some of the things that
 7 we'll be looking for in that. And one of the
 8 things that we'll be looking at, one of the markers
 9 is the response to social authority, both covert
 10 and overt.

11 The willingness - including the
 12 willingness of an individual to violate a valid
 13 Court Order. And the willingness to violate a
 14 valid Court Prder, an Ex Parte Order that has been
 15 served on you, increases the dangerousness. And
 16 what I see in court a lot is a victim comes in,
 17 they're standing in court, and they're saying, "But
 18 he violated the Order." And the respondent may
 19 have an attorney with him, who then says, "That's
 20 not relevant, that shouldn't come in." I'm
 21 generally able to get around that and - I'm a
 22 seasoned attorney. I'm generally able to get it
 23 in.

24 That woman sitting there who knows he
 25 been at her door, knowing he's been served, she's

Page 196

1 not able to get that in, and that's wrong. That
 2 should be changed. And it could be changed with
 3 one sentence, evidence of a violation of a current
 4 Ex Parte Order should be admissible in an Order of
 5 Protection proceeding.

6 You know, I just think that seems to me
 7 common sense, and I think its imperative that the
 8 judicial officer be able to have that evidence in
 9 front of them when they're making a decision as to
 10 whether an Order of Protection is needed.

11 I also wanted to speak to Section
 12 455.040, which deals with the service of the Orders
 13 of Protection. The Ex Parte Order obviously is
 14 served on the individual and the Ex Parte Order is
 15 to give the respondent notice that he is to appear.

16 The Ex Parte Order also provides, and at
 17 least it does in our area and I hope it is
 18 throughout the State, that failure to appear - so
 19 you've got personal service on the respondent and
 20 the Ex Parte Order says, "Failure to appear may
 21 result in a full Order of Protection being issued
 22 against you which restrains you from this, that and
 23 the other."

24 The 455.040.2 states that, "The court
 25 shall cause a copy of any full Order of Protection

Page 197

1 to be served upon or mailed by certified mail to
 2 the respondent at the respondent's last known
 3 address, and that failure to serve or mail a copy
 4 of the full Order of Protection to the respondent
 5 shall not affect the validity or enforceability of
 6 a full Order of Protection." And the problem that
 7 I know that we're having throughout the State is
 8 that it does affect the enforceability.

9 And the case that I know a lot of our
 10 Prosecutors rely on is State versus Gentry, which
 11 is a 1996 case that went up to the Missouri Supreme
 12 Court. I think it's pretty fact specific, State
 13 versus Gentry, and I think if we strike through the
 14 language somehow in 455.040 to somehow give the
 15 Prosecutors cover or work with our Prosecutors in
 16 this State to see what is it that they'd be
 17 comfortable with, because a case 25 years ago that
 18 was very fact specific and had a lot of trickery
 19 and a lot of, you know, "They told me the Order of
 20 Protection was dismissed," this, that, and the
 21 other, I think it's worth taking another shot at,
 22 because we have too many cases that are not getting
 23 - here in Jackson County, we're lucky that our
 24 municipalities are filing violations of Orders of
 25 Protection, but a lot these really should be State

Page 198

1 cases, but our State Prosecutors aren't willing to
 2 take them up, and I understand.

3 You've got a case, but it is almost 25
 4 years old, and, again, I think it's fact specific.
 5 And so I think if we strengthen 455.040 somehow and
 6 working with the Prosecutors as to what they'd feel
 7 comfortable with, that we could get better
 8 enforcement of these Orders of Protection, because
 9 they're being violated too often and too
 10 frequently.

11 And then, I want to talk to something I
 12 don't know if you can do anything about, but the
 13 removal of the Orders of Protection from Case.net
 14 that occurred the last year - it's the removal of
 15 previous Orders that were filed. Either they
 16 weren't granted, and that could be for many
 17 reasons. We used to be able to go on "Petitioner
 18 didn't show up," whatever. Or we could go on and
 19 see a full Order was granted and then the
 20 petitioner went in and dismissed it.

21 I think this is important for a lot of
 22 reasons. In counseling - I've been doing this for
 23 ten years. I've counseled a lot of victims of
 24 domestic violence, and one of the things that's
 25 been helpful is to be able to go on Case.net, and,

Page 199

1 "Look, you're not the first victim here," you know.
 2 And to be able to go and pull an Order of
 3 Protection and to say, "Look, a full Order of
 4 Protection was granted against this woman by a
 5 judge and this is what he did to - this is one of
 6 the allegations that was sustained by that judge."
 7 I think that kind of stuff is important.

8 I also do work as a guardian ad litem,
 9 so I've been appointed in a lot of these Child
 10 Order of Protection cases to represent the children
 11 and it has been invaluable - or it was invaluable
 12 to be able to go on and pull prior Orders. Now, I
 13 don't even know if they ever existed, because as a
 14 lay person, we're not privy to them anymore because
 15 they've been pulled.

16 But I've been able to contact former
 17 victims who have filed and said, "What's the deal,
 18 here? What happened with the children?" you know,
 19 what's going on. That kind of information, when
 20 you're trying to protect children is really
 21 important to have and it's not on there anymore and
 22 I know I'm not the only guardian ad litem out there
 23 because it's something I know a lot of us have
 24 talked about who think that's really been a
 25 hindrance. It's a problem for us to be able to

Page 200

1 access that kind of information. So if there's
 2 anything that you could do about that, I think it
 3 would be real important.

4 MS. COBLE: One thing I do know is that
 5 they had talked about having a system that would be
 6 accessible by all members of the Bar, and yet to
 7 have that system programmed and in place is like
 8 four years ahead in the OSCA plan.

9 JUDGE DANDURAND: There are obviously
 10 lots of competing concerns and reasons for why they
 11 would pull up a Case.net and that would be a very,
 12 very difficult thing, I would assume, to get put
 13 back in once it was removed because of all of the
 14 concerns that were raised about those who convinced
 15 folks that were charged to remove them.

16 And a lot of them have to do with, you
 17 know, if you take for a moment the Ex Parte Orders
 18 in abuse cases not involving children, that were
 19 issued because somebody unwittingly advised them to
 20 go get one or helped them get some position in a
 21 domestic relations case and then that's on Case.net
 22 forever for any future employer to look at. I mean
 23 there are lots of things, lots of reasons, and
 24 because it was on there as it was for a long time
 25 and later removed, when you said, well, any help

Page 201

1 that you could get to get that back on, I'm not a
 2 legislator, but that would be a tough sell. It
 3 honestly would be a tough sell.
 4 MS. WEIR: And I understand that. I
 5 understand the competing arguments, such as that,
 6 and I guess when I look at it, I guess the
 7 difference is weighting the protection of the women
 8 and, or the men and the children. It certainly is
 9 when we're investigating because a lot of thought -
 10 I mean in my experience, I have often heard that
 11 people just got out and they file these to get an
 12 upper hand in a divorce, and that's really not my
 13 experience.
 14 And probably I do about 500 a year, and
 15 over ten years, my experience is most of these
 16 people minimize. I'm like, "Why wouldn't you put
 17 that in the petition?" It's more minimizing the
 18 abuse or, "I'm not trying to keep him from the
 19 children," when you're going, "You really should,"
 20 because of the dangerousness.
 21 You know, I had a case this morning
 22 where the - I'm the guardian ad litem. He hit her
 23 while she's holding the seven month old child, and
 24 he also wound up hitting the child, and, of course,
 25 she's saying that, you know, "Well, I want him to

Page 202

1 be around the child. I don't want a Child Order of
 2 Protection." She's also pregnant with his child
 3 now, and she - her response is, "You know, I know
 4 he didn't mean to hit the child." "But he meant to
 5 hit you, right, while you were holding the seven
 6 month old child." And, you know, so, I mean, it's-
 7 JUDGE DANDURAND: -point that maybe it's
 8 been indicated that it bears further investigation
 9 - there was no distinction made between Ex Partes
 10 that were issued for Child Orders of Protection or
 11 just regular Ex Partes. And, you know if they put
 12 these things in there about what's happened to the
 13 children, maybe something more can be looked into
 14 as a distinction. I just know it's a tough - it
 15 would be tough-
 16 MS. WEIR: I understand that. That's why
 17 I put it last, but. That's all I have.
 18 ATTORNEY GENERAL KOSTER: Any other
 19 questions for Mary?
 20 MS. COBLE: I have one real quick. And
 21 this is the last hearing, so I'll beg your
 22 indulgence. I know that we haven't really been
 23 looking at family law in the main scope of what the
 24 Task Force has been charged with looking at, but I
 25 know that through your years, you've had a lot of

Page 203

1 experience with what I would estimate as being one
 2 of the main concerns of women who are battered and
 3 that is the loss of their children through a system
 4 that often doesn't recognize that the violence
 5 against the children isn't their fault. So I don't
 6 know if you - that is an open door as a question.
 7 MS. WEIR: Well, I - you know, one of the
 8 things I think is interesting regarding our
 9 statutes in the State of Missouri is that the 455
 10 Chapter presumes that children should go to the
 11 non-offending parent, but 452, which is our family
 12 law statute, that's a big difference.
 13 I mean, we recognize in the Order of
 14 Protection that clearly the non-offending parent -
 15 and I think most of the research is going to show
 16 that also, that they're different, so it's a big
 17 discrepancy. And certainly in other states, some
 18 states that surprise me, Oklahoma, Louisiana, are
 19 ahead of us with presumptions that are in their
 20 Order of Protection statute is also in their child
 21 custody statutes.
 22 ATTORNEY GENERAL KOSTER: Jason Lamb?
 23 MR. LAMB: Ms. Weir, thank you for your
 24 time. And I might follow up on what Colleen said.
 25 I think it's interesting that in Missouri, one of

Page 204

1 the ways - you can commit the crime of endangering
 2 the welfare of a child in several different ways,
 3 one of which, rightly so, is by concocting or
 4 manufacturing methamphetamine in the presence of a
 5 child. Yet we - part of the ways in which a child
 6 is endangered in Missouri is if they recklessly
 7 creates a substantial risk to the health, body, or
 8 life of the child.
 9 The health can include anything beyond
 10 on physical health. It can include their mental
 11 health and mental well being. And yet we don't
 12 recognize that the first they act of committing act
 13 of domestic violence against the other parent, in
 14 the presence of the child, is, in fact, endangering
 15 the welfare of a child under the statutes. That is
 16 a gap that does not exist in our criminal code.
 17 MS. WEIR: I mean, I think that in
 18 Jackson County, with what we've been doing with the
 19 Safe Family Coalition, you know, we had failure to
 20 protect issues where, you know, children were being
 21 picked up if she didn't leave the abusive
 22 relationship. And the issues of witnessing
 23 domestic violence are real. We know they're real.
 24 We know that the research is out there on the
 25 impact of children's developmental stages. It's

Page 205

1 not just physical threats to children. We also
 2 know children are resilient, so they don't all act
 3 the same or respond the same to domestic violence.
 4 But I think we've come a long way here
 5 in with, through our work with the Safe Families
 6 Coalition to get our protective services, our
 7 juvenile court, on board to do more focus on
 8 holding the batterer accountable and how do we do
 9 that, and not just saying, "She won't protect the
 10 child, so we're going to pick the children up,
 11 because she's failing to protect." When on the
 12 other hand, the batterer is out there skating
 13 around and nobody is holding him accountable.
 14 We've got, you know, I mean, everything
 15 is not consistent and it's hard to get everything
 16 consistent. But you guys are here and I think
 17 that's important. I don't know if I addressed what
 18 you wanted me to, but.
 19 MS. COBLE: Well, then the growing issue
 20 of failure to protect, of putting battered mothers
 21 in the double line of facing danger because of
 22 their attempts to separate from their abuser, so
 23 that the danger level goes up for them, but then if
 24 they don't leave, then the State will come in and
 25 take their children and the one person in the

Page 206

1 equation who nobody is dealing with is the only one
 2 who's in charge of meting out violence.
 3 ATTORNEY GENERAL KOSTER: I don't see any
 4 other questions. Mary, thank you very much-
 5 MS. WEIR: Thank you.
 6 ATTORNEY GENERAL KOSTER: -for the work
 7 that you do as well as for your testimony here
 8 today.
 9 That concludes the third of our hearings
 10 which I think have been very, very productive. We
 11 had the first one in St. Louis about two and a
 12 half, three weeks ago. We had the second one in
 13 Columbia last Monday, and then this one in Kansas
 14 City.
 15 I think that there are literally
 16 hundreds of ideas, certainly more than a hundred
 17 ideas of merit that we're going to be looking at.
 18 And our pledge is that in conjunction with Colleen
 19 Coble and the judges that were here, Judge Sill-
 20 Rogers, Judge Daniels and some other people who are
 21 highly interested in this, that we will have a
 22 report that is produced and out to everyone,
 23 available online by December 1st, which gives my
 24 former colleagues time to turn it into reality.
 25 But there are a lot of - I was very,

Page 207

1 very impressed with the depth and the substance of
 2 these meetings, and with the number of real quality
 3 ideas, not all of them requiring money. Some of
 4 them do require money. Some of them require
 5 legislative action; issues regarding training,
 6 issues regarding fatality review boards, issues
 7 related to where these cases begin. Do they begin
 8 in the municipal courts or whether we mandate that
 9 some or all of them, some significant portion of
 10 them, to be brought up to the Circuit Courts so
 11 that we make sure that there is uniformity and they
 12 get into the State MULES system so that the police
 13 officers around the State know what they're dealing
 14 with when they pull one of these individuals over.
 15 Whether or not there are return dates on bonds,
 16 which we talked about in Columbia.
 17 But then there are other things that may
 18 not cost a lot of money, early intervention. The
 19 types of things that Judge Sill-Rogers and Judge
 20 Daniels have implemented here in Kansas City and
 21 Columbia is really more involved with the
 22 reorganization of a local Circuit by the presiding
 23 judge in those Circuits and can be accomplished, I
 24 think, without an influx of money.
 25 But what I think we're going to see is a

Page 208

1 successful document. Colleen, I would imagine that
 2 you feel the same way that I do, that this has been
 3 much more fruitful than I had imagined. I had high
 4 expectations for it, but I didn't realize how much
 5 we could pull together and to the people who
 6 testified today, and then to the others who are not
 7 here today, but who testified around the State, I
 8 was very impressed with their passion and their
 9 commitment and their sincerity to this issue, to
 10 this epidemic.
 11 And that is what our goal - the
 12 legislators who were here - Chris Kelly has left,
 13 but Chris Kelly was at every single hearing. The
 14 State Representative from Columbia was at every
 15 single hearing and contributed mightily at each of
 16 our stops, as was Representative Newman. Yes,
 17 thank you, I apologize.
 18 To go back to the legislature and really
 19 describe this as more than just a local criminal
 20 justice issue, that this is an epidemic of violence
 21 that exists in our society and that the legislature
 22 has an opportunity or responsibility to take it on.
 23 Colleen, do you want to make any final comments?
 24 MS. COBLE: I would just say thank you,
 25 to you for your leadership in this and to the

1 legislators who serve and to Jason, and also, just
 2 to take a moment to acknowledge those who are
 3 sitting in the audience who do the really, really
 4 hard work every single day, and to give voice to
 5 the reality that is their days.
 6 There are many other systems that used
 7 to be in place that assisted the women and children
 8 that they work with every day, and they aren't in
 9 place anymore, and the work is harder, the numbers
 10 are larger, the problems in the families are more
 11 severe, so I want to acknowledge their hard work
 12 and thank them, but also to let them know that we
 13 don't want to let you down. And I know you'll be a
 14 big part of the work to make the laws better, as
 15 you were to get the very first ones in place.
 16 So for that, I do thank you and
 17 acknowledge their work on a daily basis.
 18 ATTORNEY GENERAL KOSTER: Anyone else?
 19 Thank you everyone.
 20 (WHEREIN, the Hearing was concluded at
 21 2:37 p.m.)
 22
 23
 24
 25

1 CERTIFICATE OF REPORTER
 2 STATE OF MISSOURI) ss:
 3 COUNTY OF CLAY)
 4 I, JANET H. WIMER, Certified Court
 5 Reporter, the officer before whom the foregoing
 6 hearing was taken, do hereby certify that the
 7 testimony in said hearing was taken by me to the
 8 best of my ability and thereafter reduced to
 9 typewriting under my direction; that I am neither
 10 counsel for, related to, nor employed by any of the
 11 parties to the action in which this hearing was
 12 taken, and further, that I am not a relative or
 13 employee of any attorney or counsel employed by the
 14 parties thereto, nor financially or otherwise
 15 interested in the outcome of the action.
 16
 17
 18 _____
 19 Notary Public in and for
 20 the State of Missouri
 21
 22
 23
 24
 25

<p>A</p> <p>ABC's 136:20 137:10</p> <p>ability 187:3 210:8</p> <p>able 10:16,17 13:18 14:9 15:21,21,23 16:1,8,24 17:14 20:4,13,18 36:5 43:20 47:12,13,15 71:25 73:23 118:25 120:10 130:9,19 131:14 135:23 136:3 159:25 170:13 174:11 181:23 189:23 192:18 195:21,22 196:1,8 198:17,25 199:2 199:12,16,25</p> <p>abolish 105:24 106:8</p> <p>about 8:18 9:4 11:10 12:16,19 15:23 18:8,11,22 19:23 20:3 25:10 25:11 29:2 32:17 32:19 33:11 34:19 36:4,12 38:14,14 40:21 41:10,13,20 42:6 47:7 50:22 50:25 51:10,11,13 51:23 52:2 53:8 54:11 55:1,18 56:2 59:4,20 61:14 62:6,16 66:21 72:12 73:21 74:20 75:6 77:11 80:4 81:23 83:20 85:18 89:10 94:21 96:3 101:21 102:7 105:7 109:9 111:2 111:24 113:21 114:2,5,11 115:13 116:25 117:10 119:5 120:15,17 120:22 121:8,12 122:14,24,25 123:23 128:11,15 129:21 130:24 131:4,9,24 132:3 133:13 135:1 138:16 141:18 144:2,15 145:13 148:18 150:1,19 153:24 155:24 159:1,3 160:18 164:22 169:12</p>	<p>170:11,23 172:22 173:10 174:2,20 177:2 178:3,11 179:10,12 180:22 180:22 185:4 186:7,12,13 187:10,18 188:19 191:14 194:3,5 198:12 199:24 200:2,5,14 201:14 202:12 206:11 207:16</p> <p>above 121:8</p> <p>absence 132:18</p> <p>absolutely 50:5 52:10 53:22 54:9 71:10 102:19 111:24 119:24</p> <p>abstain 67:2</p> <p>abuse 63:23 66:21 66:22 67:15 71:9 116:7,21 117:14 146:18 149:10 150:25 151:3 159:12,15,16 171:2,17,19 173:24 177:2,23 179:10 183:15 194:14 200:18 201:18</p> <p>abused 148:11 152:7 153:6 177:23</p> <p>abuser 15:14,16 37:3 81:6 125:5 170:23 205:22</p> <p>abusers 6:4 105:4 106:11 113:4 119:3 149:12</p> <p>abuses 35:18</p> <p>abusing 149:20</p> <p>abusive 34:21 42:4 204:21</p> <p>accelerate 53:10</p> <p>accelerated 43:11</p> <p>acceptable 73:10,12</p> <p>access 14:10 15:4 15:23 16:1 57:23 59:23,24 64:7 72:24 124:16,18 125:1,6 143:17 182:13,14 187:5 189:20 190:14 200:1</p> <p>accessible 69:6 200:6</p> <p>accommodate 24:16</p>	<p>accomplish 67:21 79:24</p> <p>accomplished 184:12 207:23</p> <p>according 101:4 181:24</p> <p>account 75:10,18</p> <p>accountability 189:16</p> <p>accountable 35:17 96:5 205:8,13</p> <p>accurate 11:7 124:21</p> <p>acknowledge 209:2 209:11,17</p> <p>acknowledged 119:8</p> <p>acquitted 104:11</p> <p>across 5:3 9:8 10:2 19:14 21:2 34:12 46:5,12 57:8,17 65:5 75:5 82:21 92:19 94:19 95:1 96:21 97:9 174:14 174:15 185:10 186:4,17 187:1 189:18</p> <p>act 35:15 204:12,12 205:2</p> <p>action 105:17 126:23 138:22 151:20 179:11 184:8 207:5 210:11,15</p> <p>actions 122:22</p> <p>activity 170:8</p> <p>actor's 53:11</p> <p>acts 116:14 148:20 148:21,23</p> <p>actual 32:4 70:6 117:21</p> <p>actuality 184:6</p> <p>actually 9:10,12 11:14 12:3 13:8 15:18 16:9 24:13 41:17 50:21 52:18 67:5 70:2 106:1 128:23 129:1 146:2 157:12 166:12 176:19,20 176:24 177:3 178:12,17 185:9 187:12 189:10</p> <p>acute 3:20</p> <p>ad 65:19 136:17 137:3,6 152:12,14 153:3 155:8 199:8</p>	<p>199:22 201:22</p> <p>add 9:20,21 18:24 101:13 126:3 134:2 192:10,24</p> <p>added 62:7 69:13</p> <p>addict 101:25</p> <p>addition 9:22 10:7 53:7 93:17 99:25 192:12 193:22</p> <p>additional 19:13 21:2,8 22:25 24:14 36:1 66:6 81:19 107:12,20 108:5 122:14 134:5 180:10</p> <p>address 4:12 17:23 23:22 33:6 61:18 68:2 91:15 92:23 95:15 116:9 122:12 170:14,14 175:23 176:2 185:25 197:3</p> <p>addressed 4:15 71:17 80:15,16 84:3 116:24 126:5 164:16 188:10 205:17</p> <p>addresses 72:4 80:21</p> <p>addressing 3:10 120:23 139:2</p> <p>adequate 53:16</p> <p>administrator 42:10</p> <p>admissible 196:4</p> <p>admitted 105:2</p> <p>adopt 5:8</p> <p>adopted 179:23 180:18</p> <p>adoptive 60:8</p> <p>adopts 25:13 179:17</p> <p>adult 57:12,18 60:12 63:22 105:16 149:11,20 151:25 173:24 177:23 179:10</p> <p>adults 147:9</p> <p>advanced 100:18</p> <p>advancement 58:3</p> <p>advantage 12:6</p> <p>adverse 78:20</p> <p>advice 45:5</p> <p>advised 45:4 200:19</p> <p>advises 123:10</p> <p>advocacy 4:10 96:21 186:25</p>	<p>187:8,23 192:21</p> <p>advocate 6:11,24 14:19 25:2 29:18 83:18 84:7 97:1 97:21 98:21,23 163:19 187:2,6,12 187:15 188:23 189:7 190:21 192:11,13</p> <p>advocates 4:4 12:21 14:7,9 17:6,25 23:8 96:19 97:15 98:13 178:19 187:10 188:20,25 189:12 191:4 192:4</p> <p>advocating 112:12</p> <p>affect 32:8,9 132:25 197:5,8</p> <p>affected 12:23</p> <p>afraid 16:20 166:12 166:13,14,20,25</p> <p>after 24:21 25:13 32:10 39:2 47:20 47:24 48:17 55:18 62:7 74:23 77:9 77:17 84:5 90:23 94:14 101:24 102:3 103:12 124:22 157:16 158:10,10 161:23 161:23</p> <p>afternoon 135:7 155:4 193:16</p> <p>afterward 122:6</p> <p>afterwards 141:19</p> <p>again 4:20 7:17 9:19 14:23 15:5 16:7,18 29:14 64:13,23 78:14 84:18 87:16 91:2 92:15,16 99:14 107:2 111:19 112:5 115:1 118:16,21,22 126:22 127:1 130:12 131:15 132:2 153:10 177:16 178:15 184:25 191:5 198:4</p> <p>against 1:21 3:25 6:9 10:14 26:2 42:18 44:24 59:18 64:14 75:20 80:10 102:20 104:6,17 106:6 122:19</p>
---	---	--	---	--

125:15 147:12 149:20 170:14 171:5 174:6 175:19 196:22 199:4 203:5 204:13 agencies 9:23 10:7 10:20 185:12 190:20 agency 25:1,3,4 94:17 agenda 2:2 122:1 aggressor 66:10 aggressors 190:2 ago 4:11 20:10 67:14 78:10 89:6 117:18 140:11 145:14 148:16 174:3 197:17 206:12 agree 26:11 119:12 141:12 143:10 163:14 agreeable 80:23 agreed 18:25 41:15 78:22 89:13 164:17 165:9 agreement 136:2 148:4 186:15 ahead 55:25 63:15 102:8 132:19 200:8 203:19 aisle 32:16 alarming 15:7,12 alcoholic 146:25 alive 48:23 153:12 166:2 allegations 184:20 199:6 alleged 194:23 allow 72:1 108:3 110:11 190:3 194:17 allowed 16:7 34:22 allowing 112:10 allows 11:21 108:14 127:1,3 179:15 194:13 alluded 98:10 all's 88:21 almost 13:8 33:23 47:8 50:7 124:13 141:8 160:23 168:4 198:3 alone 44:10 50:13 78:18 112:3 167:22 183:17	along 121:24 122:10 133:18 172:22 alongside 145:23 already 16:14 17:10 39:12 47:17 140:17 151:24 152:3 158:4 164:17 173:11 174:4 alternative 20:1 alternatives 35:9 although 54:23 77:7 105:8 always 24:6 38:4 43:3 44:19 52:2 80:11 81:2 88:14 98:10,15 100:12 105:12 118:14 143:25 175:2 179:7 185:17 amazing 12:18 14:10,23 15:20 73:9 ambulance 47:25 81:12 amendment 60:20 105:9 193:11 amendments 60:21 61:4 America 31:24 ammunition 125:20 126:7 128:1,4 among 58:12 amount 25:23 34:6 34:8,15 analysis 15:8 Angel 136:8,13,19 Angeles 125:14 angry 45:1,4 animals 65:5 Ann 138:6 anniversary 150:8 announcing 155:16 another 20:9 36:15 57:23 59:18 72:6 92:3,3 104:17 106:10,22,24 139:3 147:1 148:9 166:8 170:19 171:12 177:1 178:9,18 193:13 197:21 answer 21:19 24:10 80:22 88:17 90:18 97:7 109:20 121:5 133:23,24 137:15	137:16 157:5 186:19 answered 15:18 28:12 45:3,20 87:22 124:15 125:4 answers 19:25 25:7 27:24 28:5 109:15 Anti 75:3 anybody 22:25 31:18 53:13 72:20 73:19 76:5 142:2 144:22 167:5 183:20 anymore 199:14,21 209:9 anyone 3:13 19:10 21:4 33:20 46:12 49:25 67:20 117:25 163:10 191:23 209:18 anyone's 110:6 anything 29:8 41:17 43:2,5 45:10,12 45:13 51:1,3,17 52:11 67:9,19 83:6 97:17 104:5 116:8 118:1 141:23,24 159:9 159:19 169:20 198:12 200:2 204:9 anytime 82:7 anyway 44:25 74:4 115:24 148:9 anywhere 21:7 78:1 Apart 117:9 apartment 147:3 apologize 182:23 208:17 apparently 101:17 Appeals 8:7 59:16 appear 5:7 196:15 196:18,20 appeared 41:8 appears 122:2 appellate 60:24 applaud 76:23 109:6 applause 173:8 applicant 70:10 application 193:5 applied 25:14 applies 60:7 apply 26:20 61:5 69:24 189:23 applying 10:11	appoint 137:2 appointed 65:19 135:14,21 155:8 199:9 appointing 153:3 155:20 appointment 15:1 30:9 135:20 appreciate 3:9 5:18 49:19 76:18,19 120:12 121:1 134:18,19 158:22 173:4 193:16 approach 89:24 90:9,10 approached 77:3 154:4 approaches 64:1 appropriate 92:9 100:17,18 155:7 166:7 appropriately 94:2 appropriates 122:22 appropriations 33:5 36:9 approximately 124:5,12 area 6:23 7:3,5,11 7:20,24 9:8 10:22 27:1 33:19 48:8 61:15 65:11 92:12 106:3 121:18 196:17 areas 4:21 37:20 59:7 93:16 104:22 186:1 argument 117:24 118:16 arguments 201:5 arisen 173:10 Arizona 136:11 armored 31:24 army 139:16 arose 78:10 around 22:2 34:12 37:18 45:17 49:25 64:11 76:22 78:8 104:5 105:23 114:21 130:7 140:19 173:13 183:1 195:21 202:1 205:13 207:13 208:7 arrangements 68:2 arrest 56:7 78:9 81:6 102:24 104:7	116:20 118:2,6,8 118:10,14 arrestable 182:11 arrests 90:22 110:17 arrive 13:23 arrived 43:7 47:20 arsenal 142:5 article 18:11 articulate 145:12 articulating 71:9 Ashcroft 4:11 aside 177:4 asked 28:18 41:8 45:10 48:22 76:20 95:12 100:3 109:9 156:20 177:3,5 186:7 asking 20:11 41:14 84:2 106:7 113:21 147:24 170:6 asks 100:8 aspect 97:11 aspects 71:18 134:15 aspersions 117:25 assault 57:13 81:1 81:25 83:10 86:17 104:9 105:22 109:7 110:10 111:16,18 122:16 124:6,6,10 127:8 141:6 157:12 assaults 85:9 110:9 Assembly 4:13 5:12 asserted 106:13 107:1 assess 60:11 103:3 assessed 14:17 19:1 25:13 26:2 assessment 11:4,21 12:20 13:7 22:9 22:18 24:18,22 29:6 33:22 56:17 91:9 95:3 122:17 123:3,20 124:23 125:2 194:1 assessments 57:20 124:9,10 asset 21:8 assigned 81:17 84:6 111:5 132:7 135:22 173:25 assigning 111:25 assignment 84:1 122:10 130:17 163:2
---	---	---	--	--

<p>145:15,24 160:6 169:25 172:12 178:4 210:8 better 3:10 4:6 16:18,23 44:24 47:3 72:22,23 77:10 87:22 106:18 107:3 129:12 139:22 144:21 158:21 194:7 198:7 209:14 between 9:12,14 12:24 13:2 24:8 60:10 64:9,21 68:17 69:1 136:6 148:18 175:3 178:16 185:16 202:9 beyond 59:10 63:17 103:2 204:9 bias 61:16 62:8 biases 66:6 bid 189:10 bids 192:20 big 8:17 58:17 184:13 186:11 203:12,16 209:14 bigger 91:6 146:8 biggest 91:2 92:10 92:10 101:19 108:20 Bill 21:6 bind 140:20 biological 60:8 bipartisan 32:17,19 bisexual 58:25 bit 16:4 52:25 53:7 85:17 115:17 120:3 137:12 178:9 bitch 54:13 156:8 157:4 bite 147:23 148:24 blah 148:13,13,13 blankets 142:17 bleed 46:21 48:9 blew 142:19 blind 149:19 blindfolded 142:16 blocks 151:8 blood 48:8 147:14 blow 156:3 165:16 blunt 186:6 blurry 48:12 board 19:23 108:22 139:3,8 144:19</p>	<p>158:20 159:24 169:13 172:3 194:2 195:6 205:7 boards 139:11 207:6 bodies 180:14 body 47:13,14 136:10 180:11 204:7 bond 83:12,16,20 84:2 99:12,22 100:1,4 107:16,17 107:20 141:8 143:2 156:14,21 156:21,23 157:13 166:5,23 bonds 38:8 83:10 98:10 108:8 207:15 bone 71:22 bones 86:19 91:11 bono 115:18 book 146:3,7 150:8 boom 93:13,13 Boone 7:14,18 89:1 boss 131:10,10 both 5:5,18 6:12 32:7,15 66:1 67:21 93:5 141:10 145:12 146:10 147:13 165:9 192:14 195:9 bottle 32:11 bottom 137:18 boundaries 72:5 bounds 65:10 bowels 167:22 Bowles 154:17 box 75:9 boxes 62:8 boy 147:19,19 155:18 157:24 boyfriend 52:19 136:9,20 153:22 154:1 170:24 boys 54:12 146:21 147:4,13,18,22 Brady 118:3 brains 142:20 165:17 branch 161:20 bread 85:6 break 75:25 76:4,6 76:7 79:22 120:17 134:23 135:5 146:13 breakdown 85:4</p>	<p>Breckenridge 162:11,16 briefly 39:9 188:9 bring 4:1 20:19 96:25 114:17 187:2 broad 61:3 64:24 156:9 broadening 66:16 broke 139:13 broken 44:3 71:22 81:9 84:19 86:19 91:11 140:15 Brooks 8:15 10:20 17:11 22:7,14 24:3,11 brought 59:20 73:14 87:18 114:7 122:10 124:23 142:17,18 160:6 177:5 194:14 207:10 bruised 71:23 bucket 93:13 buddies 153:18 buddy 166:16 budget 20:15,16 22:20 36:14 92:15 161:19,21,22 budgets 190:6 build 36:5 building 167:17,22 168:1,14 171:9 bulk 85:6 bullet 48:6,8,10 51:18 bullets 56:3 burden 87:9 103:6 104:14,14 135:24 183:2 burglaries 124:7 burned 136:3 burnt 136:4 burst 23:21 business 8:25 58:19 129:10 busted 46:4,6 butt 47:11 butted 147:14 butter 85:6 buy 41:17 buy-in 160:2</p> <p style="text-align: center;">C</p> <p>C 85:6,16 94:7 105:18,21 cab 127:11</p>	<p>caliber 48:5 California 125:14 call 11:20 12:1 13:19,23 18:3,7 24:2,3,4 29:17,20 41:11,14 43:14,18 44:2 69:16,16 82:7 86:14 96:12 101:5,8,10 119:12 120:23 123:9 129:13,14 138:17 140:24 142:2 150:12 168:4 186:20 191:9 called 42:5 43:7,16 44:6,17 45:2,8 47:16 81:13 101:1 101:9 141:2,2 149:22 179:9 caller 83:5 calling 24:1 33:6 42:24 43:1 51:2 69:13 calls 13:3 14:16 23:6,20 24:10 25:5,6 98:15 100:25 101:3,7 121:20 130:22 131:1,22 calmly 46:14 came 12:19 19:9 21:11 23:1 43:4 47:15 48:21 49:20 52:12,15 60:24 61:14 88:25 117:19 133:16 136:7,25 138:11 142:9 144:2 147:2 148:3 156:16 165:9 camera 118:6 Campbell 11:2 candid 65:18 165:22 capacity 19:4 36:7 99:15,17 Capitol 6:13 car 46:13,22 47:2 47:12,18 50:21 94:11 156:6 167:2 care 10:1 164:11 career 51:7 76:25 Carnahan 135:14 carry 113:4,14 cars 31:24 65:2 99:2 140:16 Carswell 60:24</p>	<p>carved 22:19 case 20:22 25:16,23 25:23 26:2 61:20 61:23 62:2 65:22 71:25 73:16 77:17 79:7,12 81:3,5,17 82:4,8,15 83:9,13 83:17,23 84:11,11 84:13,15 86:16,17 88:11 91:25 92:1 92:4 93:23 94:20 94:21 95:1,8,13 95:16,17 96:2,2 97:24 98:1,5 99:24 100:12 102:21 104:1 105:1,11,17 106:14,18,21 107:2,6 110:19 111:16,17,18 116:4,11 117:6,13 117:18 118:9,10 118:11 119:22 125:23 126:1,17 127:6,18,19 141:21 143:6,7,19 143:22 144:5 145:16 146:23 148:1,3 149:13,15 153:18 155:6 157:9,11,24 158:7 158:9 162:20 164:25 165:7,14 175:19 176:24 177:2,5 179:21 185:3,7 191:8 192:5,24 197:9,11 197:17 198:3 200:21 201:21 cases 3:18 11:9,11 20:21 26:20 65:7 65:20 66:12 67:11 70:11,13 73:4,8 73:20 77:17,19 78:1,13,24 80:1 80:25 82:5,10,23 83:1,10,24 84:5,9 84:24,25 85:2,12 85:12,20 86:3,8 86:11,24 87:2,10 88:3 89:10,13,15 89:23 90:21 91:5 91:16,22 92:7,18 92:24 94:2 95:23 96:13 97:11,13 98:2,8 100:2 101:20,24 102:20</p>
---	---	--	--	---

103:16,25 104:14 104:16,24 105:25 106:9,14 107:8,10 108:7,15,23 111:25 112:14,24 116:17 118:19,20 132:21 137:14 146:13,18 150:25 153:19 161:16,17 179:16,22 197:22 198:1 199:10 200:18 207:7 Case.net 69:7 198:13,25 200:11 200:21 cash 38:1 Cass 3:13 27:6 173:16,17 187:15 187:22 cast 66:11 117:25 casual 29:14 categories 64:20 caught 68:17,22 69:1 126:20 128:5 cause 71:1 72:10,16 72:25 196:25 causing 87:11 cautious 49:8 53:2 cell 45:22 65:2 Center 8:15 10:20 17:11 centers 36:7 central 57:15 cents 151:16 CEO 6:8 certain 69:14 73:16 87:16 88:5,10 121:8 127:24 certainly 31:12 33:23 66:19 72:22 73:18 87:25 201:8 203:17 206:16 Certificate 2:15 210:1 certification 133:10 133:15 certified 197:1 210:4 certify 162:7 210:6 cetera 81:10 84:8 chain 133:4 Chair 1:15 challenge 18:25 21:3 72:17 80:3 104:16 challenges 20:7 82:13 101:19	challenging 17:9 19:16 67:8 77:18 77:19 79:9 80:2 97:10,11 chambers 148:3 167:6 chance 72:22,23 157:14 190:17 change 38:10 44:22 56:12,12 103:19 117:7 129:15 145:4 154:6 158:25 170:9 183:14 changed 8:24 16:16 35:3 42:10 44:24 45:1 62:6 69:5 129:10 159:14 196:2,2 changes 4:16,16 14:2 61:15 68:9 75:11 104:19 116:3 193:2 changing 16:15 59:8,12 62:4 161:10,10 chaotic 66:11 Chapter 59:9 61:13 62:23 63:23 203:10 chapters 66:18 charge 20:24 81:4 82:23 83:1 84:10 100:18 101:13 105:17 107:12,18 110:11 114:12 116:15 179:20 183:25 206:2 charged 25:24 83:17 86:7,8 88:3 88:5 128:7 200:15 202:24 charges 27:8 37:4 78:11 83:20 85:1 85:3,4,14,15 86:9 90:12 94:12 96:12 96:13 97:1 98:20 105:20 107:21 108:9 118:10 121:9 126:1 127:20 128:9 charging 82:5 chase 46:5 chased 43:25 44:12 chasing 39:19 cheap 65:22 check 40:8 44:17	45:8 75:9 138:13 167:9 checked 62:8 chest 156:3 157:2 158:4 Chief 8:14 94:13 120:4,5,8,19,20 120:23,25 121:11 121:17 129:7 130:8,24 131:8,20 131:23 132:12,21 133:11,23 134:10 134:18 138:7 191:3 Chiefs 191:1 child 57:12,18 59:11 60:8 64:13 64:17,20 65:13,14 65:16,18,20 66:1 66:3,9,20 72:21 86:20 105:15,18 108:21 136:15,17 137:3,4,9 143:25 146:17 148:15 150:15 152:2,6,13 152:18,21 153:4,5 153:12,21,21 164:16 170:11 171:14,18 199:9 201:23,24 202:1,1 202:2,4,6,10 203:20 204:2,5,5 204:8,14,15 205:10 children 3:16 6:25 15:16 33:14 34:10 35:20 39:16 42:4 44:2 50:19,22 57:16 65:15,24 66:4,13 73:3,5,21 73:25 140:9 141:6 141:11,23,25 142:22 143:3,20 144:8 149:11 150:10,13,18 151:8,23,25 153:17 155:9,20 155:21 158:12,13 158:16 170:22,24 171:7 174:17 180:24 182:10 188:6 190:15 199:10,18,20 200:18 201:8,19 202:13 203:3,5,10 204:20 205:1,2,10 205:25 209:7	children's 10:3 149:2 153:15 154:4,5 165:11 204:25 chilling 152:25 153:10 chime 39:9 chin 147:24 chips 59:25 choice 28:16 67:23 choke 15:13 choked 13:22 155:11 choose 29:8 139:12 158:15 164:2 chose 128:8 chosen 13:6 77:8 Chris 1:15,19 7:12 37:16 38:11 72:14 166:19 208:12,13 Christine 135:8,9 circuit 7:18 8:2,3 135:10 165:25 173:16,17,22 189:8 207:10,22 Circuits 207:23 circumstance 11:13 11:17 CIT 131:21,24 cities 49:20 93:21 131:17 citizen 39:3 city 1:3,7,9 3:8 5:6 6:22 8:25 9:5 10:23 13:7,13 14:15 15:6 16:6 21:13 22:11 23:25 30:23 41:13 44:15 48:18,18,21 58:18 70:15 75:3,3 79:14 81:4 83:19 85:20 86:13,16,18 87:1,4,6,6 89:12 90:22 91:20,20,25 92:5,8 93:5,8,11 93:18,22 95:8,12 95:17,18,25 96:4 96:9 110:17 115:2 118:22 121:3 123:21 131:10,11 131:14 135:10 169:5 172:2,8 193:19 206:14 207:20 civil 25:14 55:14 113:23 114:1,1,6 114:19,24 115:11	162:18 179:16,21 179:22 180:9 claims 71:16 Claire 77:3 90:4 clarify 61:24 Class 85:5,6,7 105:18 110:12 clause 60:5 63:6,12 Clay 27:13 210:3 Clayton 7:23 CLE 162:8 clear 34:17 91:19 116:6 117:14,15 clearly 16:4 203:14 clerical 172:24 clerk 156:1 173:17 173:20,21,22,22 173:25 174:24 175:4,11,22 177:17,19 178:18 179:1 clerks 2:10 51:22 156:10 173:13 174:10,15,20 175:8 176:14 177:11,22 178:5,5 182:24 clerk's 176:16 clients 51:15 53:8 close 70:9 71:5 73:23 168:1,14 174:16 closed 72:9 73:17 73:20 126:2 closely 178:19 closer 174:16 closest 58:17 closing 2:14 68:13 72:11 coalition 1:21 3:25 6:9 9:6,9 10:5,10 10:14,15 21:23 97:4 123:19 135:11 139:6,18 150:6 193:25 204:19 205:6 Coalition's 150:9 Coble 1:21 3:23 6:8 26:6 33:11 36:10 37:17 54:15 56:1 62:3,24 63:3,7,10 66:15 69:4 89:17 89:20 90:4 91:8 91:13 118:21 128:23 146:2 164:5,9,14 180:2 180:7 182:6,9,22
---	--	---	---	---

183:22 200:4 202:20 205:19 206:19 208:24 code 114:22 153:8 204:16 coerced 188:14 coercion 59:10 61:18 63:17,19,22 66:17 75:17 coercive 63:25 64:4 64:6,9 67:5 71:16 cohesive 191:8 coincidentally 135:19 Cole 129:19 collaboration 17:22 collaboratively 9:23 colleague 6:19 colleagues 164:7 183:6 206:24 collected 81:11 124:9 179:16 collective 33:18 collectively 34:15 Colleen 1:21 3:23 6:7 36:4,7 37:11 55:24 62:1,25 164:4 203:24 206:18 208:1,23 color 170:7 Columbia 7:15 54:2 89:2 129:19,20 145:14 206:13 207:16,21 208:14 combination 27:25 28:4 combine 124:18,19 163:2 combined 13:9 127:3 combining 126:24 162:21 come 5:20 12:7,7 13:18 15:25 30:3 30:6 32:24 34:13 36:24 38:11 40:18 44:8 46:10,11 47:23 54:13,20 55:19 57:6 65:4 72:18 74:23 76:20 78:5 84:2 86:24 89:3 92:12 96:16 97:22 100:3 107:23 120:19 121:18,21 128:6 129:2 136:12 138:12 139:19	140:3,4,4,15 149:21 154:9,11 157:18 160:7 166:21 169:1 170:5 171:12,24 176:20,23 177:13 177:14 195:20 205:4,24 comes 38:2 64:16 64:16 106:22 129:10 132:5 150:14 168:6 175:2 180:23 193:17 195:16 comfortable 13:18 13:20 197:17 198:7 coming 3:7 5:25 22:18 56:24 60:3 74:22 128:17 135:9 147:14 156:10 163:21 172:6,7 173:4 174:24 177:24 comment 9:21 comments 5:19 59:7 173:5,6 208:23 commission 37:13 136:12 179:17 commissions 192:18 commit 140:22 204:1 commitment 3:9 19:11 35:6 120:2 123:18 187:1 208:9 committed 5:23 141:6 committee 108:22 134:24 162:15 committing 204:12 common 196:7 communicate 54:17 communicated 53:16 communication 64:8 188:15 communities 3:17 66:6 74:25 75:1 139:10 180:4 community 9:2,24 10:4,8,9 21:3 56:5 59:1,2 62:12 63:13 64:3,10 74:18,21 75:6 90:12 91:15 139:8 139:22,23 150:17	182:25 184:1 192:13 compared 174:10 competing 200:10 201:5 competitive 189:9 192:20 complaint 44:16 completed 24:18,22 184:7 completely 143:16 complex 39:4 complied 48:25 component 57:24 65:8 71:17 components 182:17 comprehensive 4:5 4:20 6:1 10:4 compromised 86:20 computer 42:9,10 94:8 conceal 113:4,14 concealed 68:3,6 concentrate 35:13 43:12 concept 84:22 108:12,13 144:4 concern 19:11 59:20 62:16 88:14 88:15 175:2 180:24 concerned 51:10 53:15 119:16 concerns 2:8 57:25 58:25 120:22 200:10,14 203:2 concert 41:3 concerted 29:9 conclude 60:6 concluded 209:20 concludes 129:16 206:9 conclusions 60:25 concocting 204:3 concrete 5:14 concussions 147:13 condition 83:16 102:15 105:12 107:18 conditions 108:10 conduct 116:13 130:7 conducted 109:8 conducting 124:22 Conference 58:2 confidential 144:23 179:4,9	confirmed 60:9 confiscate 18:18 conflicting 69:1 confronted 42:11 confused 25:10 27:5 conjunction 92:2 206:18 Connecticut 150:11 172:13 cons 108:11 162:21 consciousness 86:22 consent 143:7 consented 141:12 141:14 consequence 11:23 56:10 60:19 consequences 30:1 56:8 74:23 108:5 conservative 63:5 consider 18:16,21 61:9,10 considerable 130:2 consideration 5:15 35:23 consistency 186:17 consistent 79:4 205:15,16 constant 146:12 188:19 189:14 Constitution 117:2 constitutional 66:25 construct 37:14 construction 91:10 consuming 179:7 contact 65:24 73:9 81:2,18 83:12,15 87:4 97:3 98:10 107:15 108:4 123:14 155:10 159:6 165:10 188:19 189:14 199:16 contacted 95:11 127:12 140:14 contacts 83:19 contained 182:12 contempt 114:4,6 114:13,17,21,24 115:11 contend 31:14 content 149:9 context 31:11 32:7 64:10 continue 5:10,22 20:5 74:25 78:14 93:2 131:12 184:15,16,21	continued 45:21 47:1 continues 90:7 164:14 176:16 continuing 60:13 133:20 160:25 continuum 36:19 contract 193:18,23 contributed 208:15 control 63:21 64:5 64:6,9 66:24 67:5 71:16 84:17 165:3 convening 76:23 conversation 8:16 57:21 59:3 conversations 98:18 converted 19:5 convicting 80:12 conviction 110:10 119:14 convictions 90:23 102:23 110:18 114:15 117:20,21 convinced 200:14 cool 39:4 145:6 146:5 163:5 coolest 154:18 cooperate 78:19 cooperating 106:12 157:10 cooperative 78:9,25 79:23,24 83:7 84:20 97:15 99:24 coordinate 145:19 145:20 coordinated 4:17 9:2,11,17,23 10:6 15:5 24:7 coordinating 2:11 185:5 186:8 copy 173:1 182:4,7 196:25 197:3 cords 81:10 correct 26:22 34:8 75:21 91:12 110:13 132:13 133:10 138:3 164:13 176:12,13 180:6 182:1,8 correctly 120:7 corresponding 94:9 corroborate 83:6 corroborating 83:5 corroborating 83:2 cost 25:15,17 26:1 137:6 139:15 151:1,15 169:14
---	---	---	--	---

169:20 207:18 couch 147:7,11,12 150:1 Council 131:11 counsel 210:10,13 counseled 198:23 counseling 51:11,23 83:22 96:11 198:22 counselor 14:22 109:19 counselors 30:7 count 110:7 counter 16:22 100:5 counterproductive 70:2 counties 8:5 26:17 26:18,21,23 27:1 27:3,5 131:17 188:24 189:2,21 190:1 192:2 country 18:12 31:13 74:12 76:22 104:15 145:7 162:24 county 3:13 6:18 7:5,10,14,18 10:6 17:22 21:13 23:2 25:13 26:7,15,18 26:19 27:5,6,7,7,8 27:14 73:13 76:1 76:10 77:5 80:25 82:22 83:14,18 84:23 89:25 91:15 92:14,19 93:11,16 93:17 96:9,21 98:7,16 99:6,8,8 99:17 106:2 107:13 109:5 111:1,5 121:10 123:19 129:20 135:10,17 136:10 137:8 139:6 143:17 154:10 163:20 169:16 173:13,16,17 178:12,25 179:17 179:23 180:12,16 181:1,2 187:15,22 189:5 192:18 193:24 197:23 204:18 210:3 couple 3:7 20:10 21:24 22:6 27:19 61:21 67:15,17 68:16 69:15 129:14 135:24	164:5 173:10 couples 61:1 65:15 70:18 74:9 177:14 courage 57:6 course 27:8 104:9 105:17 126:22 130:6 140:23 149:14,15 169:4 193:10,13 201:24 court 2:10 5:1 7:19 8:7 22:1,4 25:15 25:17,20 30:13 31:15 37:2 42:19 59:16 60:9,11,23 61:2,7,23 66:7 68:13 70:8 71:3 84:2,8 90:7 95:18 96:14,16,16 98:21 99:23 100:3,3,6,6 100:22 103:5 107:23,24 108:8 115:2 117:17,19 118:4,13,18 125:24 126:12,16 126:17,21,25 127:17,17 135:10 135:18,23 138:8 138:17 140:11 149:21 151:1,5,7 151:13 153:13 156:1,11 162:6,6 162:10,14 165:3 167:16 170:16,21 171:4 172:24 174:20 176:20,21 191:12 195:13,14 195:16,17 196:24 197:12 205:7 210:4 courthouse 107:23 152:24 167:4 courtroom 1:8 78:3 98:25 99:2 143:7 146:17 149:10 167:13 191:15 courts 4:3 5:13 53:9 59:13 60:24 62:15 69:8 71:2 72:23 72:25 80:9 88:4 90:14 91:20 103:19 170:12 174:1 175:14 186:12,22 207:8 207:10 court's 99:11 164:17 court-based 188:23	cousin 45:21 cover 61:1 63:25 197:15 coverage 23:10 70:13 covered 127:15 covering 10:21 57:14 covert 195:9 Covington 138:7 cow 156:20 167:25 cracks 73:6 75:14 138:16 crammed 78:3 crash 47:18 crazy 66:12 create 35:7 114:18 139:10,11 165:1 created 122:18 135:18 creates 17:17 35:7 82:13 95:14 100:5 105:9 204:7 creating 146:3 credibility 103:4 104:18 116:5 117:11 credibie 149:15 credit 20:10 32:19 37:14 credits 20:8,8 37:21 39:11 crest 48:7 crime 6:25 110:8 123:24,24 136:12 187:14 204:1 crimes 2:7 87:17 122:9 186:19 criminal 20:21 25:15,16,17,17,23 26:2,24 83:25 90:2 104:14 114:4 114:13,22 115:10 116:13 118:20 134:16 161:16 162:19,19 179:2 179:11 183:24 204:16 208:19 criminalizing 113:25 crisis 187:25 190:22 criteria 27:20 91:7 177:16 critical 5:11 36:21 131:25 cross 56:9 157:14 crossed 175:9	crowd 168:9 171:21 crucial 5:18 20:4,14 culmination 150:8 cul-de-sac 169:1 cunning 41:18 curl 143:9 Curls 1:23 7:1 34:1 34:2,17,25 35:24 37:10 current 4:9 66:3 68:2 98:1 104:20 116:15 132:14 134:7 147:21 163:16 170:21 196:3 currently 20:18 25:24 127:22 custodians 170:22 custody 64:13,17 65:14,22 66:9,12 82:6,11,24 98:17 99:4 100:10,12,20 109:1 141:21 146:22,24 148:5 152:2,3,18 153:21 155:7 158:13 164:16 181:12 182:10 203:21 customary 134:8 cut 92:15,16 140:17 cycle 78:13 79:16 79:18,22 84:18 94:22 cycled 79:13	danger 12:10 14:3 14:17 19:2 27:21 29:12,16 30:18 32:20 35:5 73:19 94:8 123:4,6 124:11,13,14,24 125:3 150:3,4 165:23 205:21,23 dangerous 56:18 82:10 94:12 164:18 dangerousness 82:24 83:11 195:15 201:20 Daniel 140:8 Daniels 145:13,21 146:10 172:23 206:20 207:20 darned 165:14 Darrell 140:7,8 data 2:4 8:13 90:21 112:19 date 52:20 96:14 107:24 112:21 176:6,17 dated 41:20 dates 84:8 207:15 dating 58:8,13 daughter 45:18 46:15 47:24 52:18 54:20 daughters 188:14 day 3:15 9:13 13:1 13:1,3 14:16 16:1 23:19 24:11 25:6 32:12 38:6 41:14 43:15 45:7 49:21 52:13 82:22 122:9 138:9 143:15 149:5,6 155:25 167:8 168:22 209:4,8 daylight 156:9 days 5:19 34:12,13 34:14 48:12 82:22 88:13 144:9 145:19 176:6,8,10 184:13 194:20 209:5 de 67:17 dead 138:21 147:19 150:1 154:1 156:8 157:4 159:18 deadlines 193:6 deadly 11:18,23 deal 7:19 36:16 56:4 93:4 99:7
---	---	---	--	---

D

D 85:5,15 110:12
dad 146:23,24
147:6,20 153:23
153:23 155:11,16
Daddy's 142:12
daily 173:24 175:7
209:17
damage 81:8 124:7
Dandurand 1:20
8:1 25:9,10,21
26:1,9,13,17,23
27:4 51:5 53:6
68:8 71:2 72:7,14
73:14 87:21,25
88:10 144:1,9,13
144:16 146:8
160:14,17 161:12
162:12,14 173:15
176:4,9 179:19,22
184:9,17,22 200:9
202:7

106:18 107:4 166:9 175:20 181:12 199:17 dealing 4:2 79:15 84:23 92:20 93:3 99:14 102:19 103:15 104:17 206:1 207:13 deals 115:9 196:12 dealt 3:18 Dear 157:21 death 18:8 48:10 79:17 87:12 119:21 145:1 155:12 deaths 11:10 debate 63:12 decades 4:14 deceased 157:9 December 122:13 206:23 decent 155:23 decide 21:13 decided 88:2 92:7 decides 20:23 decision 14:25 59:19,23 60:2 61:24 99:11 158:6 196:9 decisions 89:21 138:23 decline 93:2 dedicated 13:16 187:23 192:21 193:1 deemed 117:12 defeats 70:7 defendant 6:4 26:3 78:3,20 80:12 82:3,11 86:18,25 96:5 98:22 99:3 99:12,19 100:1,4 100:9,11,20,22 104:2,11 105:13 106:15 107:17,19 107:20 108:5,9,25 109:10,11,12,13 110:16 116:18 119:14 163:11,11 163:15 164:24 179:20 defendants 85:2,13 98:16,19 99:14 101:7 102:21 106:3 defendant's 78:4 84:17 98:24 100:8	106:25 defense 95:15 104:10 106:23 110:12 117:10 119:20 define 75:13 definite 54:24 112:19 definitely 87:23 132:13 134:10 definition 59:8,12 61:11 62:4 63:22 64:18,23 71:18 72:1,3 159:10 definitional 60:5 definitions 61:10 75:11 definitively 94:14 degree 105:22 delay 129:25 delighted 31:21 57:21 deliver 177:19 demand 56:14 denied 127:14 deny 42:12 department 10:24 10:24,25 12:21,25 23:3 44:15 48:19 48:21 86:13 120:21 123:18 124:4 128:18 129:20,21 131:5 132:4 140:25 149:23 192:6 departments 13:15 22:10,19 31:23 82:21 92:7 108:19 109:5 121:3 128:25 129:4 130:7 depending 28:5 78:21 144:10 depends 34:14 deprived 64:7 depth 207:1 deputies 174:11 Deputy 1:20 7:25 8:6 describe 208:19 described 136:21 deserve 102:14 188:1 deserved 89:14 deserves 99:17 designated 83:12 designation 94:9	desirable 107:10 despite 61:3 65:25 103:15 destroying 186:3 detail 61:24 181:3,7 detailed 6:2 details 42:6 127:6 181:10,11 detective 81:2,17,19 81:21,24 82:1 86:14 104:25 125:17 126:15 127:13 129:25 detectives 81:23 126:13 129:22 130:14,15 131:13 131:14 132:7 determination 24:22 35:8 determine 11:4,22 28:1 81:3 96:12 97:15 118:7 155:10 determined 28:7 48:4 determining 27:21 34:7 85:20 99:25 103:5 devastating 3:15 develop 5:24 6:1 developed 10:13 11:3,18 developer 39:10 developing 108:13 development 37:13 194:1 developmental 204:25 devices 65:2,5 dicta 60:1,18 die 147:15,16 died 32:2,3 136:13 136:19 differ 57:17 difference 16:9 37:22 130:2 183:18 201:7 203:12 different 10:7 24:8 37:20 38:5 39:3 44:4 55:18 58:5 60:24 108:20 121:21 123:22 143:16 146:7 154:10 165:20 171:9,9 178:23 180:2 183:3	187:20,20 203:16 204:2 differently 109:3 165:19 difficult 19:7 20:16 20:16 40:21 59:5 68:15 116:11 131:5 164:15 175:24 177:7,9 200:12 difficulty 108:16 113:25 dignity 151:12 dilemmas 56:1 dime 139:20 148:17 151:1 dinner 41:15 directed 66:1 direction 122:21 210:9 Directions 58:2 directly 14:22 44:14 61:12 Director 3:24 6:14 6:16 8:19 disabilities 39:14 disabled 142:1 disagree 129:7 disagreement 70:17 disagreements 70:18 disappear 100:14 disappearing 88:14 88:16 discharged 112:25 disclose 117:20 disclosed 118:3 disconnected 100:16 discourage 53:13 53:13 discover 88:23 discovered 55:12 discrepancy 203:17 discretion 19:21 70:9 71:3 discriminated 64:14 discrimination 75:19 discriminatory 74:11 discuss 58:24 97:1 165:6,11 178:23 discussed 58:9,10 59:19 63:19 67:13 82:14 133:13 165:18 179:14	discussion 64:4 187:7 discussions 169:5 dismiss 78:24 86:1 86:11 106:20 107:5 176:21,24 177:5 184:19 dismissal 84:12 85:23 100:19 dismissals 85:25 86:5 dismissed 86:3 97:24 136:18 142:8 197:20 198:20 dismissing 84:14 disposition 84:12 100:17 dispositions 94:4 dissipated 78:12 dissolution 146:22 180:5 distinction 202:9,14 District 8:7 59:16 61:20,22 62:11 71:8 disturbing 111:3 disturbs 171:13 divide 167:9 division 10:3 136:22 149:2 152:23 153:9,15 154:4,5 155:4 162:18 163:10 167:7,19,25 divorce 51:8 158:11 161:17 165:8 201:12 divorced 55:23 146:24 divorcing 142:13 doable 181:17 docket 77:24,24,25 78:2,18 83:25 84:5 93:12 135:16 137:14,14 149:8 154:11 165:24 167:4 168:3,4 171:15,20 176:7 177:23,23,25 181:19,20 dockets 138:16 doctor 48:9 document 5:25 82:3 145:15 173:1 208:1 documentation
--	---	---	---	--

<p>24:25 documented 5:14 11:4,6 dog 147:17 dogs 47:21 doing 19:10 20:18 24:13 31:7 33:21 34:18 35:15 39:12 52:11 55:20 68:7 76:18 88:5 91:4 92:22 95:10 101:12 109:5 110:2 137:16 150:2 168:11 198:22 204:18 dollar 19:24 dollars 36:15 37:14 37:21 38:20,23 39:19 139:21 domestic 1:2,21 2:6 2:7 3:10,15,25 4:2 4:10 6:5,9,12 9:7 9:17,22 10:14,20 11:5,10,14,19 18:23 22:11 25:4 30:1 31:10,10 32:3 33:8 40:17 51:8 55:13 57:10 57:12 58:23 59:1 59:4,18 60:22,25 61:5,13 64:2 68:16 76:24 77:5 77:13,15,16,22 78:2,24 79:12 80:6,12,24 81:1,3 81:16 82:17 83:24 84:10,24 85:7,8 86:15 87:17 88:2 88:16 89:2,8,23 90:11 91:21 92:11 92:18 96:6,8 98:8 99:9,19 100:2 101:18,19,20 104:16,20,23 105:11,20,21,21 105:25 106:4,8,11 107:8,9 108:11,15 108:21 109:7 110:9,10 111:6,19 111:25 113:23 116:17 118:19 119:20,23 121:9 122:8,16,19 123:10 124:3,5,10 125:8,11,13 126:11,16 127:8 127:24 129:11</p>	<p>130:14,22 131:21 132:8 134:8 135:16 137:13,19 137:23 138:5,24 139:2 140:2,12 144:19 146:3,18 148:18 149:4,7 150:10,12 151:7 153:8,13 154:11 154:19 158:20 161:5,17 162:10 163:7,19 167:20 167:21 171:15 177:25 179:17 194:8 198:24 200:21 204:13,23 205:3 donate 20:11 done 11:2,25 15:8 24:18 29:6 33:17 45:11 77:9 79:10 82:14 98:7 109:3 121:24 128:24 133:1 141:23,24 143:5,6 145:2 151:23 155:14 157:22 162:24 163:3 180:11 187:5 door 45:23,25 46:1 46:4,5,7 47:10,12 62:3 138:12,15 147:2,5 164:11 195:25 203:6 doors 167:7 double 205:21 doubled 13:8 doubt 56:10 88:1 99:6 103:3 129:15 down 30:18 46:20 47:13,14 48:1 50:10 51:20 52:6 54:20 72:10 94:23 140:15,25 142:17 150:15 163:8 167:7,17 168:9 170:5 172:7,7 180:7 186:4,9 209:13 downs 87:20 Dr 64:4 drafted 137:1 drafting 62:12 172:22,25 drain 129:3 134:1 184:5 dramatic 132:24</p>	<p>draw 71:21 dream 46:19 drinks 31:16 148:20 drive 47:7 149:25 Driven 2:5 8:13 drop 148:14 dropped 42:25 46:3 148:1 180:7 193:3 drove 141:1 drowned 136:24 137:9 drug 101:25 149:11 149:20 dude 158:4 166:17 due 82:24 83:10 84:14 124:25 dumb 167:15 dumped 136:10 dunk 136:23 during 19:16 48:20 133:14 147:25 190:2 duties 163:10 179:8 duty 24:7 77:9 82:18,20,21 DV 83:11 138:10 157:12 DWI 56:9 92:12 121:12 DWI's 88:6,14 110:7 dynamics 183:5</p> <hr/> <p style="text-align: center;">E</p> <hr/> <p>each 11:9 20:23 21:12 23:23 25:23 25:25 49:19 115:19 119:4,7 138:14 147:19 151:8 174:6 189:7 189:8 208:15 ear 156:5 earlier 29:2 33:14 50:7 96:3 98:11 106:4 188:9,18 190:10 191:3 194:4 early 76:25 77:12 94:22 146:12 188:19 189:15 207:18 Earth 154:18 easier 54:6 67:11 101:3 105:19 easily 15:15 134:2 182:13 east 1:8 27:9</p>	<p>eastern 83:18 96:9 easy 5:8 69:23 124:16 125:5 188:13 189:14 economic 19:16 35:19 37:9 38:15 66:24 70:20 economy 59:21 62:17 ed 133:20 educate 75:1 101:22 175:8 187:18 educated 35:4 187:21 educating 75:5 education 160:24 161:1,22 162:12 162:15,15 175:6 177:10 188:11 191:14 educational 21:12 effect 54:25 60:5 110:15,20 126:19 128:7 139:18 151:15 152:25 153:10 effective 11:18 15:24 92:22 93:4 109:2 effectively 68:13 efficiency 59:21 effort 5:24 62:18 82:2,23 efforts 76:23 186:8 egregious 95:1 eight 147:4 either 12:7 67:1 103:11 124:25 129:19 186:22 198:15 elder 149:10 150:25 151:3 171:17 177:2 elderly 149:16,19 151:4 elected 6:17,21 7:1 7:2,7,15,17,22 90:5 112:13 election 7:22 electronic 182:16 element 146:13 162:20 183:12 elements 66:16 105:19 185:24 elevator 167:17 168:2,15 eleven 27:24</p>	<p>Elliott 173:14,19 176:6,12 178:16 179:21 180:6,18 181:5,11,18 182:1 182:3,19 183:20 185:1 eloquently 187:10 email 165:11 emails 43:13 188:12 emergency 36:20 48:2 132:24 191:10 emotional 53:11 66:21,22 159:12 emotionally 153:6 empirical 31:7 32:7 90:21 empirically 88:23 employed 109:13 210:10,13 employee 210:13 employees 173:23 employer 64:11 67:19 200:22 employment 64:16 empower 187:18 188:3 191:5 empowering 187:12 en 118:5 enacting 126:5 encourage 12:5 28:24 30:3 34:10 98:11 107:13 150:22 encouraged 171:8 end 5:15 22:16 25:16 49:6 72:7 83:24 113:22 161:15 183:22 184:7 endangered 204:6 endangering 105:18 204:1,14 endangers 70:10 endeavor 115:13 190:23 ended 3:21 49:5,11 78:11 136:18 157:8 ends 79:17 enforce 107:9 149:17 enforceability 197:5,8 enforcement 2:8 5:2 5:13 9:25 10:18 11:12 28:10 29:5</p>
--	--	--	--	--

72:13 79:21 120:22 121:16 122:2 128:16 130:4 133:19 134:9,14 175:18 177:12,15 178:21 181:22 182:4 186:13,22 188:21 190:5,20 191:11 198:8 enforcing 107:7 engage 16:24 67:1 170:7 engaged 191:11 enhance 104:20 115:14 enhancements 115:2 enhancing 59:9 61:18 63:16 110:8 189:11 enlightening 5:5 enough 28:23 53:16 131:12 136:20 137:16 158:19 161:11 167:12 183:14 184:2 192:18 enter 66:7 69:12 121:3 153:2,3 181:5 entered 44:18 148:8 148:15 152:13 153:20 155:5,7,15 156:12 159:2 181:4,6,19 enters 137:3 151:24 enthusiasm 137:5 entire 21:21 60:5 90:6 127:2,5 entities 4:1 entitled 155:1 entity 37:12 193:14 entrap 64:5 entries 121:2 environment 35:7 188:5 epidemic 49:25 208:10,20 equality 61:15 equation 206:1 equivalent 31:21 Erica 122:7 escalate 87:3,10 escape 47:22 134:16 especially 73:8 105:1 107:11	125:4 essential 20:17 essentially 106:14 established 9:24 estate 38:25 estimate 203:1 estimation 12:22 et 81:10 84:8 Evan 64:4 even 3:14,17,19 9:21 13:23 20:18 24:13 27:2 38:9 42:9,9 53:6,8 56:16 61:3,12 67:17 70:12 74:21 79:23 82:19 84:15 84:19 87:3 94:25 111:18 112:12 114:14 141:13,15 144:3 174:1,22 178:4 183:16 184:12 199:13 evening 45:15 ever 15:18 51:25 55:22 86:10 109:10 131:21 142:21,24 159:4,5 161:5 166:19,20 170:3 183:24 199:13 every 7:13 9:13,13 38:6 56:6,7 71:10 73:16 77:17 82:18 82:23 83:13 88:6 88:7 93:11 103:4 119:21 122:9 131:1 133:9,21,25 134:6 140:1 143:10 144:7 149:8 153:2 158:25 160:6,25 161:7,22 162:7 163:17 167:17,20 167:21 168:16,22 182:25 191:8 192:12 208:13,14 209:4,8 everybody 3:5,6 8:8 8:9 52:4 138:2 148:1 161:13 167:9 168:10 171:22 174:12 everyday 9:12 everyone 56:5 135:1,5 185:23 206:22 209:19 everyone's 3:9	everything 43:8 50:7 79:22 94:6 144:23 165:4 179:1 205:14,15 everywhere 146:16 evicted 147:4 evidence 31:8 116:6 116:13 117:15 141:15 194:13 196:3,8 evident 132:20 evidentiary 67:8 100:13 evil 42:23 ex 69:5 72:8 87:7,8 115:3 125:3 137:4 153:3 161:15 168:7 176:5 178:10 181:6 183:8,9 194:18,21 194:22,25 195:14 196:4,13,14,16,20 200:17 202:9,11 exacerbate 53:11 exact 192:8 exactly 38:17 63:6 136:21 157:1 191:20 192:16 examine 66:2 157:15 examined 70:8 example 66:20 68:24 69:3 77:21 126:14 127:7,21 146:20 167:15 examples 64:25 exceed 127:23 excellent 40:4 77:11 105:10 130:9 143:18 except 163:11,15 182:16 exceptions 116:23 excuse 42:9 46:1 127:21 executed 140:9 Executive 3:24 6:14 6:16 8:15,19 exist 9:2,7,16 60:10 110:9 145:24 204:16 existed 9:10 199:13 existence 30:22 63:21 exists 119:2 145:16 208:21 expansion 37:18	expect 31:20 expectations 208:4 experience 7:20 33:14 49:21 77:11 111:13,23 112:22 113:13 201:10,13 201:15 203:1 experienced 56:19 experiences 12:17 expert 154:19 expertise 94:16 experts 139:25 160:1,6 explain 50:12 107:16 explained 51:16 exposure 150:10 expressed 122:13 extent 74:17 95:10 102:9 extra 28:24 75:18 190:4 extraordinarily 7:10 extraordinary 49:16,17 extremely 5:4 94:18 ex-wife 42:4,5 55:12 eye 4:5 54:5	196:18,20 197:3 204:19 205:20 fairly 32:20 63:23 63:24 93:9 164:23 fall 4:22 73:6 75:14 135:19 fallacies 193:8 falls 102:21 118:3 false 152:25 153:10 familiar 93:19 families 3:17 70:21 135:11 150:21 151:7 193:24 205:5 209:10 family 10:5,10,15 21:22 45:2 49:13 50:10,13,19 57:10 59:8,12,19 61:10 61:11,25 62:20 75:11,13 78:4 80:7 97:4 98:24 99:3 103:12,13,15 103:18,18 123:19 130:4 135:18,23 136:22 139:5 150:6 152:1,16 154:12 155:4 158:17,18 162:6,6 162:7 164:11 183:24 186:3 202:23 203:11 204:19
F				
fabulous 149:5 150:5 face 49:2 66:6 135:22 156:24 faced 79:1 183:24 faces 147:14,17 148:24 facilities 34:4 facility 174:9 facing 205:21 fact 50:23 53:10 61:5 76:18,19 93:1 97:12 130:11 197:12,18 198:4 204:14 facto 67:17 factor 102:10,16,18 103:7,8 factors 75:18 92:4 104:10 facts 97:25 118:9 factual 32:4 fail 73:1 139:15 failing 205:11 failure 182:9	fan 8:17 fancy 142:24 far 5:4 27:12,14 33:15 44:5 61:3 73:15 85:11 farm 58:16 farmers 58:19 faster 47:7 fastest 152:16 fatality 2:9 58:2,4 108:12,22 135:6 139:2,8 144:19 158:20 169:13 194:2 195:6 207:6 father 147:23 158:14 fathers 149:2 father's 146:18 fault 157:22 203:5 favor 108:16 121:11 121:14 134:10 favorite 142:19 faxed 25:3 fear 71:21 74:21 159:11,13			

fears 166:24	143:8 152:9,10,11	59:12 74:24 77:8	forget 103:22	52:14 163:18
feces 147:16	152:11,12,24	77:14,22 80:24	159:17 187:24	friendly 130:3
federal 38:20 39:18	156:13 165:13,14	81:17 101:9	forgot 157:19	friends 32:15 45:2
100:22 117:21	171:5 174:6	137:15 146:3	forgotten 45:24	50:14
125:18,24 126:21	175:12,12 177:15	156:13 157:11	formal 81:18	frightening 15:20
127:17,17,23	179:5,5,10 184:19	164:6 167:3	129:16	36:14 37:8 48:13
156:1,9	201:11	169:20 182:22	formed 77:4	from 3:7 6:18 7:4
fee 25:12,19,20,21	filed 42:19 44:15	183:12 199:1	former 6:17,19	7:16,24 11:10
25:22 27:1 179:20	73:16 84:24 85:11	204:12 206:11	199:16 206:24	12:13 20:14 21:4
180:3,5,10,15,16	85:11 89:10 95:16	209:15	formerly 111:1	22:2,18 23:2 27:9
feedback 110:6	96:13 127:20	fist 51:18	Forsee(ph) 8:17	28:14 33:13 38:14
feel 13:17 31:19	136:15 141:9	fit 156:6	forth 128:8 143:11	43:18 45:25 47:12
36:2,5 46:20 61:8	149:20 168:8	five 13:2 23:21 32:2	fortunate 123:22,23	50:21 52:11 59:17
65:8 72:4 95:6	175:19 179:11	76:6 92:17 111:23	131:15 160:20	60:3 63:18 65:14
121:8 123:23	191:8 198:15	145:22 176:19	forum 62:5	67:2 73:9 75:4,7
127:19 132:22	199:17	190:21	forums 4:12	78:1 80:18 82:1
186:20 187:24	files 42:9 73:20,23	fix 189:14	forward 5:19 20:20	88:3,12,13 95:18
198:6 208:2	93:13	fixed 142:8	40:18 49:20 74:22	98:16 100:9,11,12
feeling 17:19	filing 25:12,18,21	flabbergast 168:13	84:15 96:2 120:20	101:1,8 105:4
133:21 169:24	25:22 78:11 95:13	flag 63:20	131:15 139:7	107:3 109:1 110:2
feels 13:20 31:17	98:20 171:6	flags 49:9 58:12	found 11:8 41:11	115:8 116:6,12,24
133:5	174:13,22 179:20	flickering 136:4	42:2 43:21 45:1	117:7,9 119:5
fees 180:9	180:5,9 183:21	flights 167:19	48:3,6,17 73:21	124:3 125:19
feet 47:14,15	197:24	168:17,20	105:16 111:3	126:6 127:25
felon 148:21,23	fill 11:20 175:1	floor 8:20 57:4	127:10 142:21	128:4 129:12,19
felonies 85:5,6,8,16	188:20	76:15 135:11	157:16 166:4	129:23 132:2
85:16,16 114:14	final 84:12 208:23	147:17 167:8,18	foundations 170:1	135:2,5 137:5
felony 90:13 105:11	finaliy 41:15 140:25	167:24 173:18	founding 193:23	139:9 147:16
105:18,21 110:12	158:5	Florida 163:4,6	four 9:9 11:13	157:13 159:19
115:3,15 148:7	financed 37:19	172:13	12:24 13:5 37:5	163:5,15,22
felt 44:9 45:9 48:14	financially 210:14	flow 38:1	86:18,25 90:11	167:24 169:25
49:4,12 52:12	find 11:24 27:11	flush 170:3	91:24 92:17 94:23	173:5,6 174:16
130:2 131:11	42:2,5,17 47:19	focus 35:16 37:20	110:18 133:20	177:4 178:1
female 125:12	55:18,19 98:18	59:7 150:9 187:7	134:2 136:1	183:23 185:3
few 39:19 48:12	105:4 112:13	188:16 205:7	153:24 168:16	191:6 192:6,22
58:20 117:18	137:8 162:4	focuses 57:20	174:5 176:18	193:18 196:22
133:3,4 136:19	168:24 174:12,25	folks 39:13 75:4	178:11,16 180:2	198:13 201:18
142:6 152:9 156:7	176:9	94:5 147:7 200:15	180:16 183:8	205:22 208:14
field 122:5	finds 166:14 176:1	follow 25:6 81:14	184:11 200:8	front 16:14 44:1
fiercely 65:23	fine 76:4 175:3,9	172:11 184:5	fourteen 124:22	46:4,7 95:2 107:4
fifteen 54:21 89:6	finish 48:15	188:22 203:24	fourth 121:13	119:20 174:19
89:15 129:12	finished 137:13	following 83:8	frame 194:23	196:9
160:23 161:4	firearm 28:11,13	109:7	framework 4:9	fruitful 208:3
164:14 167:19	112:10,24 124:18	follows 85:4 153:16	170:13	frustrated 176:13
168:17,19 194:20	125:1,5,6,15,23	154:2	frank 103:23	176:14
Fifty 124:17	126:20 127:11,16	food 64:7	frankly 129:11	frustrating 183:6
fighting 178:1	128:4 132:15	fool 148:20,22	133:25	frustration 159:15
190:17	133:1	football 147:9	free 95:6 140:3	full 8:9 19:3 24:12
fight 167:13	firearms 105:7,14	Force 1:2,13 3:1	141:5	36:18 56:7 63:25
figure 29:18,23	112:16 125:7,10	61:9 66:2 67:9	frequency 100:23	66:8 69:9 87:2
30:5 35:9,25	125:20 126:7	76:23 112:20	186:10	122:10 130:13,16
file 25:14 27:7 70:9	128:1,17	202:24	frequently 64:7	144:5 161:14
71:1,5 72:11	fired 74:13	forced 107:5	97:13 98:18 99:1	178:12,17 183:9
73:17 82:4 83:9	first 6:10 7:19 8:14	foregoing 210:5	188:16 198:10	194:19 196:21,25
83:13 94:10	9:1 21:10 27:19	foresight 89:7	fricking 166:2	197:4,6 198:19
107:23 114:21	41:2 51:13,25	forever 154:16	Friday 45:7	199:3
126:1 141:13,16	54:13 57:5,22	200:22	friend 41:6,12 45:4	fully 53:14

<p>fun 153:25 function 90:7 fund 38:8,8 66:9,10 192:8 funded 189:8 funding 10:16,17 22:15,18,22,23,25 23:1,2 39:18,22 131:4,9 160:22 161:18 169:25 187:3 192:7,21 193:4,13 funds 19:9,13 24:15 162:4 189:10 192:19 further 9:22 19:24 40:8 82:25 90:2 136:2 202:8 210:12 future 108:7 122:16 145:4 158:15 186:4 200:22</p> <hr/> <p style="text-align: center;">G</p> <p>gain 182:14 GALIA(ph) 175:16 gap 126:5 128:14 204:16 gas 127:12 gave 49:11 79:4 89:9 142:25 143:19 147:13 158:12 187:17 gay 58:22,25 61:6,8 61:10,15,21 62:12 63:13 64:10 67:15 68:19,21 69:15,17 70:18 74:14,15 gazillionth 155:13 general 1:15,20 3:4 3:22 4:11,13 5:12 5:12 8:1,6 21:24 22:15 23:5,11,18 24:17 25:8 27:15 31:4 32:23 33:25 36:11 37:11,25 38:19 39:6,8,23 40:3,7,12,15,23 49:14 50:2,5 53:23 55:9,24 56:23 57:1,7 61:19 62:1,10,21 62:25 63:4,8,11 63:24 66:14 67:12 68:14,20,25 70:25 72:6 74:5 75:22 76:5,9,15 80:14</p>	<p>85:21 87:13 88:9 88:12,20 89:4 93:7 94:1 95:4 102:8 109:23 110:22 113:12,15 113:17 115:25 117:9 120:1,6,9 120:15 121:7 129:18 130:21 131:2,18 132:10 132:22 133:8,12 134:3,12,21 135:4 145:8,11,18 146:1 146:6,9 152:14 159:20 162:9,17 163:9,14 164:3 165:21 167:1 169:3,8 171:23 172:4,9,19 173:7 178:14 180:19 182:20 184:23 185:2 191:24 193:15 195:3 202:18 203:22 206:3,6 209:18 generally 26:13 87:1 111:5 174:15 195:21,22 General's 1:1 171:24 generated 169:4 gentlemen 119:8 174:8 Gentry 197:10,13 geographically 9:8 23:25 Georgia 13:10 156:22 166:3 gets 25:3 90:7 94:16 100:12 115:19 134:14 161:23 191:8 getting 12:12 16:2 45:22 56:17 69:22 80:9 83:15 94:4 94:25 129:23 130:18 147:1,3 170:14 175:12 183:1,9 197:22 girlfriend 104:3 147:21 148:19 girlfriend's 147:24 girls 54:1 55:3 give 20:3 36:8 50:8 51:23 60:5 72:5 76:20 77:21 84:22 86:10 91:23 94:8</p>	<p>99:13 104:25 105:3 123:15 127:4,7 147:10 151:14 158:19 163:25 164:1 168:6 170:1 173:7 181:7 196:15 197:14 209:4 given 15:9 23:19 56:15 77:22 92:13 92:24 97:25 99:20 99:20 111:16 112:22 113:11 118:9 123:12 157:23 gives 64:25 153:25 206:23 giving 21:14 80:17 97:18 163:24 192:19 glad 77:6 go 11:19 12:10 14:25 15:2 27:14 29:5,8,22 30:11 30:12 32:12 34:21 34:23 35:21 36:2 39:24 44:5,8,16 45:4 47:23 54:14 55:24 63:14,15 65:14 73:15 77:9 77:13,25 80:11 84:15 85:20 86:16 86:17 92:8 102:8 107:24 108:1 112:3 121:10 122:4 126:16,17 126:21 132:1,4,19 137:10 141:10 143:21 150:11 154:6 158:14 159:5 160:25 161:2,2 162:4 163:22 166:7,16 166:17 175:16,25 179:14 183:11 190:9 191:19 192:20 193:13 198:17,18,25 199:2,12 200:20 203:10 208:18 goal 4:19 6:1 11:16 208:11 goals 67:21 God 49:10 50:19 143:12,13 154:6 166:16 goes 13:25 24:25</p>	<p>30:18 69:7 121:13 153:24 194:24 205:23 going 12:5,15 13:13 14:24 15:2,2,3 16:17,20 18:6 20:24 21:7 29:16 38:18 41:1 42:15 46:25 47:4,7,19 50:16 51:16,19 52:19 54:11 56:11 68:20 71:5,24 74:22 78:5 80:3,4 90:1 91:15 92:12 92:16 93:2 96:2 103:8 105:19 110:19 114:9,23 115:8 119:21 122:24 123:1 128:16 129:22 132:25 133:24 135:22 138:22 140:21,22 142:3,4 142:23 145:6 147:10,16 149:14 149:15,17 151:15 151:16 155:16,21 157:6,8 158:15 159:3 160:5 161:8 161:8 164:1 165:1 165:19 166:4,22 166:22,23 168:24 169:15,23 174:4 175:24,25 176:21 183:8,14 189:11 191:21 199:19 201:19 203:15 205:10 206:17 207:25 gone 54:3,4 80:18 90:14 95:8 99:16 159:3 good 3:4 5:7 10:21 39:23 40:12 49:9 56:23 57:5 66:19 68:24 69:2 71:1 72:10,16,25 73:17 74:6 75:24 76:13 99:13 104:24 108:13 111:10,11 112:18 113:7 117:1 121:19,25 128:24 130:25 134:21 137:16 140:10 154:8 172:19 176:5 185:1</p>	<p>Google 166:14 168:25 Googles 166:13 gorgeous 140:14 gosh 14:2 gotten 158:2 governing 180:11 180:14 government 139:19 161:21 Governor 169:4 GPS 65:1 grabbed 47:9 Grable(ph) 187:16 grace 49:10 grade 160:16 Grandma 149:25 grandmother 177:3 Grandview 6:22 10:25 22:10 grant 71:3 130:13 131:4,8,13 193:3 granted 65:18 127:9 132:23 183:9 198:16,19 199:4 grants 193:1 grapple 117:17 118:18 grateful 5:16 grave 44:6,7 52:16 great 7:19 30:20 31:18 34:18 40:5 56:4,16 97:7 112:1 117:16 148:4,14 164:3 172:18 173:3 184:24 185:15 193:17 greater 19:19 61:24 greatly 57:17 Green 150:8 grew 58:16 Grisamore 1:18 32:24 33:2,12 39:7,8 116:1,2 131:19,20 159:21 159:22 160:9 172:10,11,17 191:25 192:1,15 ground 59:22 167:24 grounded 49:21 group 133:17 160:20 groups 75:2 Grove 41:21</p>
--	--	---	---	--

growing 152:16 182:15 205:19 grueling 161:3 guard 43:3 44:13 51:20 52:5,15,24 guardian 65:19 136:17 137:2,6 152:11,12,14 153:3 155:8,21 199:8,22 201:22 guess 25:18 32:9 91:5 114:2,15 166:13 174:23 201:6,6 guest 135:7 guidelines 96:1 guilty 84:12 102:3 103:12 105:10 148:8 157:16 Gummels 172:21 gun 15:14 16:21 18:20 31:15,16 32:10 46:9,9 47:2 47:11 48:5 52:13 124:16 140:21 142:3 gunpoint 142:1 guns 18:15 128:11 128:12 142:19 guy 32:11 102:15 119:14 148:14 158:17 166:11,12 168:21 170:25 171:1 guys 34:18 36:3,6 50:6 51:4 80:18 159:19 205:16 guy's 156:17	136:6 157:9 handling 6:4 91:21 handout 27:19 hands 174:18 happen 24:25 35:22 50:20 56:11 83:23 88:19 141:20 155:1 160:5 170:20 174:14 178:2,8 189:18 happened 17:1,17 54:21 89:11 93:24 157:24 166:10 174:3 185:19 199:18 202:12 happening 46:19 186:1 188:15 happens 14:5 24:21 28:11 29:4,15 67:6 90:23 106:25 118:5 141:17 152:15 154:23 178:24,25 happy 21:19 80:22 109:20 122:12 142:11 harassing 43:17 harassment 124:7 hard 24:20 34:21 37:5 68:6,12 116:22 151:22 154:3,8 168:24 182:3,7 205:15 209:4,11 harder 109:1 209:9 hardest 175:21 hardships 66:6 Hardy 6:24 harm 59:11 63:18 71:22 72:18 116:7 159:11,13 Harrisonville 8:4 Hart 136:8 hate 177:11 hateful 43:15 hats 58:21 Haven 150:11 having 18:17 37:1 57:6 76:14 77:9 106:20 108:3 120:14 121:1 125:1 128:25 135:13 177:17 185:7 188:14 189:9 190:5 197:7 200:5 head 46:9,24 47:2	47:11 74:24 87:16 112:21 140:21 142:3 147:13 151:9 156:3 157:2 158:3 heal 36:22 health 10:1 132:2,5 132:9 187:25 192:6 204:7,9,10 204:11 healthy 188:9 hear 3:5 54:12 56:7 57:21 87:24 115:7 115:8 122:25 148:6,23 149:14 161:17,17 186:21 heard 18:2 45:23 47:18 63:18 89:9 92:19 105:6 108:23 122:24 140:7 148:22 150:25 151:17 171:14 185:15 194:3 201:10 hearing 1:4 3:1,2 20:10 65:25 68:5 69:9 75:7,10 77:23,24 78:8,18 80:3 96:23 136:15 143:14,15 155:9 156:21,22,23 157:8,14 161:15 166:23 167:25 176:7,17 177:18 194:15 202:21 208:13,15 209:20 210:6,7,11 hearings 33:5 107:25 119:5 143:13 206:9 hears 54:13 153:19 heck 149:18 heightened 74:9 heightens 14:1 Heights 7:23 held 4:12 22:2 31:15 46:9 96:5 140:20 141:25 142:2 helicopters 31:24 47:21 Hello 185:8 help 4:25 14:5 17:19 21:1,16 29:18,24 30:4,8 35:8 51:2 83:6 97:17 98:12	103:11 108:2,4,7 117:5 140:17,19 140:25 141:3 142:2 150:17 164:12 170:5 176:1,15 194:7 200:25 helped 51:15 200:20 helpful 67:11 80:16 198:25 helping 29:22 175:1 183:3 helps 178:21 her 8:18 15:13,16 15:16 16:3,15,24 17:14,19 25:7 29:11,21,23,23,24 30:10,17 31:15,16 32:10 35:9,18,20 35:21 36:22,23 37:2,3 44:7 45:24 46:2 52:18 54:25 55:1,1,21 57:7 63:19 77:4 79:7 89:8,12 96:23 98:14 102:15,15 115:9 119:1,1 122:9,10 136:9,10 136:23,24 137:10 140:14,19,20,21 141:3 142:3,3,8 150:1 153:22 155:5,25 156:2,2 156:5,5,7,24,24 157:13,15,22,25 157:25 158:11,12 158:18 159:1,2,5 159:6 163:20,24 165:11,15,17 166:15 168:6,7 177:4,4,5,5 188:3 188:3 195:25 201:22 202:3 herself 35:9 140:20 hesitant 41:23 Hey 54:13 69:17 149:23 166:9 high 5:24 11:24 14:17 19:1,2,16 27:21 28:1,7 29:12 33:21 54:3 54:4 56:12 123:4 123:6 124:11,13 124:14,19,20,24 125:2 131:6 208:3 higher 83:10 108:8	160:15 highest 104:14 highlight 5:1 59:5 highly 206:21 Highway 47:8 him 41:9,12,24 42:11,12,18 43:4 43:8,21,21,23 46:14,14,15 48:17 52:11 55:18 94:12 140:17,25 141:1,4 142:14 143:19,21 148:16,18 156:15 156:18 157:5,7,16 157:17,18,23 166:5,7 168:7 171:5 176:10 187:11 195:19 201:18,25 205:13 himself 42:11 49:3 142:4 hindrance 199:25 hire 152:19 hired 149:1 historically 29:5 history 55:13 58:15 79:18 114:24 121:25 hit 47:10 116:18 201:22 202:4,5 hitting 201:24 hold 70:5 81:7 128:19 156:24 189:25 holding 32:11 128:11 190:1 201:23 202:5 205:8,13 Hole 150:7 holes 81:10 holiday 155:22 home 4:24 34:21 41:23,25 42:3,7 43:4,8,8,16,18 44:3,4,16,18 45:9 45:17,18 46:15 48:21 105:8 112:25 142:5 159:5 homes 128:11 homicide 3:21 108:21 111:15,17 123:25 homicides 124:1,2 125:12 honestly 201:3 Honorable 135:8
--	--	--	---	--

H

H 210:4
half 84:22 93:8
109:15 120:17
206:12
hallway 155:12
174:5,7
hammer 70:5
hand 7:19 12:2
29:21 48:5 65:14
65:15 201:12
205:12
handed 43:19
handle 47:10 77:23
92:18 121:20
166:22
handled 82:6 89:12
89:16 94:2 135:16

<p>honored 76:10 hooked 188:23 hope 5:10 10:21 18:15 21:21 22:14 24:5 45:4,17 99:5 122:14,17 123:21 193:19 196:17 hopefully 159:24,25 194:21 hopes 49:7 101:14 hoping 44:25 Hopkins 11:3 horrible 143:11 144:8 146:17,25 147:22 hospital 48:1 81:13 81:21 105:2 141:1 141:2 156:22 hostages 64:6 hotline 9:11 24:6,7 48:17 109:18 123:10,12,14,15 141:3 hotlines 12:1 hour 23:19 47:8 81:7,16 82:16 104:23 120:17 133:9 149:9 168:4 189:25 hours 24:11 32:10 48:17,20 79:9 82:12,22 129:14 133:21,25 134:2,5 134:6,6,20 149:9 150:14 156:12 158:3 161:2 162:7 189:20,23 house 7:2,2,8,16,22 10:21 21:6,22 22:14 24:5 28:13 32:19 41:21 43:6 44:1 45:5,17 46:6 46:10,17 47:16,23 54:22 81:9 122:14 122:17 123:21 140:18 142:1,7 150:12,14 165:18 193:19 household 59:8,13 61:12,25 62:20 housing 36:21 37:13,15 39:3,12 39:15,21 64:16 97:18 huge 17:6 21:8 33:24 98:8 99:10 102:18 103:7,8,9</p>	<p>138:1 147:8 human 57:13 187:25 humane 171:20 humbling 49:3 hundred 206:16 hundreds 206:16 hurt 13:22 44:10 45:14 46:12 48:24 96:20 hypothesize 68:15 68:21</p> <hr/> <p style="text-align: center;">I</p> <p>idea 39:4 53:15 69:22 105:10 113:7 114:11,14 130:9 169:14 ideal 192:11 ideas 5:7,19 18:22 66:15 67:20 75:24 114:10 146:11 178:6 206:16,17 207:3 identify 4:21 5:11 identity 64:15 ID's 83:5 iliac 48:7 imagine 13:21 122:3 145:22 168:18 208:1 imagined 208:3 immediate 7:25 immediately 12:1 16:1 28:14 48:1 65:24 175:17 182:4 impact 3:15 16:6 17:6 91:6 204:25 impacted 17:15 impeach 79:3 118:13 impeachable 118:15 impeachment 118:2 imperative 191:18 196:7 implemented 207:20 importance 110:1 important 18:21 31:7,9,20 32:6 36:23 58:14 76:21 76:25 94:18 108:1 109:21 131:12 170:20 177:12 185:24 189:17</p>	<p>191:16 192:14 198:21 199:7,21 200:3 205:17 impossible 142:2 176:3 impressed 207:1 208:8 impression 86:10 91:23 improve 6:3 56:20 170:4 improvement 108:14 inadmissible 117:12 inappropriate 71:13 inaudible 9:20 11:14 12:14,15 21:11,16 24:12 26:16 27:2 29:4,7 34:24 37:5,6 41:3 50:23 64:17 65:20 69:12 71:16 115:5 115:20,23 incapacitated 105:3 incarcerated 99:9 142:22 incentivize 114:16 114:16 incest 62:7 incident 28:11 125:14 131:25 incidents 94:23 112:11 125:11 include 108:18 204:9,10 included 66:18 includes 9:25 10:6 60:12 74:3 190:11 190:14 including 7:15 70:1 96:10 117:22 118:2 167:5 195:11 income 37:15 39:11 inconvenient 107:25 increase 19:17 21:4 increased 26:5 37:9 increases 16:2 125:10 195:15 increasing 59:24 incredible 13:4 incredibly 70:12 182:25 Independence 24:4 41:1 93:22 153:19</p>	<p>INDEX 2:1 Indiana 13:9 indicated 58:11 202:8 indicates 123:4 indicators 63:20 individual 32:8 34:9 38:20 67:18 67:23 194:18,22 195:12 196:14 individuals 3:16 6:6 22:16 23:11 37:1 60:16 65:6 195:2 207:14 individual's 65:11 indulgence 75:24 120:12 202:22 inexperienced 164:23 influx 207:24 information 15:8 24:19 25:2,3,5 68:5 69:6,7 80:19 86:7 94:19 95:2 113:10 122:15 123:12,15 145:4 175:15 178:9 179:3,6,8 180:22 182:12,16 189:4 199:19 200:1 informed 53:14 initial 58:12 61:13 initially 20:25 129:4 initiate 122:22 initiates 95:24 123:5 injured 81:12 123:8 injuries 81:8 82:3 83:3 95:11 99:25 100:6,7 103:16 injury 79:17 81:20 87:12 91:24 119:21 inmate 101:4 inmates 99:9,18 input 115:8 inserted 72:8 inside 44:13 81:9 134:5,20 insistent 41:24 instance 27:6 133:1 instances 106:23 108:24 183:17 instead 95:8 101:4 173:20 instruct 132:18 instructed 103:5</p>	<p>instrumental 10:11 insurance 35:20 insure 118:25 119:9 intend 139:6 intended 62:11 intense 70:22 intensity 19:15 intensive 161:14 intent 98:20 intention 20:13 84:11 interact 37:12 85:18 interaction 113:22 interactions 96:6 interest 8:23 73:3 73:25 122:14 123:1 146:10 interested 58:7 87:14 110:6 118:17 206:21 210:15 interesting 18:10 63:12 90:18 144:16 203:8,25 interface 131:21 interfaces 39:10 interfere 103:13 190:22 interfering 103:14 interject 69:19 international 154:19 internet 188:12 interrupt 89:17 144:1 interrupted 95:5 intervene 11:17 15:21 intervenes 13:20 intervention 10:2 122:20 143:18 146:12 155:23 188:19 189:15 207:18 intimate 60:14 intimidation 84:18 98:6,9 101:13 intoxicated 104:8 introduce 6:6 21:6 introduced 14:14 20:25 62:19 122:17 introducing 116:12 inure 163:10 invaluable 199:11 199:11</p>
--	--	---	---	--

investigate 105:1 132:7	110:1 132:2,5 133:13 134:9	156:17	207:19,19,23	104:10 105:19
investigates 122:9	140:1 149:3	jobs 77:22	judgement 119:1	112:5,21,25
investigating 104:23 201:9	165:12 175:20	Joe 1:20 8:1 120:19	judges 60:3 65:21	114:21 115:16,20
investigation 81:14	185:25 189:17	138:3 160:13	83:15 103:25	117:6,18 118:19
83:1 95:10 113:10	204:20,22 207:5,6	John 4:11	117:23 118:1	118:21,24 125:11
116:6 117:15	207:6	Johns 11:3	133:18 137:7	126:3 135:19
126:24 127:2,3	issuing 53:9	Johnson 27:8,10	138:6 140:4,5	137:13 139:25
130:19 202:8	item 2:2 154:15	join 33:1	143:13 154:18	143:8 144:10
investigations 126:11 131:7	179:7	joining 135:12	156:10 160:3,5,11	148:25 149:12,25
investigators 191:4	I-70 43:25	185:6	160:25 162:1,6	150:24 151:14,16
investing 5:23	<hr/> J <hr/>	joint 141:21 148:5,5	163:12 164:22	152:17,20,23
investment 38:17	Jackson 7:5,9 10:6	Jolie 1:17 6:20	165:25 177:11	154:7 158:1,18,19
38:23	17:22 23:2 27:14	72:15	206:19	159:12 161:15
investor 38:24	76:1,10 77:5	journey 59:5	judge's 87:15	164:5 165:11
investors 39:13	80:25 82:22 83:14	judgment 7:19 8:2 25:8	118:17	166:20 167:14,15
invite 21:16 64:3	83:18 84:23 89:25	25:10,21 26:1,9	judgment 44:24	168:8,25 170:6,23
invoked 106:20	91:14 93:10,16,17	26:13,17,23 27:4	judicial 8:3 10:1	171:21,25 173:19
involve 61:20 98:2	96:9,21 98:7 99:6	31:14 51:5 53:6	59:20 62:17	176:22 181:16
124:6 126:11	106:2 107:13	56:7 68:8 70:25	160:24 161:19	182:22 183:9
involved 3:20 4:1	109:5 123:19	71:2,10 72:7,14	162:22 173:16	184:3,7 185:18
16:3 61:23 72:20	135:10,16 136:9	73:14,14 78:21,22	191:15 196:8	189:22 190:22
73:19 80:9 86:22	139:6 143:17	79:5 87:21,25	judiciary 137:5	196:6 201:11
90:2 94:25 108:17	150:7 163:20	88:10 104:1,8,11	160:21	202:11,14 205:1,9
118:11 126:23	169:16 193:24	115:7 117:2 118:6	jump 47:12 72:15	208:19,24 209:1
179:2 183:25	197:23 204:18	118:7 126:25	75:25	justice 59:24 90:3
193:25 207:21	Jacqueline 11:2	127:4 135:13,25	jumped 50:21	104:13 134:16
involving 105:11	jail 15:3,3 98:16	137:2,3 138:6,10	June 17:12 30:25	138:7 191:19
200:18	99:7,8,10,15,17	141:15 143:5	124:3,4	208:20
isolated 29:25 30:2	100:23,24 101:2,3	144:1,7,9,11,13	jurisdiction 20:23	Justus 1:17 6:20
issued 72:20	101:8 114:18	144:14,16,17	21:13 25:25 85:19	74:7 151:19
issue 3:10 9:20	119:15 141:8	145:8,10,13,17,21	88:4 152:1	juvenile 152:10,11
23:22 40:17 60:21	142:23	145:25 146:5,8,10	jurisdictions 23:24	152:23 153:9
60:23 63:16 67:14	JANET 210:4	146:14 151:19,21	93:25 187:20	170:12,16,20
73:3 74:8,12,19	January 123:17	151:24 153:2,14	jurors 101:24 102:4	171:4,11 205:7
76:21,24 83:15	Jason 1:16,24 6:14	155:19 156:13	103:23,24	juveniles 170:18
91:2 92:10 94:15	6:15,15 7:7	157:8,20,21,21	jury 80:4,10 102:25	
97:6,16 103:18,24	109:23 113:20	158:11 159:22	103:1 104:1 127:1	<hr/> K <hr/>
109:22,25 117:19	203:22 209:1	160:4,12,14,15,17	158:5	Kanatzar 76:11,13
119:5 120:3	jealous 109:13	161:3,9,12 162:5	just 8:3 9:3 13:22	76:17 85:24 86:2
131:12 132:22	170:24,25	162:10,11,12,13	14:6 18:24 19:13	86:6 87:23 89:6
133:7 148:9	Jeff 1:18 7:5 32:24	162:14,16,17,20	20:3,17 21:8 22:6	89:19 90:1,17
149:16 161:18	32:24 40:9	162:23 163:5,13	24:15 26:4,21	91:12,18 93:14
173:10 177:1	Jefferson 3:7 169:5	163:17 164:8,13	27:11,18 29:13	94:13 95:6 102:18
186:11 187:25	Jerry 138:17	164:19,20,23	32:1,14 33:15	110:14 111:8
188:9 189:24,24	154:17	166:1,5,8,16,19	34:14 35:21 38:5	112:18 113:6
205:19 208:9,20	Jim 76:11,11 87:13	167:3 169:6,11,15	39:9 42:3 47:1	114:8,20 115:6
issued 69:9 71:12	87:22 89:4 109:24	169:19 170:10,19	49:11 50:4,13,25	116:10 117:16
71:13 178:11	110:24 116:2	171:12 172:1,6,12	51:3 52:8,20 53:1	119:11 120:13,14
194:21 196:21	Joan 172:21	172:15,20,23	53:2,7,12,14,19	124:20 187:9
200:19 202:10	job 41:11 43:12,13	173:3,8,14 175:12	54:17 55:16 56:8	KANATZER 76:3
issues 4:15 5:11	44:2,12 52:12	175:14 176:4,9	63:1 68:3,14	Kander 1:24 7:7
13:13 39:5 58:8	54:8 77:2 82:15	177:1,3,17 179:19	70:15 71:15 72:15	55:10,11 113:18
67:13 75:2 102:22	91:21 99:13	181:11 184:9,15	72:25 73:19 74:14	113:19 114:9
104:18 105:9	111:10 112:1	184:16,17,18,22	76:21 77:18 78:24	115:5,16 180:20
	128:24 137:16	199:5,6 200:9	82:14 84:22 87:20	180:21 181:9,14
		202:7 206:19,20	89:9 92:11 93:13	181:21 182:2,8
			94:15,20 103:23	Kansas 1:3,7,9 5:6

6:22 8:25 9:4,8 10:23 13:7,13 14:14 15:6 16:6 22:11 23:25 33:19 41:13 44:15 48:18 48:18,21 70:14 75:3,3 83:19 87:6 93:18,22 96:9 118:22 135:10 172:2,8 193:19 206:13 207:20 keep 54:11 68:1,4 69:3,25 82:11 93:14 128:19 153:11 178:22 201:18 keeping 35:17 99:8 Kelly 1:19 7:12 31:5,6 38:11,13 38:22 40:7 53:24 53:25 54:10,16 67:25 68:10,18,23 69:2 71:7 73:14 74:1 85:22,23,25 86:4 88:18,22 90:19 102:6,9 173:14,16 182:21 184:24 208:12,13 Kendall 40:18 57:2 57:3 75:22 Kentucky 154:17 172:13 kept 42:24 43:24 156:15 179:4,9 key 20:10 45:25 57:23 182:17 kicked 13:22 156:7 kid 153:22,23,24,25 154:1 kidnaping 142:22 152:21 kids 19:7 54:8 140:14 141:18 142:10,15 143:24 146:24 147:20 149:5 154:2 155:11 159:19 170:25 171:2 181:23 Kiki 1:23 7:1 kill 15:16 18:20 47:19 50:18 109:12 125:16 138:14,14 140:21 142:4 157:6 166:15 171:3 killed 16:20 18:13	18:14 19:22 123:7 killer 170:23 Kim 185:3,5 193:15 kind 9:16 14:24 19:17 20:3 21:18 32:7 34:21 37:7 37:16 38:22 50:15 58:6,20 79:13 84:22 110:6 111:3 113:20 114:13 115:1 130:10 134:16 158:19 162:1 193:3 199:7 199:19 200:1 kinds 31:25 69:20 King 166:3 167:6 knew 12:14 17:3 44:22 46:2 47:5,9 48:23 63:6,12 72:12 knife 156:4 knocked 147:2 knocking 151:7 know 9:13 14:11 15:23 17:4,25 19:5,12,16,18,21 20:12,14 21:12,19 21:20 24:12 25:11 26:25 27:12 28:9 28:12,22 29:11,13 29:14 30:2,3,8,10 30:12,17 31:23 34:14 37:3,15 38:13 39:3 41:3 46:8 50:9,12,14 50:16,18,20,24 51:19,22 52:2,4 52:17,20 53:1,4,5 53:12,17 54:2,5 54:19,21 55:2,4 55:15,16,20 56:8 62:2 66:24 67:1 69:13,18,21 70:16 71:15,21 72:14 73:15 74:21 75:8 75:14 79:15 83:7 83:20 84:3 87:21 88:8,17 90:6,17 91:14,23 92:17 93:20,23 94:4,13 94:18 95:10,15 96:18 97:3 100:21 101:1,2,6,8,21,25 102:2,11 103:2 104:12 105:6,23 106:12 109:17 110:16,17,19	112:16 113:6,8 114:2 115:22 116:5,19,20 126:4 126:8 128:10 131:24,24 134:13 137:11,21 138:17 139:13,14 140:18 141:13,15 142:6 142:20 144:24 146:10 148:13,19 149:1,13 150:3,4 150:21,23 151:9 153:14,24 156:16 156:25 159:13,15 160:12 161:4,18 162:25 163:4 165:16 168:3,23 168:24,25 169:19 169:23 170:3 171:17,25 172:2 174:8 175:14,23 176:17,18,22 177:14 178:25 179:3,5 182:24 184:18 188:14 190:12 193:10 196:6 197:7,9,19 198:12 199:1,13 199:18,22,23 200:4,17 201:21 201:25 202:3,3,6 202:11,14,22,25 203:6,7 204:19,20 204:23,24 205:2 205:14,17 207:13 209:12,13 knowing 48:13 56:2 108:16 195:25 knowledge 14:1 111:4,6 113:3,3 known 6:11 197:2 knowns 3:15 16:22 29:24 50:19 94:10 141:16 161:13 195:24 Koster 1:15 3:4 21:24 22:15 23:5 23:11,18 24:17 25:8 27:15 31:4 32:23 33:25 37:11 37:25 38:19 39:6 39:23 40:3,12,15 40:23 49:14 50:2 50:5 53:23 55:9 55:24 56:23 57:1 57:8 61:19 62:1 62:10,21,25 63:4	63:8,11 66:14 67:12 68:14,20,25 70:25 72:6 74:5 75:22 76:5,9,15 85:21 87:13 88:9 88:12,20 89:4 93:7 94:1 95:4 102:8 109:23 110:22 113:17 115:25 117:9 120:1,6,9,15 121:7 129:18 130:21 131:2,18 132:10 133:8,12 134:3,12,21 135:4 145:8,11,18 146:1 146:6,9 159:20 162:9,17 163:9,14 164:3 165:21 167:1 169:3,8 171:23 172:4,9,19 173:7 178:14 180:19 182:20 184:23 185:2 191:24 193:15 195:3 202:18 203:22 206:3,6 209:18 <hr/> L <hr/> lack 39:20 77:10 89:22 90:16 92:13 186:1,2,21,23 187:3 189:21,22 lady 41:16 151:9 Lamb 1:16 6:14,15 69:19 109:24 131:4 192:10 193:9 203:22,23 lamps 81:9 landlady 147:6 landlord 64:12 147:2 language 31:8 59:23 60:15 62:19 65:8 66:16,17,22 159:14 197:14 LAP 14:14 19:14 24:14 large 104:3 106:1 128:17 larger 91:14 209:10 last 5:6,21 17:12 18:1,10 30:25 36:3 44:11 84:13 84:21 124:22 135:15 136:5	137:20 138:2,4 150:6 156:3 170:25 185:20 197:2 198:14 202:17,21 206:13 late 3:7 later 41:10 42:1 80:4 89:15 107:24 112:21 127:10 158:3 164:15 200:25 latitude 160:10 law 2:8 5:2,13 9:25 10:18 11:12 28:10 29:5,10 33:22 57:11 59:19 60:19 61:13 65:10 69:13 71:3 72:13 73:9 79:21 82:12 116:4 116:12 117:1,6 118:24 119:2 120:22 121:16 122:2 125:18 126:5 127:23 128:2,3,6,15 129:5,5 130:3 133:19 134:8,14 137:10 139:10 153:1 154:6 162:8 170:7 175:3,4,18 177:12,14 178:21 181:22 182:4 186:13,22 188:21 190:4,20 191:10 202:23 203:12 laws 4:5,14,20 26:24 60:22,25 61:5 104:20 126:5 127:23 209:14 lawyer 51:8 136:14 137:8 141:11,18 141:19 148:2 156:16 lawyers 140:4,6 141:10 143:9 151:3 152:20 165:9 lay 110:11 199:14 Leader 82:19 leadership 208:25 leads 56:11 183:7 leaps 65:10 learn 4:25 158:21 170:8 learned 77:12 leasing 42:3 least 11:11 23:13
--	---	---	---	--

31:18 32:18 41:14 69:4 83:14 109:15 112:17 138:15 161:14 168:2,14 189:7 196:17 leave 28:25 34:20 42:15 43:6 44:14 50:14 97:2 136:3 151:14 165:5 193:2 204:21 205:24 leaving 43:15 99:2 Lee's 22:10 24:4 120:20 123:17,21 127:8 130:22 131:15 left 6:20 7:2 42:13 44:7 100:16 147:7 156:7,9 157:5 165:5 193:3 208:12 leg 46:18,20 48:3 legal 57:2,11 67:4 102:10,15 117:24 140:2 141:21 148:5 152:10,11 158:12 171:9 legislation 73:24 101:23 103:21 107:7,8,11 108:13 112:11 117:5 126:9 128:10,14 legislative 104:19 110:21 116:25 151:20 207:5 legislator 201:2 legislators 21:25 208:12 209:1 legislature 5:17 32:17 88:2 135:18 136:8 137:1 139:9 208:18,21 legitimate 112:4 leisure 82:9 length 3:14 34:3 36:22 158:24 lesbian 58:25 61:6,8 61:11,15 64:10 69:15 less 19:19 77:2 111:23 112:23 126:12 156:11 158:2 190:20 lesson 49:5 let 12:15 29:17 50:20,23 51:19 52:5 63:13 69:19	83:19 84:3 109:16 134:13 143:10 147:5 156:18,18 157:5,7,9,16,18 159:9,17 165:2,10 166:5 171:25 172:2 190:9 209:12,13 lethal 11:5,12,23 91:16 109:17 lethality 2:4 8:11,12 10:12 11:7,25 12:11,20 13:7 19:1 22:7,8,17 24:18 28:1,7 33:21 56:16 57:20 91:9 109:6 122:17 122:20 123:3,20 124:9,23 125:2,10 193:25 letter 123:18 136:24 157:20 letters 84:1 let's 8:9,12 30:8 166:16,17 level 39:18 58:9,10 63:19 71:19,20 79:13,14 81:4,6 83:11 86:17,19 87:1,5,9 88:10,15 88:17 89:11,12,14 89:23 90:11,13,22 91:4,6,25 92:14 93:6 94:8 95:19 96:5 99:8 105:21 105:21 106:5 110:18,18 114:25 115:10 117:21 121:9,14 127:20 131:6 180:15,16 181:3 205:23 levels 38:10 58:5 69:14 88:5 128:25 187:21 LeVota 21:5 LGBT 59:6,25 66:5 74:8 75:20 Liaison 162:15,15 lie 103:8 142:17 lies 42:2 life 8:24 18:8 35:3 37:6 44:23 58:13 58:19 64:5 86:25 138:10,23 145:2 156:24 159:7 161:9 183:18 184:21 187:23	188:3 204:8 lifted 147:11 light 66:11 111:11 136:12 like 8:10,21 9:4 19:18 20:2 23:24 27:6 30:7 32:25 40:17,23 41:16 46:19 50:11,13,24 54:2,25 55:5 57:5 58:20,24 61:17 64:3,6 65:8 71:15 72:2,17 73:22,22 75:25 85:17 87:24 91:3 108:13 110:3 114:13 115:7,20 120:16 133:5 134:22 139:4 141:22 144:9 147:4,15 149:14 149:21 155:13 159:1,4,8,10 163:12 173:1 178:2,7 181:4 185:25 187:7,24 188:16 189:13 190:19,25 200:7 201:16 likelihood 16:2 limb 165:23 limitations 96:3 limited 20:12 39:25 59:16 92:25 125:12 limiting 62:4 line 22:17 44:23 56:9 71:21 72:8 116:22 119:20 135:20 164:10 175:3,9 186:19 205:21 lined 138:12 lines 140:17 link 69:8 linking 101:9 list 40:8 99:21 140:1 listen 54:1,11 101:6 listening 50:6 litem 136:18 137:3 152:12,14 153:3 155:8 199:8,22 201:22 litems 65:19 137:6 literally 206:15 little 16:3 30:25 35:2 52:25 53:7	67:10 72:5 85:17 112:23 115:17 120:3 136:10 137:12 138:10 140:9,14 141:5,18 142:9,15 146:21 147:4,13,18,22 159:19 171:2 178:9 live 41:1 96:11 105:5 149:22 157:12 171:8 172:2,7 188:4 lived 147:1 156:5 lives 14:12 17:3 61:11 121:24 living 68:2,16 126:14 140:20 143:25 148:10 149:24 local 4:22 58:9 69:16 127:12 180:14,25 207:22 208:19 locate 48:6 located 171:10 location 12:2 lock 44:13 167:6 locked 48:1 167:7 lodged 48:7 log 42:10 logic 68:9 long 6:24 15:3 30:22 34:10 116:11 121:18,22 133:24 135:21 144:11 154:21 159:2 161:14 176:4 200:24 205:4 longer 69:6 78:9,25 120:11 look 4:5 5:19 14:2 15:9 18:17 42:7 49:8 53:3,4 64:3 69:20 70:8 83:1 91:8 92:9 95:20 99:23 113:8 133:6 138:18 145:1 165:15 172:14 175:22 181:4 185:22 188:1 191:1,20 199:1,3 200:22 201:6 looked 92:2 148:11 155:16 165:13 189:24 202:13	looking 33:3 51:21 52:4 59:13 103:1 107:20 122:1 126:9 143:8 190:25 195:7,8 202:23,24 206:17 looks 8:10 9:4 77:17 Los 125:14 lose 66:12 193:4 loses 86:21 losing 146:25 loss 203:3 lost 75:14 131:8 lot 32:16 35:16 39:12,17 51:7 52:14 54:4,6,12 56:13 73:8,17 80:10 84:9 87:10 93:15,16 103:11 111:12,13,22 113:21 126:12 134:14 149:7,10 149:11 160:2 176:20 177:13,13 178:5 183:2,14,22 184:11 185:10 189:19 190:1,12 193:4 194:10 195:16 197:9,18 197:19,25 198:21 198:23 199:9,23 200:16 201:9 202:25 206:25 207:18 lots 49:6 200:10,23 200:23 loud 68:4 Louis 5:6 7:24 111:1 144:2 206:11 Louisiana 203:18 love 55:2 189:6 low 37:15 39:11 190:7 lowered 166:5 lowering 186:9 luck 167:15 lucky 83:14 174:9 174:10,19 192:17 197:23 lump 115:21 lunch 120:17 134:25 135:2,5 luxury 130:15,17
--	--	--	--	--

M

mad 44:23 53:18,19

<p>made 16:9 43:8 68:9 78:9 89:21 104:19 121:18,22 130:1 138:23,25 140:10,18 143:12 143:13,21 168:17 187:1 188:13 191:12 202:9</p> <p>magnitude 32:4,4 mail 83:5 197:1,3 mailed 197:1 main 202:23 203:2 mainly 145:20 maintain 67:18 133:9 maintaining 67:14 67:22 134:7 major 21:3,15 29:25 majority 82:5 make 4:20 13:19 14:24 18:7 21:20 25:5 30:8 35:21 38:9,23 44:13,22 48:22 53:18,18 67:10,24 70:3 73:15,20 75:17 80:14 81:18 82:23 91:19 95:3 97:23 98:22 105:12,19 109:25 110:5 111:11 115:3 117:7 120:10 123:14 129:16 138:16 139:12 142:1 146:12 154:7 156:15 158:16 160:10 161:25 168:19 169:17 179:8 181:2 183:18 188:22 191:9,9 207:11 208:23 209:14</p> <p>makes 19:6 39:14 40:9 56:5 79:8 105:14 123:9 158:5</p> <p>making 4:6 13:16 45:3 69:23 70:2 179:2,4 196:9</p> <p>MALE 75:21 mama 55:1 man 58:22 60:7,10 135:21 140:8 141:4 147:8 149:3 166:17,18</p>	<p>manageable 168:9 managed 47:22 Manager 131:11 mandate 207:8 mandated 161:25 162:3,5 180:8 186:16 mandatory 133:14 139:13,14 140:5,6 160:4,8,10 162:2 180:3 maneuver 187:16 manipulate 106:11 manipulation 66:25 manipulative 41:18 manpower 190:7 manufacturing 204:4 many 3:18,20 4:15 5:7 11:9 12:22,23 15:17 19:20 23:5 23:19,21,21 26:15 26:17,18 35:18,21 37:18 39:19 48:8 51:4 53:3,4 55:5 57:8 58:21 59:18 62:15 65:7,21 66:7,10,12 67:4 71:12 77:20 79:15 86:5 89:13 90:21 98:2 99:16 100:2 103:25 106:23 108:23 121:24 130:22 131:1,16 144:3 145:6 162:7 173:15 174:11 176:18 183:2,2,10 183:10,17 189:13 192:2 194:9 197:22 198:16 209:6 marched 142:15 Maria 40:18,19,25 41:9 49:15 50:1,3 50:15 51:5 56:24 57:6 markers 195:8 market 39:5 marks 137:24,24 marriage 60:9,20 60:21 61:4 married 106:3,15 119:3 Mary 193:18,21 202:19 206:4 Maryland 10:13,13 10:15 11:3 12:19</p>	<p>13:6 23:2 122:18 mass 171:13 material 118:15 math 130:25 matter 35:13 48:14 97:12 102:13,13 103:18,19 136:18 140:12 matters 31:8 32:13 may 5:2 20:15 35:19 52:25 53:10 53:15 64:20 67:3 72:9,18 73:19 78:22,22 79:5,5 80:5 81:11,14 83:4,7 91:3 98:5 98:25 106:17 112:24 145:8 150:18 165:21 195:18 196:20 207:17 maybe 13:24 18:3 18:11 23:9 33:5 36:7 61:12 64:23 73:21 94:25 105:3 110:2 112:20,23 114:24 115:23 162:3 189:3 202:7 202:13 Mayor 131:10 McCaskill 77:4 79:20 89:7 McDonald's 142:11 McGuire 59:15 Meal 142:11 mean 10:3 13:21 17:4 19:25 24:15 26:25 27:2 28:17 29:1 33:24 36:14 48:24 50:22,24 54:12 56:4,5 66:23 68:11 74:16 86:10 91:22 102:16 111:11 117:25 141:24 146:7,15 148:25 161:12,13 168:12 168:15 177:7 200:22 201:10 202:4,6 203:13 204:17 205:14 meaningful 6:2 73:7 means 51:12,24 52:22 69:24 82:6 94:7 128:15 186:9 meant 52:9 63:6 202:4</p>	<p>measure 69:10 medical 81:15,21 83:3 medically 10:2 meet 9:10 30:7 91:16 127:23 137:12 177:15 185:12 191:10 meeting 5:21 7:13 43:1 97:21 meetings 3:8 4:19 5:5 22:2 207:2 meets 95:25 Megan 45:18,24 Mel 135:14 member 59:9,13 61:12,25 62:20 139:5 193:24 members 5:16 63:5 67:4 98:24 200:6 memorandum 145:22,24 172:22 men 18:13 55:5 57:16 64:5 186:5 201:8 mental 35:19 102:22 132:2,5,9 204:10,11 mention 41:17 mentioned 30:21 74:20 104:22 112:9 129:9 160:1 172:12 188:18 192:1 merged 149:8 merit 206:17 mess 114:21 message 62:12 177:20 messages 43:13,15 83:6 97:2 met 18:10 39:9 41:2 45:17 137:4 163:5 methamphetamine 204:4 meting 206:2 metro 9:8,24 10:3 10:12,22 33:19 MHDC 37:14 38:16 39:10 Michael 41:2,6 42:6 43:14,17,18,24 44:3,11,14,19,23 44:25 45:3 46:4,7 46:21,25 47:10,19 47:21,23 48:13,16 48:23 49:2,12</p>	<p>Michael's 47:6 microphone 40:24 middle 104:4 149:9 151:6,11 165:8 171:15 might 41:17 48:9 53:19 70:8 75:13 87:21 110:5 115:15 149:4 151:17 176:10 191:17 192:24 193:9 203:24 mightily 208:15 miles 47:8 168:16 military 68:16,22 74:16 Miller 8:14,22 12:18 22:8,21,23 23:8,13,15 24:24 27:22 28:4,16 30:24 33:13 35:11 36:17 40:13 million 36:11,15 139:21 mind 89:18 93:14 103:17 172:6,7 mindful 66:5 84:17 98:24 mine 32:15 49:7 minimal 10:17 minimize 98:9 201:16 minimizing 31:12 201:17 minority 27:10 minute 76:6 129:13 minutes 3:7 120:16 134:23 141:8 miracle 158:6 166:2 mirror 66:17 misconstrue 91:19 misdemeanor 89:3 105:11 115:7,15 121:4 misdemeanors 85:5 85:15 miseducation 186:2 missed 193:6 missing 137:24,24 Missouri 1:1,7,15 1:16,21 3:24 4:9 6:8,13,16,19,21 7:8,16,24 8:7 9:9 10:22 18:12 19:15 20:21 33:19 37:13 41:1 57:3,11,15 58:4,5,20 59:5,13</p>
---	--	--	--	---

<p>59:15 60:9,20 61:4,16 64:14 69:15 71:11 73:10 73:13 76:22 80:25 82:12 105:24 106:7 110:7 116:11 117:19 118:23 125:21 126:8 135:17 137:18,22 138:7 152:17 157:16 161:20 185:3,8 186:24 189:2 192:22 197:11 203:9,25 204:6 210:2,19 Missourians 59:25 misuse 184:6 MO 1:9 models 172:12 modify 146:22 mom 50:14 146:23 150:16 moment 9:4,13 46:2 49:3 200:17 209:2 mom's 153:21 Monday 167:16 174:4 206:13 money 5:9 64:7 137:7 139:15,20 169:22 170:4,6 207:3,4,18,24 monitor 165:20 monitors 167:23 month 42:1 62:7 130:23 153:24 201:23 202:6 monthly 9:11 months 41:20 78:10 83:8 124:23 142:7 144:15,17 148:16 moody 41:18 MOP 80:13 MOPS 187:5 morbid 52:17 more 4:25 5:9,22 15:17 16:4 23:15 32:2 39:15 42:5 45:3 49:8 50:4 52:25 53:2,7 59:20 61:3,12 65:4 67:8 85:8 86:18 87:1 91:5 92:8 94:14 97:14 104:25 109:2 112:9 114:2,17,17 128:18 138:12</p>	<p>146:9 151:1,16 171:20 173:22 178:7 188:13,24 189:1,21 190:10 190:19 192:5 201:17 202:13 205:7 206:16 207:21 208:3,19 209:10 mores 80:7 morning 3:4 6:11 27:18 49:1 57:5 76:11,13 79:9 120:24 137:14 138:11 142:9,10 165:7 167:16 168:16 174:4 179:15 201:21 most 7:15,17 8:5 14:23 15:7,11,24 20:16 27:5 35:3 50:22 52:25 58:1 63:5 83:15 89:11 90:12 91:15 93:4 97:10,10 106:2 113:13 125:17 147:21 152:7,8 177:23 182:13,17 191:9 201:15 203:15 motel 48:18 mother 141:19,25 148:2 149:13 155:12 171:6 mothers 205:20 mother's 44:5 52:16 136:9 motion 114:4,7 146:22 motions 114:13,17 motive 116:15 mouth 31:15,16 32:10 54:15 MOVA 185:8 186:18 move 38:14,15 41:22 46:25 131:14 151:2 174:23 moved 42:1 45:25 46:1 100:15 142:23 movement 185:20 moving 159:23 170:11 much 5:23 6:22 18:2 27:18 31:3</p>	<p>35:14,25 36:5 40:2,4,22 41:16 49:15 51:4,11 56:24,25 58:9,10 75:23 76:17,19 100:12 101:3 110:25 120:11 132:13 135:9 153:25 155:19 160:18 166:15 169:11 172:20 173:4 174:1 184:3 184:24 188:13 193:16 206:4 208:3,4 MULES 94:8,16 121:2,4 175:16,25 180:22 181:3,4,7 181:20,22 182:14 207:12 MULES(ph) 94:4 multiple 10:9 126:12 138:9 municipal 26:7 87:19 88:4,15,17 89:24 90:11 109:25 110:7,10 113:21 114:14 126:15,16 179:23 179:24 180:14 207:8 municipalities 85:19 88:24 93:17 197:24 municipality 26:9 26:14 179:25 murder 117:18 141:5 murdered 136:9 154:1 murders 137:23 must 118:3 137:11 137:21 153:5 172:2,7 muster 72:22 88:1 myself 44:13 45:11 45:24 47:19 50:12 53:15 121:20 173:15 188:15</p>	<p>nation 137:19,23 national 31:20,22 139:25 140:10 150:5 160:6 163:6 nature 38:15 60:14 133:20 155:14 naught 146:15 near 169:3 nearby 47:16,18 nearly 3:19 147:23 155:11 necessarily 30:15 64:22 75:8 115:10 183:11 necessary 5:24 79:11 87:9 96:17 114:16 187:4 necessity 187:11 need 5:22 9:16 17:24 19:15 23:9 34:11 36:1,5,13 36:14 37:24 38:19 38:22,24 53:2,2 53:20 55:19 74:25 75:6 76:3,6 82:10 82:11 90:20 103:3 103:19 104:19 105:4 111:14 115:21 138:1 140:5,6 144:20,25 146:16 149:6 150:18 154:22 164:12 166:20 172:25 174:20 175:14 178:23 188:3 189:6 191:14,20 needed 17:23 44:21 46:16 96:17 107:10 142:7 192:15 196:10 needs 17:13 19:18 37:2 54:14,15 64:19 65:9,23 83:21 84:19 94:24 116:24 128:20 133:6 137:11 138:2 161:13,13 185:12 186:15 188:2,10 189:24 negotiate 165:6 negotiators 48:19 neighboring 189:5 neighbors 140:19 178:1 neighbor's 46:6,9 neither 210:9</p>	<p>nerves 156:25 net 185:9 Network 122:19 185:4,9 networking 65:3 never 11:14 12:12 20:24 41:6 49:11 50:19,23 54:14 70:19 73:7 103:22 111:17,17 116:18 116:19 140:23 141:23,24 143:7 144:3,4 148:17 149:3 156:17 158:5 167:14 183:20,23,25 new 30:21 58:2 77:13 109:4 138:6 147:3 150:11 151:14 166:22 168:6 newly 77:4 Newman 1:25 7:21 27:16,17 28:2,8 28:21 30:20 31:2 110:23,24 112:8 113:2,16 132:11 132:12 169:9,10 169:17 170:10 208:16 news 49:2 137:21 137:22 140:10 next 16:1 25:6 27:9 32:12 39:24,25 40:16 42:19 45:7 46:25 48:12 49:1 64:18 145:19 154:15 155:25 173:9 183:11 185:2 187:7 193:17 night 44:17 93:12 nineteen 54:6 Nixon 169:4 nobody 51:24 148:16 154:2 183:24 205:13 206:1 none 104:5 145:17 177:16 non-compliant 184:4 non-offending 203:11,14 norm 103:17 normally 12:12 93:24</p>
---	---	---	---	---

norms 103:10	78:20 81:12 82:10	28:20 30:4 43:17	185:15 192:25	79:2,3 105:14
north 24:1	82:24 100:4 105:8	43:20 69:16 109:8	200:13	113:22 117:19
Notably 60:1,22	109:25 113:24	109:16 123:4,9,14	one 6:20 12:1 13:11	122:2 127:3
Notary 210:18	114:3 130:16	129:13,15 133:4	15:15,18 17:25	142:20 152:9
note 190:19	149:3 196:13	136:22 150:13	19:5 20:2,7,18,25	170:21,21 175:25
noted 122:1	200:9	152:10,12 171:11	21:10 29:25 31:22	177:11 178:11,19
notes 21:25 179:12	occasion 96:15	176:1 196:8 210:5	32:14,17 33:15	183:7 194:8
nothing 52:9,22	105:15 113:14	officers 23:16,17	37:5,5 42:1,19	199:22 206:1
90:23 119:8	133:2	81:6,7 86:14 94:5	44:20 45:3,16,20	onto 39:16
139:16,17 141:8	occasionally 177:21	95:9 122:15,21	50:4 51:5,6,9 56:1	open 9:14 47:11
150:20 165:5	178:22 179:9	124:9 128:11	58:5 59:18 61:2	62:3 72:25 141:13
169:16	occasions 44:4 95:8	130:12 131:25	62:22 64:19 66:25	167:4 203:6
notice 196:15	occupancy 36:6	132:3,6,19 150:11	67:7,12,17,25	opened 62:23 147:5
noticed 151:24	38:10,21	190:5,23 207:13	68:18,21 71:8	165:13
notify 84:7	occupants 38:4,5	offices 95:9 97:8	72:3 74:13 77:21	opening 63:13
notion 118:23,24	occur 64:21	111:9 189:1 192:3	83:18,18 87:9	118:23
134:14	occurred 4:17	192:17,23	88:7 89:1 90:22	operating 40:6
November 127:7	127:8 141:21	officer's 78:23	92:3,3 97:9 99:5	168:2,15
nowhere 41:7	145:1 198:14	official 25:1	101:18 102:20	operators 24:6
number 18:12,14	occurring 57:21	often 29:25 35:3	104:1,17,21 105:1	opinion 63:25 87:24
33:7,7,9 44:22,24	58:12 107:3	71:13 78:7,12,17	109:2,4,24 110:5	89:5,12 106:7
45:1 74:13 75:24	occurs 95:21	79:1,16 92:6	111:9,11 112:8	118:17 132:23
84:25 85:11,12	odds 106:6	93:20 96:12,24	117:17 119:7	152:7 162:18
86:8 89:10,15	off 28:20 47:6 63:8	97:14 100:7,13,15	122:8 123:22	192:11
90:25 101:1,5,6,9	68:16 87:15	100:21 101:2,7	126:25,25 127:1,2	opinions 87:15
123:22 125:2	112:21 135:7	102:19 106:17	127:4 129:18	opportunities
136:13 151:14	147:17,24 148:24	107:1,15,22	130:11 131:9	173:12
154:15 168:23	151:8 173:20	114:18 144:6	136:13 137:8	opportunity 21:15
169:5 170:23	174:2 190:16	182:12 183:19	138:1 139:24	121:1 127:5 170:2
178:13,15 190:11	offender 66:10	184:4 186:21	142:8 143:17	208:22
190:14 192:9	107:4	192:24 194:17	147:19 149:9	opposed 115:6
193:7 207:2	offenders 83:11	198:9 201:10	152:3,7 153:18	opposition 118:22
numbers 14:10,13	99:21 113:13	203:4	154:18 155:3	option 18:22 29:7
24:10 33:24 36:8	190:2,9	oh 14:2 50:14 86:2	156:24 158:23	88:8
59:14 84:23 89:9	offending 65:23	144:11 157:19	161:21 162:21	options 29:23 36:25
92:19 93:3 186:10	offense 95:19	158:23 162:13	163:15 164:6	42:17 180:13
192:6 209:9	121:13 182:11	166:16,19 173:5	168:2,8,14 170:23	order 6:7 9:15 23:1
numerous 4:14	offenses 79:14	181:23	174:6 175:21	37:4 42:18,25
110:17	offer 107:3 154:12	Ohio 60:22,23	179:7 180:3,8,14	43:22 51:23 52:21
nutshell 128:16	159:8 193:12	Ohioans 61:6,8	181:12 183:5	53:9 55:14,22
	offering 40:16	okay 26:1 28:8	184:7 186:18	56:3 63:23 65:16
	100:17 106:18	39:24 46:10 76:2	190:22 194:12	65:20 66:20 67:16
O	offers 57:16 84:4,8	95:6 134:3,22,23	195:1,7,8 196:3	68:1,5 69:9,22
Oak 41:21	193:19	146:1 149:13	198:24 199:5	71:9 72:9,21
oath 144:25	office 1:16 6:16	155:3 156:11	200:4,20 202:20	81:23 83:4,13,16
observation 109:24	22:3 57:20 58:1,7	162:13 173:3,9	203:1,7,25 204:3	86:23 96:23 98:9
110:5	77:6,8 82:4 86:13	177:7 182:2 185:2	205:25 206:1,11	98:15 100:24
observe 96:16	89:8 92:6 93:9	Oklahoma 203:18	206:12,13 207:14	107:2,4,14,19
observed 147:23,23	96:7,25 97:8	old 54:6,7 149:13	ones 209:15	108:4 114:1,1,3
obstacle 90:9	108:19 110:4	151:9 198:4	one-tenth 31:22	114:22 115:19
obtain 12:10 125:3	111:2,15 112:4	201:23 202:6	ongoing 133:15,19	125:3,20,22
obtained 10:16,19	114:6 163:19,20	olds 153:25	online 65:3 206:23	126:18,18,20
20:13 130:13	171:24 174:24	once 24:17 69:12	only 9:1 11:13	127:9,16 128:3,5
obtaining 108:7	178:18,20 189:7	77:15,16,25 83:17	13:17 19:21 23:1	136:16 137:4
122:14	192:12	100:11 106:13,25	36:19,20 48:3,14	141:9,12 142:8
obtains 194:18	officer 8:15 13:19	126:18 144:25	50:20 60:6,10	143:11 144:5
obviously 20:4	14:20 17:5 18:18	149:19 153:10	69:7 72:11 74:18	148:8,16 149:16

<p>149:17 151:24 152:3,6,13,18,19 152:22 153:2,20 154:20,24 155:5,7 155:15 156:12 158:2,24 159:2,7 159:11 171:11 176:4,5 177:18 181:6 194:14,18 194:19,19,21,22 194:25 195:13,14 195:18 196:4,4,10 196:13,14,16,20 196:21,25 197:4,6 197:19 198:19 199:2,3,10 202:1 203:13,20 Orders 2:12 51:10 56:15 57:19 59:11 59:14,17 62:6,17 62:18 64:20 65:13 65:18,22 66:3 71:12 74:2,3 87:2 98:12 107:8,9 113:24 114:19,25 115:14 119:19 125:19 126:6 127:25 132:16 136:7 154:16 162:19 164:16 170:11,14 171:14 178:10,12,17 180:23 183:1,9 189:18 193:20 194:10 196:12 197:24 198:8,13 198:15 199:12 200:17 202:10 ordinance 20:20 25:13 26:6,7,7,15 87:7 179:23,24 180:15 ordinances 26:19 26:24 27:7 Oregon 13:10 organization 93:10 orientation 64:15 original 133:14 OSCA 200:8 OSCA(ph) 175:8 other 13:5,8,10 17:1 17:8,16 18:9 20:19 22:16 31:19 32:14 56:20 60:20 64:8 66:5,17,18 68:4,9 70:16 71:7 74:18 75:16,17</p>	<p>78:4 87:20 90:12 96:11 97:8 98:5 99:21 101:22 103:22 105:6 106:16 109:13,20 115:19 123:2 126:4 128:10 131:16 134:15 138:14 144:21 145:6-147:9,19 158:23 162:1,4 163:3 165:25 170:25 172:14 174:6 180:13,22 182:20 184:23 196:23 197:21 202:18 203:17 204:13 205:12 206:4,20 207:17 209:6 others 5:8 64:24 70:18 174:11 208:6 otherwise 15:22 16:8 90:8 99:12 117:4 210:14 other's 151:8 ought 73:23 out 3:5 11:19,21 12:7 16:8 19:10 19:25 21:2 22:4,7 22:19 23:25 27:11 29:18,23 30:5 35:9,25 40:20 41:7,14,25 42:2,2 42:5,17 43:8,10 44:9 45:1 46:10 46:11 48:3,13 49:22 52:14,15,19 54:7 55:5,18,19 55:19 56:17 61:7 68:4 69:7 70:4 73:12,21 74:15 75:6,12 79:14 84:1 86:8 87:18 91:3 97:22 99:3 103:17 106:4 107:19 116:4,5,8 125:13 128:11 129:22 133:16 136:3,4 138:18 140:17,24 141:5 142:19,20 144:12 144:14 147:9,14 148:14 149:12 150:21 153:7,21 156:18,18,22</p>	<p>157:1,5,7,9,17,18 158:4 159:3,17 165:17,22 166:5,6 168:7,15 171:2 174:18,25 175:1 175:17 178:10 179:4 180:4 181:8 182:5 183:21 184:21 188:3 190:6,18 193:9 199:22 201:11 204:24 205:12 206:2,22 outcome 210:15 outed 64:11,12 74:22 outing 64:11 67:17 70:6,20 74:10 outpacing 65:9,11 outpatient 30:7 outrageous 164:19 Outreach 36:22 outs 120:23 outside 75:19 93:10 165:17 188:5 outstanding 172:20 over 5:6 6:13 11:8 12:16 16:18,18 18:4 19:4 29:14 29:14 30:25 31:23 33:4 36:6 48:19 51:21 69:8 70:5 75:25 84:18 106:14 107:2 129:8 139:21 140:21 150:24 151:13 152:1 153:9,12 155:9 156:5,15,18 157:3 158:10 165:4 169:1 170:17,22 185:20 201:15 207:14 overcrowded 17:10 overflow 24:14 overload 92:21 overnight 49:23 oversees 162:10,20 overt 195:10 overview 150:23 own 26:10 33:22 52:23,23 75:1 102:23 105:13 139:7 owner 38:25 owners 58:19 owning 124:25</p>	<p>owns 128:21 <hr/> P <hr/> packed 149:8 page 2:2 60:1 82:21 145:22 178:22 pager 82:18,20 paid 129:25 131:13 148:17 pain 13:25 paints 60:2 panel 1:13 39:24 57:2 75:25 pants 63:2 paper 15:11 24:20 24:21 51:17 52:5 52:9 115:22 178:6 paperwork 42:8 107:24 par 85:10 parallel 91:10,13 parameters 66:23 72:4 117:12 paramount 110:1 130:19 parent 65:23 66:1 72:21 152:10 182:10 203:11,14 204:13 parents 58:18 60:8 66:5 152:15 170:22 190:16 park 47:3 parking 52:14 54:12 56:13 156:6 parole 4:4 part 7:4,14,23 14:12 20:16 25:17 25:18,20,22 34:7 35:6,8 58:17 71:7 94:6 105:10 112:1 112:17 116:15 125:17 154:10 161:6 184:9 187:7 204:5 209:14 parte 69:5 72:8 87:7,8 115:4 125:3 137:4 153:4 168:7 176:5 178:10 181:6 183:10 194:18,21 194:22,25 195:14 196:4,13,14,16,20 200:17 partes 161:16 202:9 202:11 Parte's 183:8</p>	<p>participants 144:25 participate 150:22 173:23 participated 58:1 162:8 participates 144:24 participating 143:23 participation 160:2 particular 6:7 65:10 96:13 104:2 122:11 125:8 127:21 181:20 particularly 65:16 parties 141:10 181:7,17 210:11 210:14 partner 125:15 partnered 186:25 parts 126:24 127:2 145:7 162:23 163:3 party 64:21 part-time 93:11 pass 26:10,24 88:1 137:19 passed 4:14 25:15 25:25 27:3,13 42:20 62:22 153:2 passing 72:22 passion 208:8 passionate 145:13 passionately 7:4 past 37:17 80:2 112:15 145:5 167:16 paternity 73:16,20 patience 47:6 patient 12:7 patrol 23:16 124:8 Patty 162:11 Paul 21:5 pavement 47:14 pay 38:1 160:15 paying 183:12 payment 38:2 peace 49:4 peering 64:25 pelvis 48:7 penalty 107:12 pending 82:25 99:9 152:4 people 12:5,9,12,22 19:12,20,22 20:11 23:5,19 29:3,24 30:1 31:13 33:21 33:24 34:13,13</p>
---	--	---	--	---

<p>35:4 50:9,16 51:21 53:1 54:2,3 58:18,20 59:25 64:22 72:11 75:12 75:20 78:4 90:7 103:20 119:18 123:7 127:1 132:1 132:4 133:4 134:24 138:12,13 138:16,19 139:16 140:3 145:5 150:22 151:11 152:9 153:11 154:8,9,9 159:18 159:18 165:8 167:11 168:18 171:13 174:5,22 177:24 183:23 191:9 194:10 201:11,16 206:20 208:5 people's 103:17 148:24 per 25:23 36:12,12 47:8 130:23 perceive 165:23 166:3 perceived 74:14 percent 11:11,13 14:16,18 15:12,14 15:15 16:10 19:4 20:15 31:22 33:23 34:20 74:3 121:21 124:12,17 161:21 178:11,17 184:11 190:21 percentage 112:15 perception 101:20 103:20 perceptions 80:10 perfect 19:18 39:14 143:5 perhaps 66:17 67:13 70:7 88:17 133:17 134:4,6 173:12 189:8 190:12 period 36:22 82:16 128:12,20 136:1 periods 128:12 permission 163:25 permissive 139:12 169:21 permits 113:5,14 perpetrated 116:8 perpetrator 28:19 174:18 176:25</p>	<p>177:4 perpetuating 188:7 perseverance 185:18 persevere 187:23 person 35:2,15 42:23 69:25 94:11 122:2 125:21 126:19 128:21 137:1 149:16,19 151:18 174:16 175:17 176:1,2,13 176:19 193:1 194:24 199:14 205:25 personal 2:6 40:16 42:8 43:5 49:21 64:5 72:19 196:19 personally 3:19 4:24 52:9 112:12 165:24 personnel 81:15 128:19 perspective 2:6,12 73:10 88:13 193:20 perspectives 40:16 pertains 59:1 petition 107:16 136:15 141:9 143:12 152:5 153:5 171:6 175:1 180:24 201:17 petitioner 72:12 167:20 198:17,20 petitioners 167:9 petitions 108:6 136:6 153:1 171:5 pf 95:21 phone 12:3 14:4 18:5 29:20 43:20 44:22,23 45:20,22 46:3 81:9 98:15 98:18 100:15,25 101:3 123:9 140:17 168:23 phones 65:2 133:3 photos 81:8,20 100:6 physical 3:20 35:19 37:23 59:10 63:17 71:22 116:7 141:21 148:5 158:13 159:11,13 165:23 204:10 205:1 physically 45:14</p>	<p>153:5 Piccinini 94:14 120:4,5,8,19,25 121:11 129:7 130:8,24 131:8,23 132:21 133:11,23 134:10,18 pick 44:8 205:10 picked 104:3 108:9 142:9 204:21 pickup 127:11 picture 60:2 pictures 81:9 piece 51:17 52:5,9 115:22 piecemeal 4:17 pieces 22:19 pile 184:13 pilot 13:6 139:7 162:25 169:24 pinpoint 109:1 pivotal 182:25 place 19:6,7 30:11 31:25 77:8 81:25 83:4 86:12 89:24 90:15 91:11 93:4 96:11 105:5 129:5 129:6 142:23 147:1 150:24 151:17 152:3 160:19 167:10 180:17 183:3 186:15 188:16 192:25 200:7 209:7,9,15 placed 124:25 153:21 places 43:2 plan 18:5 30:10,12 200:8 planet 154:18 planning 14:20 57:19 160:24 Platte 27:13 play 19:5,8 147:8 182:25 192:14 plays 99:10 plea 84:4,7,12 plead 95:17 pleas 105:10 please 43:6 91:19 173:7 pleased 76:9 pled 85:1,1,13,14 86:9 148:7 pledge 206:18 point 22:4 28:17</p>	<p>41:6 42:16,22 43:11 46:23 47:7 47:22 56:2 74:6 79:17 84:19 92:13 92:20,21 100:16 107:2 119:12,24 183:21 193:9 194:16 202:7 pointed 70:4 91:3 106:4 pointing 47:2 points 40:9 police 4:2 10:15,23 10:24,25 11:19 12:21,25 13:15,19 13:23,24 14:8,15 14:18,20 16:13 18:18 19:10 22:9 22:13 23:3,16,23 23:25 24:25 29:20 30:4 31:23 42:16 42:17 43:7,9,16 43:17,19 44:15,17 44:21 45:8,10 47:16,17,20,21 48:18,21 69:16 79:5 80:8 81:1 82:8,21 86:13 92:7 94:5,10 95:12 108:18 109:4 110:16 120:20,21 121:3 121:17 123:18 128:18 129:13,14 129:20 130:12 132:3 136:21 140:24 141:2 149:22 150:13 191:1 207:12 policies 69:1 74:11 policy 69:20,21 72:10 78:23 84:13 86:12 110:15 132:18 polite 41:15 political 59:3 polling 88:24 poor 137:9 152:19 pop 74:24 population 11:14 99:7,10 Porter 140:7,8 portion 10:22 60:11 61:17 126:21 207:9 pose 125:7 position 90:5</p>	<p>117:23 118:1,14 119:6 153:15 177:8 184:1 200:20 positive 4:16 24:23 72:3 109:15 110:21 121:19,22 possess 105:13 possessing 125:20 126:7 127:25 possession 125:23 127:10,15 128:4,6 possibility 114:12 possibly 21:1 60:19 118:2 post 133:9,14 potential 11:22 72:18 109:17 121:8 poverty 73:9,9 power 164:25 165:2 166:15 powerful 159:23 practical 130:6 practice 20:6 34:7 57:10 65:4 70:20 90:10,15 132:17 172:12 practiced 181:2 practices 4:21,22 5:1 134:7,8 145:15,24 178:4 practicing 6:23 7:11 175:3,4 practitioner 194:6 Practitioner's 2:12 193:20 Prder 195:14 Pre 157:17 precautions 53:17 precedents 116:4 preceding 65:25 predicting 11:7 predominant 18:14 pregnant 86:20 202:2 preliminary 77:23 77:24 78:8,18 80:2 premises 48:1 prepared 24:20 80:20 122:4,5 130:10 presence 125:9 204:4,14 present 71:21 81:25 82:8 98:25 99:3</p>
---	---	---	---	---

102:24 104:8 105:8 112:16,25 presentation 8:18 40:5 75:23 80:5 80:16 120:2 129:9 129:17 193:17 presented 33:7 80:19 106:1 113:9 164:7 presenter 6:10 39:25 57:2 173:9 185:3 presenters 8:14 40:16 129:19 presenting 126:25 preserves 138:22 presiding 8:2 207:22 press 72:24 presumes 203:10 presumptions 203:19 pretty 99:13 111:10 124:21 197:12 prevent 107:3 119:21 preventing 4:23 prevents 116:12 previous 198:15 previously 7:18 22:24 58:11 104:22 pre-trial 108:6 primary 57:18 prior 8:5 11:12 30:14 55:14 79:4 87:4 101:9 102:23 108:10,23 110:7 110:11,18 114:11 114:13,14 115:21 116:14 117:20 194:13 199:12 priority 99:14,20 99:21 175:13,13 priors 86:18 87:1 91:24 113:21 115:2 117:10 prison 158:11,17 privacy 57:24 67:14 67:18,23 72:24 73:5 private 169:25 privilege 105:25 106:8,10,13,20 107:1 118:23 119:6 privy 199:14	pro 115:18 probably 23:14 24:2,3,4 32:12 52:21 67:13 91:5 112:22 113:8 122:3 126:22 128:18 136:6 138:11 140:6 145:20 151:23 163:13 166:6,13 175:21 178:3 194:9 201:14 Probate 151:1,4,13 probation 4:4 25:18 105:13 107:5 problem 4:13 12:15 13:3 32:5 37:23 38:15 39:17 49:15 49:24 74:9,17 75:19 80:8,8 93:5 93:18,20 95:14,21 98:8 99:7 100:25 101:15 102:11 103:9,13,14,15 106:1,5,22 112:4 126:13 149:8 150:3 179:24 184:10 197:6 199:25 problems 69:11 99:5 100:5 161:24 209:10 proceed 174:12 175:1 proceeded 43:14 proceeding 196:5 process 5:18,23 21:12 29:22 30:10 67:10 70:1 77:12 84:9 91:1,10 108:2 122:20,23 122:24,25 189:10 produced 206:22 productive 5:5 206:10 profession 67:4 program 9:15 10:2 10:12,18 11:16 12:13 19:10,14 24:14 30:14 36:12 36:13 37:19,21 38:8 40:5 110:21 122:18,19 133:20 143:22 150:5 programmed 200:7 programs 9:7 10:7 10:25 12:14 22:12	24:13 34:12 143:19 160:24 188:11 192:7,8 prohibit 126:6 prohibits 110:2 125:18 127:24 128:3 project 2:4 8:11,13 8:23 9:2 12:20 13:7 22:7,9 30:22 38:9 75:4 123:20 139:7 150:9 162:25 169:24 194:1 projects 39:20 56:17 proliferation 65:1 promised 3:23 promote 171:21 pronouncing 120:7 proof 103:2 proper 118:9 property 38:25 44:14 124:7 128:19,20,22,22 pros 108:11 162:21 prosecute 80:24 97:11 108:24 125:21 prosecuted 77:16 89:16 157:12 prosecuting 3:12 76:1,10 77:1,3 95:19 101:19 189:1 prosecution 1:16 2:7 4:10 6:17 26:20 79:25 80:11 89:22 101:18 106:6 112:17 115:1 121:10 162:19 prosecutions 26:15 26:18 27:6 85:7 89:3 104:21 Prosecutor 3:14 6:18 77:1 78:17 88:13 89:7 93:11 110:3 119:9 120:12 124:20 127:14 128:8 156:20 187:9 193:2 Prosecutors 4:3 77:19 79:21 91:20 94:18 95:1,12 114:17 116:12	117:20 119:5 133:18 157:10 193:12 197:10,15 197:15 198:1,6 Prosecutor's 77:6 80:14 86:13 92:6 93:9 97:8 111:2,8 114:6 163:18,20 178:20 189:7 192:3,12,17,22 protect 45:11 60:16 119:23 151:18 171:7 175:24 199:20 204:20 205:9,11,20 protected 152:9 protecting 4:23 174:21 protection 2:13 37:4 42:18 43:1 43:22 51:10,24 52:22 55:22 56:3 57:19 59:11,15,17 62:6,17,19 63:13 63:23 64:20 65:13 65:17,20 66:3,20 67:16,22 69:22 71:10,12 81:23 83:4 86:23 87:2 96:24 98:12 107:14,19 113:24 114:1,19,22 119:2 119:19 125:22 126:18,19 127:9 127:16,25 128:3 136:7,16 141:9 143:3 144:5 151:25 152:6,18 153:20 154:16,20 154:24,25 155:2,5 158:2 159:2 162:18 164:17 171:14 178:13 180:23 181:6 183:1 189:18 193:20 194:11,15 194:18,20,25 196:5,10,13,21,25 197:4,6,20,25 198:8,13 199:3,4 199:10 201:7 202:2,10 203:14 203:20 Protections 115:14 125:4 protective 55:14 125:19 126:6	132:16 205:6 protectors 122:8 protects 66:4,4 73:4 protocol 34:15 122:18 123:5,20 protocols 128:25 prove 71:25 73:24 proven 12:9 29:12 provide 5:11,12,25 13:15 16:11 17:14 17:19 36:18 96:17 108:4 131:6 139:22 151:4 153:11 182:3 186:25 provided 62:5 139:24 provider 178:21 providers 12:4 39:20 provides 20:20 69:9 107:11 122:21 196:16 providing 17:7 175:4 provisions 180:10 provoke 102:4 Psychologists 146:16 public 57:22,23 69:8,21 70:2 72:10 101:22 111:12 132:22,25 133:7 210:18 publicity 70:1 publicly 69:6 173:2 published 145:23 177:22 pull 177:3 199:2,12 200:11 207:14 208:5 pulled 178:10 181:22 199:15 punched 13:22 punish 144:22 145:5 pup 63:1 purchase 41:5 purchasing 125:19 126:7 127:25 purpose 69:25 70:7 purposes 67:8 pursue 39:15,22 pursuing 39:21 put 31:11,15 32:6 40:8 48:16 89:24 90:15 94:9 103:24
---	---	--	---	--

<p>128:8,19 134:14 139:6,21 143:25 145:21 153:14,22 154:13 161:6 163:23 167:10 171:18,19 174:12 178:6 200:12 201:16 202:11,17 puts 190:4 putting 79:2 114:12 205:20 p.m 45:18 135:3,3 209:21</p> <hr/> <p style="text-align: center;">Q</p> <p>qualifying 114:11 quality 5:25 13:14 193:4 207:2 qualms 111:24 quantity 128:17 quart 31:16 question 20:8 33:1 33:3 34:23 35:25 38:16 51:6 61:19 61:20 72:7 87:14 90:5,18 92:11 94:1 95:5 97:7 102:7 105:24 111:10,20 112:5,5 112:9,18 113:7,20 114:2,15 117:16 121:5 124:15 137:15 145:9 149:18 160:1 165:22 169:12 172:10 203:6 questions 11:20 14:1 15:10,19 21:19 22:6 25:7 27:19,23,24 28:3 28:18 29:10 36:3 50:1 66:14 80:15 80:20,21,23 91:9 109:9,14,16,21 122:4,6,11 123:3 147:25 164:6 179:13 182:20 184:24 191:23 202:19 206:4 quick 87:14 169:12 172:11 202:20 quickly 14:5 45:25 46:1 47:5 87:11 95:18 130:18 Quik 43:21 quite 94:3 103:23 129:11 133:25</p>	<p>quo 117:8 quote 60:4</p> <hr/> <p style="text-align: center;">R</p> <p>racing 46:23 rage 147:9 raise 20:17 21:1 raised 5:7 20:24 139:20 194:17 200:14 ramifications 87:15 ran 46:5 130:10 rang 45:20 range 63:25 ranked 137:22 rare 113:14 Rarely 65:18,18,19 rate 38:21 123:24 123:24,25 rather 16:4 31:10 107:5 152:23 189:9 Ray 27:13 Raytown 10:24 93:22 reach 15:22 16:7,8 49:22 91:7 150:21 190:17 reached 46:20 79:13 103:6 reaching 56:2 61:3 61:4 read 18:11 60:4 70:14 80:21 184:19 reading 66:21 153:4 ready 23:22 45:22 172:1 real 38:24 40:10 56:19 68:24 69:2 102:16 185:25 194:16 200:3 202:20 204:23,23 207:2 reality 59:22 182:6 206:24 209:5 realize 188:4 208:4 realized 46:21 really 8:22 9:16,24 10:3,11,16 12:18 13:12 14:10 15:5 16:2 17:4,15,23 18:8 20:14 21:7 29:1,16 30:3,16 30:18 31:19 34:8 34:9,23 35:6,11 35:16 36:18 37:8</p>	<p>39:16 50:16 53:3 53:7,18,19 55:1 64:23 68:12 70:13 74:6 78:5 79:15 85:10 87:8 88:3 94:3 119:13 123:23 127:5 128:24 143:18 149:17 160:19 163:5 165:1 166:24 171:8 173:4 177:6,10 179:12 183:6 186:11 188:10 193:6 197:25 199:20,24 201:12 201:19 202:22 207:21 208:18 209:3,3 realm 87:19 reason 24:9 73:18 79:11 115:1 119:17 142:20 144:18 193:2 reasonable 103:3 156:14 reasons 35:22 71:13 77:20 94:20 123:22 136:13 198:17,22 200:10 200:23 recall 33:5 89:21 121:19 129:21 recant 98:3,14 recantations 100:14 recanting 97:20 recants 100:21 receive 23:6 100:13 130:24 133:18 162:2 received 43:18 51:14 52:1 132:1 164:10 192:5 receives 130:23 receiving 13:2 67:16 recent 125:12 147:21 177:2 recently 7:17 8:5 58:1 65:4 195:2 recess 76:8 135:2 recite 136:20 recklessly 204:6 recognize 188:24 203:4,13 204:12 recognizing 56:4 183:13</p>	<p>recollection 63:5,15 recommendation 133:16 134:4 170:11 recommendations 5:14 6:3 112:10 recommended 133:17 162:3 record 65:25 99:16 101:3 102:24 104:7 118:22 recorded 98:15 recording 101:11 records 75:9 81:22 83:3 100:23 116:20 118:3,6,8 118:15 recourse 191:17 red 49:8 58:12 63:20 reduce 2:11 59:14 62:18 185:5 186:8 reduced 12:11 210:8 reduces 59:23 reducing 59:24 186:9 refer 66:2 109:18 reference 28:9 referral 97:18 123:5 referrals 83:21 referred 106:24 127:17 referring 96:9 103:10 128:13,14 reflects 10:5 refresher 33:10 refused 43:7 refuses 123:13 regard 57:22 67:21 69:12 73:4 126:10 158:24 regarding 105:15 109:9 121:2 166:23 203:8 207:5,6 regardless 132:15 regards 160:21 region 57:15,17 regrets 77:10 regular 83:10 152:24 202:11 regularly 149:1 reiterate 35:12 related 13:3 113:20 121:9 124:3 207:7</p>	<p>210:10 relations 51:8 200:21 relationship 16:13 42:13 60:13 62:8 63:20 64:22 68:21 78:16 204:22 relationships 70:5 71:19 188:8,10 relative 165:24 210:12 relatively 5:8 30:21 77:18 release 99:12 100:1 100:4,9 108:6,10 128:22 released 99:22 100:9,11 108:25 128:13,21 173:2 releasing 82:25 relevance 117:13 relevant 146:19 195:1,1,20 reliance 182:15 relief 20:14 25:15 189:6 relies 125:18 reluctant 48:24 rely 197:10 remain 38:10 remains 100:20 remarked 111:2 remarks 2:14 122:4 122:5 remedy 137:19 151:2,12,15 152:6 152:7,9 159:16 remember 15:1 62:23 75:11 104:1 164:6 reminds 49:22 reminiscent 145:12 removal 132:15 198:13,14 remove 28:11,14 48:10 75:18 133:1 133:7 200:15 removed 28:19 133:6 179:6 200:13,25 renew 158:25 renewable 154:16 154:21 rents 38:9 reorganization 207:22 repeat 16:17 79:14</p>
--	---	---	---	---

<p>replicate 10:18 replicated 5:2 report 6:2 24:20 110:25 145:23 157:18 206:22 reported 15:14,15 94:16 125:14 155:6 Reporter 22:1,5 172:24 210:1,5 Reporter's 2:15 reporting 69:5 88:18,20 94:17 reports 116:21 124:5,6,8,10,13 153:10 represent 137:8 155:8 194:8 199:10 representation 7:4 106:24 representative 1:18 1:19,23,24,25 7:1 7:5,7,9,12,21 21:5 27:15,17 28:2,8 28:21 30:20 31:2 31:4,6 32:23 33:2 33:12,25 34:2,17 34:25 35:24 37:10 39:6,8 40:7 53:23 53:25 54:10,16 55:9,11 67:25 68:10,18,23 69:2 71:7 74:1,7 85:21 85:23,25 86:4 88:18,22 90:19 96:24 102:6,9 110:22,24 112:8 113:2,16,17,19 114:9 115:5,16,25 116:2 131:18,20 132:10,12 159:20 159:22 160:9 169:8,10,17 170:10 172:9,11 172:17 180:19,21 181:9,14,21 182:2 182:8 191:24 192:1,15 208:14 208:16 representatives 96:15 represented 141:19 148:2 representing 21:21 148:11 194:11 represents 6:22</p>	<p>7:14 reputation 70:22 request 83:9 require 81:14 128:18 158:13 207:4,4 required 51:24 181:15 requirement 133:9 133:16 requires 87:7 117:20 133:3 137:2 153:2 181:16 193:11 requiring 87:16 133:13 207:3 research 11:1 29:12 32:5 203:15 204:24 researched 11:6 reservations 111:24 residents 125:13 residual 38:24 resilient 205:2 resort 84:13 resource 21:9 96:3 resources 17:9,16 17:16 18:23 19:19 20:4,12,13 21:2 29:18 30:11 34:25 35:17 36:1 64:9 66:8 73:12 90:9 90:16 91:2 92:14 92:23,25,25 93:1 93:21 109:25 111:20 112:6 121:3 129:1,3 131:16 133:24 134:1 150:16 151:17 171:10 184:6 respect 163:18 respected 56:15 respond 37:2 81:1 132:6 186:13,14 190:5,8 205:3 respondent 68:3 72:13 127:10 167:21 195:18 196:15,19 197:2,4 respondents 167:10 respondent's 197:2 responders 57:22 responding 22:13 183:12 response 9:3,25 10:4,6,8 15:6 29:9</p>	<p>31:20,22 36:20 137:7 186:22 189:22 195:9 202:3 responses 2:5 8:13 10:9 108:15 123:3 responsibilities 2:10 173:11,12 responsibility 79:20 138:21 173:21 174:21 208:22 rest 14:19 124:20 156:23 170:2 restrains 196:22 restroom 41:7 result 70:3 196:21 results 56:6 122:23 143:15 return 38:16,23 78:15 182:9 207:15 returned 45:17 reveal 71:18 125:9 review 4:20 22:3 58:2,6 82:9 84:9 98:17 108:12,21 108:22 118:6 139:3,8 143:23 144:5,12,19 156:21,21 157:14 158:20 159:24 169:13 194:2 195:6 207:6 reviewed 125:24 127:13,18 156:13 175:15 reviewing 61:9 82:15 94:20 reviews 2:9 58:4 82:4 135:6 rewarding 79:10 re-address 185:21 re-assaulted 16:10 re-contact 128:21 re-energized 17:2 re-examined 64:19 re-examining 59:11 65:13 Richmond 7:23 riff-raff 138:19 right 3:24 6:8 7:13 7:25 8:11 14:25 16:4 17:4 20:21 26:4,11 27:9,23 27:23 36:9,11 37:23 38:19 46:7 48:7 55:7,7 60:1,4</p>	<p>65:11 67:1 71:14 72:2,24 75:12 85:14 88:22 91:18 102:19 113:9 114:4 115:6 117:6 119:11,18,24 129:21 132:23 146:4 151:12 153:20 159:5 161:4,12 165:15 179:19 181:15,24 183:20 184:2,17 184:22 191:6 192:16 193:11 194:16 202:5 rightly 204:3 rights 66:25 186:20 186:23 187:18,25 191:17,21 ripped 174:17 rise 114:25 115:10 rises 102:21 risk 39:15 69:14 119:1 124:24 204:7 river 24:1,2 road 94:23 170:5 Roberts 59:15 Robin 8:19 35:12 40:4 rock 104:3 185:16 Rogers 115:8 157:22 161:4 173:8 206:20 ROI 39:12 role 8:6 99:10 101:23 103:21 173:20,22 174:21 175:11 176:16 182:25 roles 192:14,15 roll 120:16 rolled 78:8 rolling 54:5 romantic 60:14 rookie 121:20 rookies 111:5 room 4:25 22:5 32:24 48:2 76:2 138:21 140:20 164:25 168:10 171:22 roommate 70:17,18 roommates 70:16 rooms 19:5 174:12 190:16 rosary 44:7</p>	<p>rose 8:15 10:20 17:11 22:7,14 24:3,11 127:19 rotate 9:12 rough 178:13 roughly 112:23 113:1 round 173:8 routine 69:14 row 92:15 154:25 rubbed 147:17 rule 18:17 104:23 116:23 117:19 ruled 61:2 run 22:7,9 36:13 46:3 47:16 95:16 95:17 96:16 156:5 157:3 running 3:22 17:12 19:4,25 139:4 165:24 rural 58:19 73:10 93:15 189:21 190:12 rushed 48:2,5 rushing 24:15</p> <hr/> <p style="text-align: center;">S</p> <hr/> <p>S 168:22 sacredly 152:8 sad 135:22 193:5 safe 10:5,10,15 15:4 52:5 60:1,4 65:12 69:25 70:3 123:19 155:10,20 190:3 193:24 204:19 205:5 safety 2:8 14:19 17:20 18:5 30:10 30:12 57:19,25 61:7 65:14 70:10 72:18,20 74:1,2 104:21 118:25 119:10,16 120:22 123:13,16 132:22 132:25 133:7 165:1 167:16 171:21 183:4 192:7 same 16:17 38:11 53:21 56:14 60:12 60:16 61:1 65:15 74:17 75:13 95:19 105:20,21 110:8 119:17 151:22 152:5 174:7 178:22 187:5</p>
---	--	--	--	--

<p>205:3,3 208:2 sanctioned 61:16 Sara 187:15 Saturday 8:18 142:9 Savannah 13:9 save 145:2 181:9 saved 121:23 saving 8:24 17:3 183:18 saw 41:5 49:2 102:16 104:5 137:21,22 150:19 saying 47:1 99:16 102:2 137:10 149:24 173:20 185:15 195:17 201:25 205:9 says 17:13,24 115:20 116:18 135:25 136:2 141:16 148:13 159:10 165:15 195:19 196:20 scales 191:19 scare 184:20 scared 13:25 42:22 44:16 168:22 scene 13:20 14:20 16:4,17 17:5 18:19 22:13 81:7 81:11 86:14 109:7 132:6,15 133:5 188:21 190:6 schedule 8:10 40:20 120:3 155:10 scheduled 5:21 school 54:3,4 56:13 137:11 155:12 schools 188:11 scoot 151:12 scouted 153:8 scope 59:10 61:18 63:17 202:23 scourge 3:10 screened 12:23 14:15,18 15:13 124:11,19 screening 13:1 15:10 25:7 27:22 109:8 122:21,23 screenings 109:6 sea 138:19 151:11 159:17 seal 40:19 57:2,5 61:22 62:5 63:16 66:19 69:11 70:9</p>	<p>70:11 71:14 73:2 75:9 sealed 71:1 SEALS 62:14 seasoned 195:22 seat 32:25 seated 3:23 second 43:22 48:6 57:1 61:17 63:16 105:22 121:13 127:21 139:4 190:8 206:12 secondly 28:9 seconds 47:20 Section 38:7 39:11 72:9 196:11 sector 111:12 secure 174:9 security 44:13 52:15 see 15:10 33:4 36:1 37:7 41:25 47:13 78:5 83:20 84:11 89:14 90:21 108:8 108:20 112:3 115:13 127:1,5 134:25 149:25 150:20 158:14,17 159:9 168:5,10 178:2,7 179:24 181:23 184:4,20 184:25 185:1,25 188:15 189:6 191:1,4 194:6,17 195:16 197:16 198:19 206:3 207:25 seeing 37:7 seek 152:23 seeking 194:10 seem 49:9 73:22 seemingly 91:16 seems 74:7 115:16 115:20 183:16 196:6 seen 12:13 90:10 92:13 126:8 148:16 sees 25:2 31:14 80:6 seizing 105:7 seizure 112:11 self 35:7 sell 41:23,24 201:2 201:3 semi-truck 43:25 Senate 6:20,21 63:6 Senator 1:17 6:20</p>	<p>79:19 151:19 send 84:1 95:24,25 96:4 172:23 sending 165:15 senior 39:3 seniors 39:13 sense 14:1 17:17 30:13 39:14 88:25 105:14 130:21 196:7 sensitive 134:13 sent 95:23 sentence 157:18 196:3 sentencing 158:7 separate 85:2,13 107:18 116:5 180:8,10,16 205:22 separated 140:13 142:14 147:12,18 178:1 separately 92:4 September 1:6 45:7 45:15 48:16 135:14 series 3:8 4:19 5:13 116:19 serious 12:15 29:16 46:21 49:24 52:10 79:17 85:8 87:11 91:24 92:23 103:16 111:16,18 seriously 94:3 123:8 143:2,4 190:25 seriousness 100:7 serve 19:20 97:4 185:9,13 197:3 209:1 served 3:12,13 7:18 43:21 160:23 193:8 194:22 195:15,25 196:14 197:1 serves 7:3,23 service 30:17 129:13,14 131:6 136:22 168:6 176:2,5 184:13 187:21 196:12,19 services 1:16 2:11 6:17 8:20 10:21 12:6,8,10 13:14 13:18 14:10,22 15:4,23,24 16:11 16:25 17:7 19:2 34:20 36:19,23</p>	<p>57:3,11,15 96:10 96:11 97:19 139:23 151:4 153:11 154:12,12 154:14 155:24 170:16 185:5,11 185:13,22 186:25 187:5,8,24 190:13 190:18,21 193:12 205:6 serving 7:9 136:1 191:7 set 4:9,12 33:18 34:6 90:6 91:10 97:21 139:7 143:11,22 144:11 144:14 155:9 156:14 159:25 166:22 177:18 192:25 194:20 setting 37:2 73:11 144:5 163:7 settings 84:8 settled 148:4,6 seven 13:1,1 14:16 18:12 82:22 156:2 157:2 201:23 202:5 seventeen 85:18 135:15 136:5 seventh 137:23 several 43:14 47:3 47:14,20 136:11 140:11 204:2 severe 56:10 70:20 159:12 209:11 sex 60:16,17 61:1 65:15 sexual 1:22 6:9 57:13 64:15 124:6 sexually 153:6 Shalonn 1:23 share 9:1 24:11 57:7 59:4 shared 24:8 73:7 sharing 49:15 sheet 24:20,21 27:23 shelter 12:7 15:1,25 17:3,10,13,24 19:2 28:23 29:8 29:17 30:4,6 33:16 36:13,18,20 36:24 39:2 49:23 54:3 96:15,24 97:2 105:5 125:13 178:20 189:4</p>	<p>shelters 9:12,14,18 13:2 23:4,9 24:8 33:8 37:15,18 38:3 83:21 96:7,8 96:10,12,20 97:5 97:19 108:19 189:2,11 192:2,13 Sheriff 69:16 sheriffs 4:3 99:1 138:13 167:24 186:24 187:3 190:24 Sheriff's 129:20 167:8 Sherry 8:16 she'd 122:11 shipping 65:5 shock 114:18 Shook 6:23 shoot 47:4 125:16 shooting 151:8 short 4:22 23:21 55:17 63:2 129:24 133:23 190:6 194:15 shortly 62:6 shot 46:18 48:3,5 49:2 52:13 197:21 shoulders 51:21 134:17 shoved 190:16 show 29:15 35:2 44:2,3 78:5 100:23 106:16 116:14 147:2 157:19 166:15 173:1 176:23 198:18 203:15 showed 42:20 44:11 158:6 showing 100:5 shown 129:2 shrink 171:19 shrinking 161:22 shutting 186:4,9 Sickey(ph) 155:6 side 10:22 15:11 17:8 33:20 41:8 47:10 115:11,18 133:19 156:24 157:1 163:22 178:2 179:2 sides 32:15 72:11 sight 43:10 sign 123:19 164:20 177:18 signed 63:8 123:18</p>
---	--	--	--	--

<p>178:17 significant 58:3 60:15 61:14 65:7 90:25 106:5 207:9 significantly 12:11 30:18 125:10 signs 106:17 silence 144:25 Sill 115:7 157:21 161:3 206:19 Sill-Rogers 135:8 135:13 144:7,11 144:14,17 145:10 145:17,25 146:5 146:14 151:21 160:4,12,15 161:9 162:5,11,13,23 163:13,17 164:8 164:13,19 166:1 167:3 169:6,15,19 170:19 172:1,6,15 173:3 184:15,18 207:19 similar 4:12 88:15 121:12 123:7 simple 77:18 simply 97:24 185:18 193:4 simultaneously 142:19 since 4:8 14:14 17:12 20:25 28:9 30:24 61:13 112:12 124:1 125:1 129:6 138:9 156:12 sincerity 208:9 single 7:13 15:18 60:16 72:8 73:16 88:7,7 140:1 167:17 208:13,15 209:4 sir 121:15 133:11 sit 44:1 150:15 151:18 154:10 168:10 171:12 site 28:25 52:16 sites 13:5,6,9 sits 16:21 98:21 sitting 16:21 147:7 151:10 174:15 195:24 209:3 situation 16:15,16 18:2 28:14 31:19 37:9 40:21 45:6 50:11 53:11 68:15 68:17 70:21,23</p>	<p>78:10 79:6 87:3 93:8 95:22 109:18 123:11 132:24 133:5 163:16 164:18 174:3,25 191:10 situations 18:8 56:18 57:16 69:10 87:11 123:6 six 7:16 9:6,14 13:2 61:2 Sixteenth 165:25 size 129:1 168:9 171:20,21 skating 205:12 skills 187:4 skip 123:2 sleep 32:1 sleeping 19:6 slid 47:13,14 small 58:19 78:3 93:16 smaller 27:2 174:1 smart 95:15 130:12 smashed 147:12 snapshot 58:15 snot 149:12 Snow 102:12 social 38:14 60:13 61:14 65:2 80:7 136:23 153:16 195:9 societal 80:10 101:20 103:10,17 149:8 society 32:9 208:21 sole 158:12,12 solve 101:14 some 5:7 11:20 15:8 18:22 20:3,8,8 21:1 27:2 32:7 34:13,13 37:20 38:22 39:5 40:10 51:21 58:4,11 64:24 65:22 66:15 66:17 69:4,10,11 70:11,17 72:5 73:11,19 79:17 80:7,17,18 90:20 92:13,20 95:7,23 96:5 103:17 112:19 115:17 116:23 117:23,25 121:18,22,24 122:4 123:2 126:8 128:8 129:2 138:25 147:10</p>	<p>149:5 151:9 154:15 158:16 159:18 162:23 164:14 172:5,12 172:14 177:8 182:17 186:16 189:11,17 192:17 192:19,19,19 193:2 194:6,6 195:6 200:20 203:17 206:20 207:3,4,9,9 somebody 14:4 37:25 38:1 115:19 115:19 144:24 148:10 150:19 159:1 165:2 168:5 181:22 200:19 somebody's 150:12 174:17 somehow 41:11 51:20 197:14,14 198:5 someone 14:4 45:9 49:20 69:23 70:6 90:11 111:16 168:1 someone's 183:18 someplace 171:12 something 17:21 18:16 19:23 29:13 33:3,4 39:1,17 47:9 56:6 71:23 72:17,19 73:24 94:24 95:20 96:1 109:3 111:3 113:5 113:8 116:24 118:18 126:3 139:4 140:16 142:7 155:1,14 158:21 163:7 170:8 175:7 179:14,25 190:24 198:11 199:23 202:13 sometime 37:6 sometimes 35:2 66:9 68:1 70:15 71:16,21 73:5 87:12 95:21 101:15,15 102:2 102:11,17 118:15 118:16 121:6 129:12 167:11 176:18,23 somewhere 154:13 son 149:20</p>	<p>soon 148:15 sorry 3:6 27:4 42:21 85:24 95:4 sort 34:6 49:20 55:15 90:20 113:22 114:10,18 137:5 180:25 sorts 42:2 sound 67:3 sounds 108:13 source 162:4 192:21 south 8:3 24:2 57:14 southeastern 58:17 southern 7:14 57:3 57:11 59:16 61:20 61:22 62:11 71:8 southwest 57:14 space 9:14 17:15,25 18:4 28:23 37:23 156:7 189:12 speak 12:4 14:11 29:17 54:20 55:3 75:6 94:14 123:13 186:7 194:5 196:11 speaker 39:25 speaking 33:2 80:13 110:25 120:21 speaks 13:12,14 15:5 special 7:22 142:12 191:4 specialized 132:1 specific 64:24 146:11 194:16 197:12,18 198:4 specifically 59:9 194:13 Speer 40:18,22,25 40:25 50:4,6 52:7 53:22 54:9,19 55:16 56:22,25 spelled 182:5 spends 32:10 spent 141:7 splitting 163:12 spoke 8:17 14:19,21 18:1 41:7 96:3 141:18 190:10 191:3,14 spoken 185:23 spot 90:19 spousal 105:25 106:8,10,13,19 107:1 118:23 119:6</p>	<p>spread 21:2 23:24 Springer 138:17 ss 210:2 St 5:5 7:24 111:1 144:2 206:11 stabbed 156:2 157:2 158:3 Stacey 1:25 7:21 stacked 106:6 staff 11:2 17:2,18 29:22 30:2 80:13 80:14 93:9 96:18 145:20 177:8 178:5 181:5 187:2 stage 80:3 84:5 stages 94:22 204:25 stairs 167:19 stairwell 168:20 stalked 153:6 188:13 stalking 57:13 59:10 63:17 64:18 64:19 65:8 67:7 159:11 stand 47:15 79:3 118:13 148:12 standard 91:17 103:2 132:17 standing 116:11 119:15 136:17 165:17 174:19 195:17 standoff 48:20 standpoint 100:13 116:25 stands 131:24 Star 41:13 70:15 stare 47:1 Stark 64:4 start 89:8 94:24 106:18 120:18 135:5,7 163:1 169:24 173:20 174:2 182:24 187:4 started 46:20 48:15 55:19 87:19 109:5 125:1 146:23 167:4 180:4 starting 3:2 8:10 78:13 starts 98:14 168:3 stat 178:10 183:7 state 3:11 4:5,8,21 5:3,25 6:13 7:9 10:13,15 17:23 19:14 20:9,21</p>
--	---	---	---	--

<p>22:2 26:19,20 36:8,15 37:18 39:18 49:25 57:9 58:3,17 60:23 61:16 71:11 73:12 74:11,14 75:5 76:22 79:13 81:4 81:5 85:20 86:16 86:17,24 87:8,18 88:6,11 89:3,11 89:14,23 90:14 91:5 92:9 93:5 94:19,24 95:2,13 95:19,24,24 97:4 97:9 103:6 106:12 110:3,8,18 117:21 117:22 121:14,25 125:21 126:8,17 127:14,23 128:3,6 128:8,23 130:7 135:10 138:24 139:5,5,11 144:20 150:6 151:16 152:8 154:17,20 154:23 155:6 157:11 161:20 163:1,4 169:22 170:2 173:13 174:1,10,15 178:7 178:24 183:1 185:10 186:4,17 187:1,19 188:11 188:25 189:8,19 190:20 192:22 196:18 197:7,10 197:12,16,25 198:1 203:9 205:24 207:12,13 208:7,14 210:2,19 stated 114:10 124:17 statement 79:4 80:20 81:19 82:1 82:2 83:2 97:22 97:25 98:15 130:18 142:25 statements 98:3 129:23 130:10 states 58:4,6 60:20 126:4 127:22 137:18 154:16 172:14 189:13 196:24 203:17,18 statewide 4:12 33:7 36:4 58:10 138:5 164:21 169:13,18 187:6</p>	<p>State's 4:1,6 6:3 125:25,25 127:18 161:21,24 station 127:12 statistic 183:17 184:10 statistics 14:11 27:20 33:4,18 34:19 84:21 status 102:15 117:8 statute 60:12 65:17 68:11 72:8 108:3 127:15 135:25 136:16 137:2 148:12 154:13 179:15 181:15,16 193:11 194:15 203:12,20 statutes 4:22 132:14 170:21 180:3 182:11 185:21 194:12 203:9,21 204:15 statutorily 160:10 statutory 116:3,4 stay 3:19 34:4,10,11 34:13 46:16 50:9 50:10 107:7,9 123:11 136:1 stayed 43:9 staying 97:3 stealings 124:8 step 9:21 79:21 94:24 165:22 183:11,17 188:20 steps 126:9 step-parent 62:7 step-parents 59:17 61:23 stifling 186:5 still 27:4 47:12,21 48:11,13 94:6 98:4 102:14 123:14 177:19 stitches 86:19 91:11 stood 78:18 stop 43:23 44:1 47:3,15 51:17,18 51:18 52:11 56:3 stopped 52:19 94:7 94:11 157:10 stopping 94:5 186:10 stops 176:1 208:16 stories 49:6 70:19 73:7 storm 19:18</p>	<p>story 41:2 49:5,15 49:16 57:7,8 67:9 70:14 72:2 141:4 strain 190:4 stranger 59:2 strangled 86:21 109:10 strategy 39:22 stream 38:2 185:17 185:17 street 1:8 46:6,13 104:4 158:4 strength 185:18 187:17 strengthen 104:21 198:5 strengthened 16:12 stress 14:24 108:1 stressed 190:7 stretch 19:24 33:20 stretched 17:9,16 stretching 19:12,20 strides 121:19,23 strike 197:13 strong 9:6 16:13 52:25 54:25 strongly 28:25 structural 22:6 structure 170:16 structures 129:2 struggle 185:16 studies 112:14 125:9 studying 128:24 stuff 31:25 115:18 199:7 stupid 50:15 style 38:7 subject 6:5 127:24 subjects 125:18 subpoena 98:4 substance 98:17 207:1 substantial 66:22 138:5 204:7 substantive 93:10 succeeding 4:14 success 146:13 184:3 successful 191:5 208:1 successfully 163:3 suddenly 30:13 100:14 suffering 132:2 sufficient 72:1 107:16</p>	<p>sufficiently 71:17 suggesting 25:24 88:6 suggestion 145:24 suicide 140:22 suit 142:24 summaries 22:4 summer 150:6 Summit 22:11 24:4 120:21 123:17,21 127:9 130:23 131:15 sums 21:18 sun 160:7 supervised 143:21 support 4:10 96:17 148:15 152:2 154:5 160:21 169:11 171:6 190:23 supported 130:3 supporters 23:3 supporting 187:11 supportive 161:19 supposed 139:1 181:24 Supreme 60:22 61:2 117:19 138:8 162:9,14 197:11 surcharge 20:20,22 21:4 25:11,12 sure 21:20 50:8,24 54:23,24 79:15 80:15 89:19 97:8 97:23 98:22 102:8 120:10 121:23 138:25 140:18 158:8 168:17 172:15 179:3,4,8 188:22 194:3 207:11 surface 175:20 surgery 48:6 surprise 142:12 203:18 surrounded 48:8 130:3 surrounding 98:1 survey 125:12 survival 64:8 survive 72:16 surviving 72:23 survivor 58:22 63:18 survivors 6:12 Susan 8:14,21 9:20 12:16 40:3</p>	<p>suspect 82:2 124:18 124:25 suspects 82:25 126:6 sustain 20:18 sustained 199:6 sustaining 114:12 sympathetic 79:6 80:5 Synergy 8:20 10:21 19:23 21:11 22:14 24:2 system 4:2,6 5:1 9:17 10:1 30:14 66:7 71:15 90:3,6 92:21 93:3 98:13 104:12,13 113:23 115:21 134:16 137:25 145:5 150:22 171:10 175:16,25 176:22 180:23 182:14 183:12,25 184:5 187:16 188:22 189:9 191:11,12 191:15,20 192:14 192:25 200:5,7 203:3 207:12 systems 108:17 109:2 180:16 209:6 system's 108:14</p> <hr/> <p style="text-align: center;">T</p> <hr/> <p>table 4:24 6:7 160:20 tackling 58:7 take 4:4 5:8 9:21 12:6,16 18:25 23:20 29:3 35:22 47:25 48:19 52:10 75:17 76:3,6,6 81:7,18,19,25 82:2 87:2,8,18 91:6 92:4,6,9 93:23,24 95:12 96:1 110:19 117:23 118:1 120:17 126:14 143:2,3,6,7 147:9 151:19 152:20 165:2 171:1 186:15 191:1,20 198:2 200:17 205:25 208:22 209:2 taken 28:20 31:9</p>
--	--	---	---	--

<p>53:17 76:8 81:13 88:3 119:25 124:8 124:11 135:2 138:22 210:6,7,12 takes 35:2 82:19 168:4 176:18 taking 8:6 19:11 24:14 40:20 69:14 75:10 91:25 92:1 94:3 126:9 128:11 141:14 185:21 197:21 Talbot(ph) 122:7 talented 7:8 talk 9:3 14:4,9 18:4 40:20 45:16,21 46:14 55:3 80:4 81:24 82:1 85:17 98:23 115:18 128:15 150:15,18 166:7,17,17,21 173:9 174:25 183:19 185:4 192:18 198:11 talked 29:2 32:15 51:15 55:17 74:19 81:22 94:21 117:2 128:10 129:21 131:9 140:25 156:25 166:8,18 186:12,13 187:9 199:24 200:5 207:16 talking 18:7 25:11 45:22 52:2 53:8 62:15 121:12 141:17 169:12 177:1 180:22 talks 66:20 tampering 98:20 101:14 tape 48:22 target 167:14 task 1:2,13 3:1 61:8 66:2 67:9 76:23 79:2 112:20 177:9 202:24 taught 167:6 187:16 tax 20:7,8,9,14 32:19 37:14 39:11 teach 144:21 teachers 58:18 teaching 145:3 team 9:25 10:4 21:21 82:19 117:10 131:25 178:19</p>	<p>teams 10:8 131:21 technical 23:3 Technology 65:9 teen 58:8 170:15 188:9 teenage 188:14 teenagers 58:12 teens 170:14 teeth 143:9 telephone 22:17 23:6,20 45:19 tell 12:16 33:13 41:2,22 44:19 46:15 48:23 49:7 52:3 67:8 70:14 72:2 76:17,19 77:12 92:24 98:7 113:12 119:18 153:17 157:19 158:24 177:17 178:24 telling 18:19 98:19 100:6 104:10 123:5 147:15 174:2 175:18 temporary 38:4 ten 3:12 58:5 109:9 137:18 139:18 147:5 150:7 151:16 176:6,7,10 184:13 198:23 201:15 tenant 147:3 tequila 31:17 32:11 term 31:9 terms 7:16 11:7 19:13 32:7 66:16 66:24 112:10,13 114:11 116:2 129:1 132:14 136:2 146:11 159:25 183:19 terrible 79:16 terribly 95:1 terrified 47:22 terrifying 31:12 terror 31:17 terrorism 31:10,17 32:3 terrorize 55:21 terrorized 43:12 49:12 terrorizing 43:24 testified 20:9 146:17 208:6,7 testify 78:6 119:2 127:4 166:23</p>	<p>179:10 testifying 134:24 testimony 105:7 119:4 145:11,13 157:13 159:23 169:11 182:24 206:7 210:7 Texas 128:23 129:5 text 43:13 181:19 181:19 texting 42:24 165:11 188:12 texts 165:16 thank 3:6 8:22 9:19 27:17 31:2 32:22 34:2,2 37:10 40:2 40:4,13,14,15,19 40:22 49:14 50:2 51:4 53:25 56:24 56:25 57:6 75:22 76:13 110:24 113:16 120:1,13 120:14,24,25,25 132:12 135:8,11 135:13 159:22 169:10 172:20 173:3,19 182:2,22 184:24 185:6,7,20 193:15,21,22 203:23 206:4,5 208:17,24 209:12 209:16,19 thanks 9:20 56:22 113:19 115:24 159:19 their 5:15 6:4 12:2 12:3,22 19:11 20:12 22:19 26:10 29:20 35:3 37:6 37:18 44:3 46:7 47:17 49:6 55:6 58:13 60:21,21,24 60:25 61:3,5 70:19,21,21 73:6 75:13 82:19 94:10 98:3 99:2 102:23 105:4 110:3 113:22 114:11 119:3 123:12 127:20 130:16 134:17 140:20 141:25 142:11,19 146:23,23 147:14 147:17,23 149:12 149:20 151:8 154:20 155:11,12 158:14 160:25</p>	<p>166:4 167:25 174:18,21 176:24 186:20 187:2 188:8,25 190:6,7 190:16,16 192:7 192:18 203:3,5,19 203:20 204:10 205:22,22,25 208:8,8,9 209:5 209:11,17 themselves 14:11 194:11 thenalso 12:21 theoretically 69:23 theory 108:12 therapist 147:25 148:12 149:1,5 150:15,20 therapists 149:6 therapy 36:23 148:15 thereof 28:5 thereto 210:14 they'd 23:9 154:6 181:23 197:16 198:6 thing 15:7 17:1,17 18:1,9 29:14 32:14 50:20 104:24 105:6 110:8 130:11 143:11 151:22 153:20 158:23 166:4 170:20 178:3,18 180:25 200:4,12 things 16:24 20:2 20:19 21:11 24:24 32:16,18 34:18 35:20,23 40:8 41:25 42:11,12 43:10 50:15 51:4 51:6,9 53:3,4 56:12,20 68:1 71:8 73:22 74:24 75:17 82:14 92:1 92:2 101:24 103:22 109:4 110:2 121:25 123:23 139:24 144:21 145:6 160:19 163:22 165:18,20 166:10 172:21 175:13,21 178:23 186:18 194:6,7 195:2,6,8 198:24 200:23</p>	<p>202:12 203:8 207:17,19 think 4:24 8:8 9:15 11:9 13:10,12,14 13:15 14:7 15:5 16:3 18:10,21 19:3,15 21:7,18 27:3,10 28:5 31:6 31:8,19 32:5,16 32:18,20 34:11,22 35:4,16,24 36:17 38:18 39:4,4,14 39:16,21 40:9 46:24 47:5 50:9 50:25 51:2,20 52:20 53:1 54:17 55:2,21 56:1 58:14 64:18,23 66:19 67:4,10,11 68:6,11 69:15,19 70:12,12,22 71:4 71:14,15,20 72:2 72:14 73:1,2 74:3 74:19 75:2,7 80:21 87:2 90:18 90:19,20 91:20 92:8 93:2 101:23 103:21 105:9 106:18 107:10 110:21 112:16 114:5,10 115:7,12 116:10,23,25 117:2,6 121:22,23 129:6 130:6,8 132:24 134:1,4 138:8 139:3 140:7 141:7 143:9 151:22 152:25 153:7 157:11 159:12 160:18 163:2,22 166:1 170:1,12 173:21 174:20 177:10,21 177:22 178:6 183:5 187:6 191:15,22 193:7 194:7,25 196:6,7 197:12,13,21 198:4,5,21 199:7 199:24 200:2 203:8,15,25 204:17 205:4,16 206:10,15 207:24 207:25 thinking 32:4 38:13 38:14 50:22 68:4 thinks 102:11</p>
--	--	--	--	---

<p>third 3:8 64:21 110:12 112:23 113:1 121:13 124:21 132:3 161:7,20 171:1 206:9 thoroughly 104:25 though 15:7 32:18 38:9 40:9 84:16 91:19 95:14 97:23 99:19 183:16 184:10 thought 18:9 28:17 42:12 45:23,24 47:18 50:13 111:9 114:23 129:4 130:1 144:3,4 147:19 156:14 158:7,8 165:1 166:6 178:3 201:9 thoughts 20:3 46:23 51:13 76:20 83:22 130:5 163:22 threat 56:19 70:5 70:19 86:25 125:8 threaten 43:19 64:12 threatened 15:16 threatening 42:25 50:18 125:16 165:16 171:22 threats 205:1 three 7:12 10:19 22:10 23:20 28:6 34:14 37:5 41:20 42:3 59:7 79:9 92:15 94:6 104:4 121:17 124:1,2 133:9,21,25 134:6 144:17 148:16 154:21,25 159:1,3 178:11,16 183:7 184:11 187:19 206:12 three-fourths 124:13 three-way 101:8 threw 47:2,11 through 13:25 22:9 23:24 27:22 29:12 29:22 30:12 37:19 42:8 43:13 46:4,6 46:24 63:14 73:6 75:14 80:22 84:9 84:11 98:12 105:20 108:2 113:23 122:5</p>	<p>130:10 132:8 154:10 156:4 161:2 164:16 166:4 182:14 183:8 184:5 187:19 188:10,22 189:8 191:12,19 192:20 197:13 202:25 203:3 205:5 throughout 51:7 121:25 137:25 138:24 139:11 163:1 174:1 178:4 178:7,24 196:18 197:7 thrown 74:15 Thursday 155:4 ticked 147:20 tied 22:12 38:20,21 tighter 72:5 time 3:2,14 5:9,22 5:23 6:24 11:8 28:17 30:8 34:7,8 34:16 35:2 36:22 39:25 40:20 41:2 44:11 46:8 47:17 48:14,20 51:23 52:24 54:13,22 55:18 56:14 68:7 77:7,14 78:7,10 78:22 79:7,12 81:20 82:20 84:3 88:7 89:13 90:3 95:9,11 96:24 104:9,25 105:3 111:14 113:1 114:18 115:17 119:19,24 120:18 120:24 122:10 123:1 128:12,12 128:20 129:24 130:13,16 135:20 138:3,4,9 143:20 143:24 144:7 147:5,25 155:13 155:19 164:24 167:5 174:6 179:7 184:14 185:21 187:15 190:2,3,8 190:22 193:16 194:23 200:24 203:24 206:24 times 19:17 32:2 41:14 43:14 47:3 66:11 73:17 78:7 78:17 87:10 92:6</p>	<p>93:21 99:16,22 100:7 101:2,7 103:11 106:17 107:1,15 111:12 156:3,8 157:2 173:10 176:19,21 184:11 192:25 193:4 timing 35:13 Tina 140:7 141:22 tip 154:15 TIPS 48:17 today 4:7 5:10,17 5:21 8:18 18:17 21:21 49:10 57:21 58:24 59:3 63:18 65:1 75:4 115:9 138:22 142:13 147:15,16 163:21 174:3 185:6,23 186:7 187:13 194:4 206:8 208:6 208:7 together 4:1,18 8:5 14:8 34:5 41:22 63:1 145:21 147:8 185:11 208:5 toil 190:4 told 12:24 41:9,12 41:21,24 42:12,14 42:17,21 43:4 44:6,21 45:11 46:10,13,13 47:3 70:19 86:15 101:24 103:2,11 135:21 157:1,23 163:20 164:22,24 177:15 197:19 tomorrow 18:3,6 tomorrow's 60:18 ton 138:23 tool 11:4,19,21 20:17 122:21 144:20 145:3 tools 21:1 122:15 top 28:6 87:16 92:3 112:21 topic 8:16 60:3 133:22 135:6 139:1 140:1 160:7 193:17 topics 123:2 toss 61:7 total 85:1,3,14 86:9 89:22 totally 37:8 touch 43:2 130:11</p>	<p>172:22 touched 50:7 110:1 185:24 188:8 tough 117:7 119:12 163:2 201:2,3 202:14,15 tour 77:9 toward 4:6 towards 46:4 110:7 towels 142:18 toys 65:6 trace 43:20 track 65:6,25 128:20 tracked 101:4 tracking 65:1 trade 140:16 trafficking 57:14 tragedy 193:6 train 23:3 112:2 trained 12:5,19,20 23:6,12,16 29:17 29:21 132:4 149:4 trainer 168:16 training 112:1 132:1,9 133:14,15 133:18 134:14 138:2,2,5,9 139:25 140:5,6 146:15,16 148:9 149:6 160:1 161:2 161:6 162:1,2,6 163:6 164:21,21 186:14,16 189:21 191:15,16 195:5 207:5 trainings 164:6 TRANSCRIPT 1:4 transcripts 22:1 transfer 181:20 transgender 59:1 Transitional 36:21 translates 36:12 transmission 182:16 transport 158:16 transportation 64:8 traumatic 14:6 treated 41:16 187:21 treatment 105:2 tremendous 37:22 trial 82:19 84:6,8 84:12,25 98:2,4 112:3 127:4,5 157:20 trials 85:12 99:10</p>	<p>trick 44:9 trickery 197:18 tried 15:13 43:1 46:14,14 103:25 104:2 109:12 111:17,18 117:17 156:5 157:3 trigger 62:9 triggers 109:16 Trip 43:21 trouble 156:17 troubled 51:6 truck 127:11 156:6 157:3 true 54:16 71:10 89:20 110:14 137:21 152:5 163:13 truly 11:6 52:12 trust 102:1 119:1 truth 143:12 168:23 try 18:4 19:20 21:16 32:1 35:25 41:4 44:9 49:7 61:24 62:18 95:20 97:15 98:9 107:16 107:25 108:2 112:20 116:16 149:3 152:18 154:11 176:7 185:13 190:13 trying 27:11 46:24 52:16 53:12,13 67:21 79:9 99:13 101:22 110:15,20 119:13 154:7 175:8 199:20 201:18 turn 33:20 82:19 175:6 206:24 turned 33:8,15 46:17 49:1,24 190:11 turns 152:20 175:11 TV 49:1 tweaks 75:16 twelve 48:20 145:22 twenty 8:1 9:10 39:1,2 129:13 141:7 173:23 twenty-third 155:13 two 3:23 5:4,6 6:8 7:2 8:4,20 9:8 12:24 16:24 23:20 24:24 32:10 41:14 54:7 74:24 86:1</p>
---	---	--	---	--

<p>90:22 96:19 129:24 130:13 131:12,13 132:7 133:20 134:2,6 138:13 140:9,13 141:5 142:18 143:18 144:15,17 146:21 149:9 154:15 158:12 161:7 163:2 167:8 167:11 172:21 180:13 187:10 188:14 206:11 type 38:7 39:15,21 39:22 95:21 118:10 145:16 types 56:16 70:4 120:23 207:19 typewriting 210:9 typically 64:10 84:3 T-shirt 41:5</p> <hr/> <p style="text-align: center;">U</p> <p>umbrella 162:22 unabridged 173:6 unbelievable 139:25 169:6,7 uncharged 116:13 uncooperative 78:15 79:8 84:14 84:16 97:6,13,14 97:16 98:3,5 106:17 undaunting 79:2 under 10:25 20:8 21:22 26:15 72:9 82:12 83:25 114:22 117:1 118:3 126:19 128:2,5 135:23 136:16 150:1 160:7 162:21 170:7,21 182:11 204:15 210:9 underlying 29:2 74:8,10 understand 28:22 35:4 54:18 58:15 58:16 90:15 111:10,14 119:6,7 122:23 155:17,18 159:7 188:2 189:5 191:7 198:2 201:4 201:5 202:16 understandably 137:6 understanding</p>	<p>16:19,23 62:14 67:5 134:19 180:1 181:1 186:2,23 191:16 understands 71:11 97:23 undocumented 74:20 unedited 173:6 unfamiliar 93:15 187:17 unfocused 167:15 unfortunate 189:20 unfortunately 45:3 64:13 73:6 78:12 99:11 102:5 121:2 121:5 124:2 unfunded 193:14 unformed 109:8 uniformity 207:11 unintended 60:19 unique 49:16,17 93:8 99:6 unit 77:5,14,16,23 81:3 82:17,18 84:10 86:15 89:8 111:19 125:17 152:16 187:4 united 16:14 125:24 125:25 127:18 Units 111:6 University 1:7 UNKNOWN 75:21 unless 45:13 68:8 116:14 152:2,13 179:13 unlisted 168:23 unmarried 152:15 unmet 138:1 unsupervised 167:23 until 7:16 28:18 43:9 75:18 118:24 120:16 128:12 135:3 138:14 158:5 168:2,14 176:6,16 unusual 116:16 unwittingly 200:19 updated 65:9 upper 201:12 ups 87:20 upstairs 134:25 urban 73:11 urgency 17:18 urging 100:22 use 16:22 20:13</p>	<p>31:8 37:21 40:24 110:11 118:9 152:17 164:1 165:3 178:6 183:15 used 34:6 37:14 60:6,16 64:9 101:5 118:4,8,12 125:15 157:13 198:17 209:6 Usefulness 2:4,9 8:13 135:6 uses 191:3 using 19:5 31:9 115:2,13 usually 49:10 113:10 114:20 118:5 125:16 131:1 133:3 utilize 101:7 utilized 112:24 uttered 139:14</p> <hr/> <p style="text-align: center;">V</p> <p>v 59:15 60:23 valid 117:24 119:12 195:12,14 validity 197:5 value 38:25 188:4 Van 155:6 varies 181:1 vehicle 44:12 140:15 venues 126:12 verdict 102:3 verdicts 103:12 versus 73:12 108:21 117:13 155:6 197:10,13 very 4:16 5:24 6:2 7:3,3,8 8:9 9:6 11:20 13:16 14:6 21:19 26:14,18 27:17 31:2 36:23 37:4 39:23 40:4 40:12 41:15,16,18 41:18,23,24 42:22 42:23 44:16,23 45:1 48:12,24 49:3,14 51:4 52:17 53:10 54:25 56:23,24,25 58:9 58:10 63:11,14 65:17 67:3 70:22 75:23,24 76:21,21 76:25,25 77:12 79:8,8,10,10</p>	<p>82:10 83:14 92:5 95:17 96:17 98:24 104:24 109:21 110:25 111:15,15 113:7 115:12 116:10 117:7,18 119:12,15,16 120:13 121:18,24 123:21 129:23 130:25 132:13 134:21 135:9,21 144:3 146:11 151:22 159:23 160:20 161:19 163:1 164:15,15 164:18 169:10 172:19,20 174:9 175:24 177:12 178:19 182:19 184:24 185:24,24 187:9,14,17,20,22 188:16 189:14,16 191:5,7 192:14 193:5,16 194:15 195:1 197:18 200:11,12 206:4 206:10,10,25 207:1 208:8 209:15 vessels 48:9 vests 31:24 viable 39:19 vicinity 109:19 victim 4:3 12:3,6,25 27:21 28:14 32:8 35:8 60:14 64:21 66:12 67:22 69:17 70:23 72:19 78:5 78:8,14,19,25 79:2,8,24 80:6 81:12,13,18,20,22 83:7,13,18,19,20 83:21,23 84:7,16 84:18,20 86:19,20 86:21 96:19,22,23 96:25 97:1,14,16 97:18,18,20,21,23 98:6,9,14,19,20 98:21,22,23 99:24 100:3,8,14,21 101:10,25 102:3 102:10,22 105:1 105:16 106:2,11 106:13,15,16,23 108:23,24,25 109:9,11,12,16,17 109:18 114:7</p>	<p>116:8,18 117:11 118:8,12 119:16 123:5,11,13,15 125:15,16 126:15 126:17,20 127:3 127:12 130:1 157:13 159:8 174:24 175:22 176:20 178:19 185:3,8 187:14 188:22 190:3 191:6 192:11,13 192:21 195:16 199:1 victims 4:23 6:4,12 6:25 14:8,21 16:7 57:12,24 59:6 60:17 64:1,6 66:4 66:8 73:25 78:2 81:8 84:1,14 96:10,18 97:2,6 97:12 98:2,11 99:1 100:15 102:12 105:3,15 107:14,15,22 117:22 119:23 122:16 124:11,12 124:14,15,17,24 125:3,4,8 129:22 129:23 138:25 168:19 175:10 177:13 179:8 184:4 185:10,12 186:6,19 187:11 189:3,19 190:12 191:17,18 193:7 194:8 198:23 199:17 victim's 83:2,22 86:25 95:11 99:25 100:15,24 104:6 104:21 118:25 119:9 123:2,7,11 123:16 179:3 193:10 view 52:7 65:21 viewed 179:6 viewing 16:16 17:7 viewpoint 28:15 views 16:15 50:8 Vincent 166:3,4 167:6 violate 195:12,13 violated 108:6 114:3 186:21 191:18,21 195:18 198:9</p>
---	---	--	--	---

<p>violates 107:17,19 194:24</p> <p>violating 43:24 59:17 108:9 114:19</p> <p>violation 26:8 56:6 108:4 113:25 114:21 125:22 126:15,22 127:13 180:15 196:3</p> <p>violations 26:6 83:3 86:23 87:8 115:9 115:14 121:4 197:24</p> <p>violence 1:2,22 2:6 2:7,11 3:11,16,20 3:25 4:2,10,23 6:5 6:9,12 9:7,17,22 10:14,20 11:5,10 11:15,19 18:23 21:22 22:12 25:4 30:1 31:10 33:8 37:7 40:17 55:13 57:10,13 58:8,23 59:2,4,18 60:22 60:25 61:5,13 64:2 65:14 66:1 75:3 76:24 77:5 77:13,16,17,23 78:2,13,24 79:12 79:16,23 80:6,12 80:25 81:1,3,17 82:17 83:25 84:10 84:19,24 85:7,8 86:15 87:3,17 88:2,16 89:2,8,23 90:11 91:21 92:11 92:18 94:22 96:6 96:8 98:8 99:9,19 100:2 101:18,20 101:21 104:16,20 104:23 105:12,20 105:25 106:4,8,11 107:8,10 108:12 108:15,21 109:7 111:6,19,25 113:23 116:17 118:19 119:20,23 121:9 122:8,16,19 123:10 124:3,5 125:9,11,13 126:11,16 127:24 129:11 130:14,22 131:22 132:8 134:8 135:16 137:13,19,23 138:5,24 139:2</p>	<p>140:2,12 144:8,19 146:3,18 147:22 148:18 149:4,7 150:10,12 151:7 153:8,13 154:11 154:19 158:20 161:5 162:10 163:7,19 167:20 167:21 170:15 171:15 177:25 179:17 183:13,15 185:5 186:3,6,8,9 188:7 190:15 194:9 198:24 203:4 204:13,23 205:3 206:2 208:20</p> <p>violent 35:15 70:12 87:11 99:21 123:24 127:6 187:14 188:5</p> <p>vis 67:18,18</p> <p>visit 129:22,25</p> <p>visitation 100:23 152:2 181:13</p> <p>visited 11:11</p> <p>visits 100:24</p> <p>vivid 60:2</p> <p>voice 83:5 209:4</p> <p>voices 186:5</p> <p>volume 62:16,18</p> <p>voluntarily 25:25</p> <p>voluntary 20:22 21:10</p> <p>volunteer 77:4</p> <p>vote 180:11</p> <p>vulnerable 65:16</p> <hr/> <p style="text-align: center;">W</p> <p>wage 66:8</p> <p>wait 139:3</p> <p>waiting 38:11 157:17</p> <p>walk 46:17 54:6,14 98:12 99:1 138:18 152:24 167:2,5,18 168:16</p> <p>walked 164:11 174:3</p> <p>walker 151:10</p> <p>walking 94:10 167:24</p> <p>wall 81:10 147:12</p> <p>wandering 150:24</p> <p>want 3:6 4:25 6:6 9:19,21 17:13 18:24 21:20 29:11</p>	<p>30:6 31:11 32:1 35:11 36:24 39:9 46:11 53:18 78:19 103:13,23 107:22 108:24 131:2 139:9,12,15 144:18,18,22,23 144:23 145:3,7 155:19 158:23 168:20 169:20,21 169:22 170:6,7 171:23 172:10 173:19 176:24 179:14 198:11 201:25 202:1 208:23 209:11,13</p> <p>wanted 8:25 9:3 20:19 22:4 48:22 53:14 55:17 80:14 80:15 91:18 120:9 126:3 169:2 177:6 194:5 196:11 205:18</p> <p>wanting 78:15 174:6</p> <p>wants 67:17,18,24 83:23 108:25</p> <p>warrants 82:7</p> <p>Warrensburg 8:4</p> <p>wasn't 45:12 46:2 46:15 53:13 77:7 90:2 129:24 143:23</p> <p>wasting 79:7</p> <p>watch 54:15</p> <p>way 8:24 9:1 12:11 13:17 14:2 16:15 16:16 17:6 31:12 47:18 49:5 54:1 55:4 56:20 62:15 66:3 70:8 73:7 75:13 79:13 87:19 93:4 104:15 106:10 115:23 117:5,6 119:15 121:18,22,24 129:10 140:10 143:1 156:4 162:4 170:4 173:25 174:14 177:25 182:13 183:8 191:5,8 195:4 205:4 208:2</p> <p>ways 35:18 54:18 58:11 59:14 64:24 65:22 73:11 183:3 204:1,2,5</p>	<p>weapon 16:21 18:18 28:12 70:23 86:22 124:17 128:6 133:6,7 141:7</p> <p>weapons 18:15 81:11 142:5</p> <p>wear 47:6</p> <p>wearing 58:21</p> <p>Wednesday 93:12</p> <p>weedle 165:7</p> <p>week 3:14 9:13 12:25 18:1,11 41:10,13 67:14 77:25 82:20,22 129:25 137:20 145:14 161:1,3,14 174:3</p> <p>weekend 156:16,19</p> <p>weeks 5:6,20 6:1 20:10 117:18 136:19 206:12</p> <p>weighed 60:23</p> <p>weight 56:16 103:24 134:17 138:20</p> <p>weighting 201:7</p> <p>Weir 193:18,22 195:5 201:4 202:16 203:7,23 204:17 206:5</p> <p>welcome 2:3 40:19 40:21 57:3 76:12 120:24 135:4,8 173:17 185:6 193:21</p> <p>welfare 105:18 204:2,15</p> <p>well 5:14 6:11 7:3 7:10 8:4,22 12:18 13:19 18:6 19:4 20:12 21:17 24:10 30:6 33:22 34:17 35:10 36:2 37:25 38:22 40:19 41:19 48:4 49:7 53:16 54:19 55:13,14,21 57:24 59:25 63:3 65:6,17 67:7,25 69:11 71:4 80:11 87:25 88:9,22 89:6 90:1 92:5 97:5 102:24 103:22 104:8 111:9 114:20 117:3 119:17,25 122:10,12,25 132:6 136:20</p>	<p>139:21 141:22 146:11 148:14,17 148:19 149:17,21 150:3 152:13 155:3 156:23 164:9 165:14 166:6 168:25 169:15,19 172:14 174:8 176:10 181:18 184:9 187:22 189:24 191:2 200:25 201:25 203:7 204:11 205:19 206:7</p> <p>went 14:22 41:5,7 42:16,19 44:5,14 45:16,19 51:9,12 52:1 61:23 81:20 84:25 105:2 129:12 140:16 142:7 150:5 155:25 156:2 158:10 163:6 166:8,18 187:19 197:11 198:20</p> <p>were 8:16 10:17 13:5,6 14:16,18 17:3 18:13,14 38:17 42:17 43:20 44:21 46:23 47:8 47:17 48:12 49:24 52:19 53:9 63:21 72:12 79:1 80:16 81:25 85:1 88:14 89:10,11,16,21 90:9 95:9 102:2 104:11 114:23 117:4 118:10 124:3,25 127:20 131:14 138:11 140:13 142:14 145:5 146:23 147:4,7,25 152:22 154:3 156:10 157:17 158:1,3 165:1 166:4 167:22 168:18 173:5 174:7,9,11 177:22 181:14,15 187:19 190:13 198:15 200:14,15 200:18 202:5,10 204:20 206:19 208:12 209:15</p> <p>weren't 198:16</p> <p>Western 8:7</p>
---	--	---	---	---

we'll 18:4 76:6 116:16 135:5 139:16 155:22 159:24 169:24,24 169:25 172:21,23 195:7,8 we're 14:24 16:1 18:7 19:3,3,5,11 19:19,25 20:18 21:19,20 23:24 24:12,14 25:24 32:3 33:21 36:10 36:11 37:7 49:18 83:14 84:23 91:3 91:4,25 92:20,21 92:22 93:18 94:20 101:12 103:15 110:15,19,20 115:22 120:3,15 128:16 131:15 134:12,13 137:17 160:20 166:21,22 169:15,23 170:3,6 174:10 179:9 187:5 194:3 197:7 197:23 199:14 201:9 205:10 206:17 207:25 we've 5:4 16:9,24 17:11 22:2 30:24 32:24 37:23 49:20 63:18 75:2,4 85:11,12 94:20 121:17,18,21,22 121:23 138:8 139:20,21,24 186:12,13 204:18 205:4,14 whacked 156:4 161:23 whaling 153:22 whatsoever 22:25 73:18 77:10 while 4:13 19:23 31:16 33:20 42:7 72:3 107:19 120:11 128:5 140:20 157:17 174:18,22 190:16 201:23 202:5 White 102:12 whole 6:5 19:14 30:12,13 33:18 54:6,22 69:22,25 154:10 167:4,7 wide 9:24 wife 141:7	willed 52:25 54:25 willing 29:3 34:9 145:19 150:20 165:22 184:5 198:1 willingly 63:14 willingness 195:11 195:12,13 WIMER 210:4 win 118:16 wind 106:19 window 64:25 129:24 Winner 8:19 9:19 18:24 22:22 23:14 23:23 25:20,22 26:4,11,16,22,25 27:12 29:1 32:22 33:17 34:5,22 35:1 40:2,14 wins 185:17 wiped 156:25 wisdom 185:17 wish 54:19 97:7 112:19 117:4,4 witness 79:3,24 98:5 101:13,13 103:4,4 104:4 116:6 118:2,11,13 witnessed 156:10 156:11 190:15 witnesses 33:6 81:24 83:3,5 106:16 117:22 witnessing 188:6 204:22 witness's 102:20 104:17 woke 147:6 woman 13:17 17:13 31:14 42:5 51:11 60:7,10 138:21 158:1,16 159:4 188:2 195:24 199:4 women 12:23,24 14:15,17,18 15:9 15:12,17,22 18:13 18:19,25 28:23 32:1,2 33:7,14 34:10,20 36:2 37:6 39:16 45:16 49:6,8,22 50:9,25 52:3 53:1 56:21 57:16 64:5 119:3 148:11 164:16 183:3,10 186:5	201:7 203:2 209:7 women's 14:12 wonder 51:13,25 wondered 51:11 wonderful 91:21 wondering 33:10 34:19 79:6 157:24 190:11 woods 140:9 142:16 word 47:1 55:7 77:10 102:20 104:6,17 words 60:6 70:16 139:14 work 4:6 13:16 14:8 22:24 32:12 38:1 41:10 42:14 43:14 44:25 57:12,18 74:25 82:8 91:3 92:5 96:7 101:18 120:10,13 129:16 138:11 149:2 154:7 165:19 171:24 175:7,7 185:11 197:15 199:8 205:5 206:6 209:4,8,9,11,14 209:17 workable 38:9 worked 41:12,25 62:22 63:1 81:4,5 173:14 worker 153:16 workers 136:22,23 working 9:23 10:23 65:17 133:17 154:8 168:15 194:3 198:6 workplace 156:1,2 works 96:8 101:17 148:10 154:17 182:18 183:10 world 96:20 102:11 104:13 141:20 152:17,17 163:23 worried 51:15 55:1 166:20 worry 52:2 150:1 worse 44:10 100:12 worst 18:1 worth 106:19 197:21 worthwhile 32:6 40:10 115:13 wouldn't 30:14 36:6 74:12,15,16 90:8 91:16 93:24	102:13 143:24 151:22 156:6 158:8 168:20 201:16 wound 201:24 Wow 186:11 write 97:22 writing 163:23 193:1 wrong 136:24 138:4 196:1 wrote 153:1 157:20 Wyoming 150:7 <hr/> X X 34:15 <hr/> Y yeah 54:17 55:2,2 68:23,23 74:1 86:2,9 88:23 148:13,17 166:25 168:22 181:23 year 5:15 11:9 17:12 30:25 31:1 33:15 36:13 54:6 54:7 77:2 84:21 85:13 92:16 112:15 130:25 131:1,9 133:9 149:13 150:7 153:25 160:25 161:1,7,22,23,23 161:23 162:7 198:14 201:14 yearly 33:9 years 3:12 4:8,11 8:2 9:10 39:1,2 86:1 89:6,15 92:15 111:23 121:17,17 129:8 133:21,25 134:7 135:15,24 136:1,5 136:11 139:19 140:11 154:21,25 159:1,4 160:23 161:4,7 164:15 173:15 185:20 197:17 198:4,23 200:8 201:15 202:25 yelling 174:4 Yesterday's 60:18 young 7:9 54:1 63:1 111:22 younger 63:3	<hr/> \$ \$10 180:5 \$2 20:22 21:4 25:23 179:16 180:15 \$2,000 44:7 \$4 21:5 \$41,000 36:12 \$5 180:3 <hr/> 1 1 124:3 1st 127:7 206:23 1,200 99:17 1,500 11:10 1,889 14:17 1:00 120:18 135:1 1:08 135:3 10th 45:7 100,19:4 74:3 121:20 138:12 11 45:17 11th 45:15 114 85:5 12:30 120:17 134:22 12:32 135:3 120 2:8 132 130:12 135 2:9 137 85:12 139 58:18 15 84:25 15th 48:16 15,000 33:11,12 49:23 190:10 159 85:14 169 85:7 17 85:15 17th 8:3 173:15 171 124:11,14 173 2:10 176 84:24 1791 21:6 185 2:11 193 2:12 1981 137:20 1982 7:16 1983 121:19 1984 7:16 1993 135:15,19 1995 136:8 1996 136:8 197:11 <hr/> 2 2,694 14:15 2,726 33:14 2:37 209:21
--	--	--	---	---

20 36:15	455.032 194:13	91 62:22 63:14		
2003 6:18 112:12	455.040 196:12	93 164:22		
2005 45:8,16	197:14 198:5	94 85:16 155:24		
2006 6:21 7:3	455.040.2 196:24	164:22		
2007 127:8	48 133:8,25 134:5,6	95 129:6 136:25		
2008 7:8,17 122:13	134:20	163:6		
124:1	488.445 179:15	951 14:21		
2009 6:18 7:22		96 136:25		
84:24 85:2,5,11	<u>5</u>			
123:17 124:3	50 11:11 20:15			
2010 1:6 85:10,15	33:23 188:24			
121:21 124:4	192:5			
202 39:10	50,000 136:6			
206 2:14	500 1:8 201:14			
21 54:23	519 14:22			
210 2:15	52nd 1:8			
213 85:14	54 15:13			
24 24:11 81:6,16	58 85:9			
82:12,16,22	59 15:15			
150:14 156:11				
158:2 189:20,23	<u>6</u>			
189:25	60 16:10 34:13			
24/7 36:13	189:1 192:2			
244 124:9,10	64110 1:9			
25 23:9,9,11 48:5				
185:20 197:17	<u>7</u>			
198:3	7 85:12			
25,000 49:22,23	7M 167:18			
27 1:6 121:16	7th 135:15			
127:22	70 14:16 47:8			
29 85:5,16	124:12			
291 85:1,2 86:9	700 124:5,8 130:24			
	190:19			
<u>3</u>	72 104:23			
3 2:3	73 85:15			
30 4:8,11 78:1,2	75 17:11			
120:15 134:23	76 2:7 14:17 15:12			
136:6 144:9				
185:20	<u>8</u>			
30th 124:4	8 2:4 38:7 39:11			
307 86:9	8:00 142:10			
33 10:7	8:30 168:4			
35 34:12 36:15	800 186:19			
161:2	811 39:10			
37 54:7	835 99:15			
370 85:3	85 124:14			
	87 149:13 151:10			
<u>4</u>				
4 36:10 60:1	<u>9</u>			
4th 105:9	9-1-1 149:24			
4.75 36:11	9-11 31:11,12,21			
40 2:6 47:8 58:4	32:3			
78:1,2	9:30 1:6			
45 145:19	9:43 3:2			
452 203:11	90 17:12 93:12			
455 59:9 61:13	137:14 150:24			
63:23 203:9	90's 37:19			

