

IN THE SUPREME COURT OF FLORIDA

DEREK MAXWELL )  
 )  
 Petitioner, )  
 )  
 vs. )  
 )  
 STATE OF FLORIDA, )  
 )  
 Respondent. )  
 \_\_\_\_\_ )

CASE NO. 95,995

**ON DISCRETIONARY REVIEW FROM THE  
DISTRICT COURT OF APPEAL, FIFTH DISTRICT  
AND THE SEVENTH JUDICIAL CIRCUIT IN AND FOR  
VOLUSIA COUNTY, FLORIDA**

**PETITIONER'S BRIEF ON THE MERITS**

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SEVENTH JUDICIAL CIRCUIT**

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CASE NO. 95,995

STATEMENT OF CASE AND FACTS

The State charged Derek Maxwell (petitioner) with robbery and filed pretrial notices of intent to seek an enhanced sentence as an habitual violent offender (HVO) and as a prison releasee reoffender (PRR). Petitioner moved to declare section 775.082(8), Florida Statutes (1997), unconstitutional. After the trial court denied the motion petitioner pled nolo contendere, and the State asked for a 15-year PRR sentence and a ten-year HVO sentence, concurrent. R. 41, 44, 45.

At the hearing on the motion petitioner argued that section 775.082(8) violates the separation of powers doctrine, the single subject requirement, and the due process protection afforded by the state and federal constitutions. TR. 22-24. The trial court denied the motion, found that petitioner qualified under the PRR statute, and

sentenced him to incarceration for 15 years. TR. 30-37, R. 51. Petitioner timely appealed.

The Fifth District Court of Appeal affirmed per curiam citing Speed v. State, 732 So. 2d 17 (Fla. 5<sup>th</sup> DCA 1999), rev. pending, Case No. 95,706 and denied petitioner's motion for certification. Petitioner timely filed a notice to invoke the jurisdiction of this court, and this court accepted jurisdiction on October 15, 1999.

## SUMMARY OF ARGUMENT

Section 775.082(8), Florida Statutes (1997), violates the separation of powers doctrine, the single subject requirement, and state and federal constitutional equal protection and due process protection. It has the potential to violate the double jeopardy protection afforded by the state and federal constitutions.



## ARGUMENT

### SECTION 775.082(8), FLORIDA STATUTES (1997), IS UNCONSTITUTIONAL.

Petitioner was sentenced under section 775.082(8), Florida Statutes (1997) as a prison releasee reoffender. Petitioner challenged the constitutionality of the statute in both the trial court and the district court. The district court affirmed per curiam citing Speed v. State, 732 So. 2d 17 (Fla. 5<sup>th</sup> DCA 1999), rev. pending, Case No. 95,706. The First, Third, and Fifth District Courts of Appeal have held that the statute divests the trial judge of all sentencing discretion; the Second and Fourth District Courts of Appeal have held that the trial judge retains some discretion under the statute. See, Woods v. State, 740 So. 2d 20 (Fla. 1st DCA 1999), rev. granted, 740 So. 2d 529 (Fla. 1999); McKnight v. State, 727 So.2d 314 (Fla. 3d DCA 1999), rev. granted, 740 So. 2d 528 (Fla. 1999); State v. Cotton, 728 So.2d 251 (Fla. 2d DCA 1998), rev. granted, 737 So. 2d 551 (Fla. 1999); State v. Wise, 24 Fla. L. Weekly D657 (Fla. 4<sup>th</sup> DCA March 10, 1999), rev. pending, Case No. 95,230 (Fla. 1999).

#### Standard of Review

Aspects or components of a court's decision resolving legal questions are subject to de novo review. State v. R.R., 697 So. 2d 181 (Fla. 3d DCA 1997); Wilson v. State, 673 So. 2d 505 (Fla. 1st DCA), rev. denied, 682 So. 2d 1101 (Fla. 1996).

#### Merits

Section 775.082(8)(a)(2), Florida Statutes (1997) provides:

If the state attorney determines that a defendant is a prison releasee reoffender as defined in subparagraph 1, the state attorney may seek to have the court sentence the defendant as a prison releasee reoffender. Upon proof from the state attorney that establishes by a preponderance of the evidence that a defendant is a prison releasee reoffender as defined in this section, such defendant is not eligible for sentencing under the sentencing guidelines and must be sentenced (emphasis added) as follows:

- a. For a felony punishable by life, by a term of imprisonment for life;
- b. For a felony of the first degree, by a term of imprisonment for 30 years;
- c. For a felony of the second degree, by a term of imprisonment of 15 years; and
- d. For a felony of the third degree, by a term of imprisonment of 5 years.

(b) A person sentenced under paragraph (a) shall be released only by expiration of sentence and shall not be eligible for parole, control release, or any form of early release. Any person sentenced under paragraph (a) must serve 100 percent of the court-imposed sentence.

## Separation of Powers

Article II, section 3 of the Florida Constitution provides:

The powers of the state government shall be divided into legislative, executive, and judicial branches. No person belonging to one branch shall exercise any powers appertaining to either of the other branches unless expressly provided herein.

The prosecutorial and judicial roles are distinct, and legislation that blurs the distinction violates the separation of powers doctrine. See, Young v. State, 699 So. 2d 624, 626 (Fla. 1997). The decision to charge and prosecute is an executive responsibility vested in the state attorneys. State v. Bloom, 497 So. 2d 2, 3 (Fla. 1986). Trial judges impose sentences within the maximum or minimum limits prescribed by the legislature. Smith v. State, 537 So. 2d 982, 986 (Fla. 1989). Merging the charging and sentencing functions violates the separation of powers doctrine.

Section 775.082(8) gives state attorneys discretion to seek a reoffender sentence where (1) the prosecuting attorney does not have sufficient evidence to prove the highest charge available, (2) the testimony of a material witness cannot be obtained, (3) the victim does not want the mandatory sentence and provides a written statement to that effect, or (4) other extenuating circumstances exist which preclude the just prosecution of the offender. § 775.082(8)(d)1, Fla. Stat. Although the

executive branch through the state attorneys has the discretion to invoke the statute, after that determination is made, the trial court must sentence according to the statute. By exercising his discretion, the individual prosecutor divests the trial court of all sentencing discretion, including but not limited to the inherent authority to mitigate a sentence.

As noted by this court in State v. Benitez, 395 So. 2d 514 (Fla. 1981), if a statute wrests from courts the final discretion to impose sentence, it infringes upon the constitutional division of responsibilities. Cf., Seabrook v. State, 629 So.2d 129, 130 (Fla. 1993) (habitual offender sentence does not violate separation of powers where trial judge has discretion not to sentence as an habitual offender); State v. Meyers, 708 So.2d 661, 663 (Fla. 3d DCA 1998) (where trial judge retains discretion to find sentence not necessary for protection of public, violent career criminal sentence does not violate separation of powers). Section 775.082(8) crosses the line dividing the executive and the judiciary and confers discretion upon the individual prosecutor to require a specific sentence. The court is left with only the power to pronounce the sentence.

In determining whether a statute is constitutional, courts must resolve all doubt in favor of constitutionality provided it can render a construction consistent with the legislative intent. State v. Stalder, 630 So. 2d 1072, 1076 (Fla. 1994). The Second

District has rejected the argument that the prosecutor possesses sole discretion to determine the applicability of the extenuating circumstances. The court held that the statute sets out four circumstances that make the mandatory sentence discretionary and that the trial court, not the prosecutor, has the responsibility to determine the facts and to exercise the discretion permitted by the statute. State v. Cotton, 728 So. 2d 252 (Fla. 2d DCA 1999), rev. granted, 737 So. 2d 551 (Fla. 1999). As stated by the court,

Historically, fact-finding and discretion in sentencing have been the prerogative of the trial court. Had the legislature wished to transfer this exercise of judgment to the office of the state attorney, it would have done so in unequivocal terms.

Section 775.082(8) will not fail constitutional muster if this court follows the reasoning of the Second District Court of Appeal in Cotton.

In reviewing section 775.082(8), the Fifth District Court of Appeal stated:

We do have one profound reservation in regard to the Act, but it is not based on separation of powers but rather on substantive due process. Our concern is prompted by the provision in subsection (8)(d)1.c. of the Act which apparently gives the victim of the crime an absolute veto over imposition of the mandatory prison sentences prescribed by the Act, in this case a fifteen year sentence. Thus, the punishment of the offender will vary from case to case based upon the benign nature, or susceptibility to intimidation, of the criminal's victim. Should an armed robber be punished less severely because his victim happens to be forgiving rather than somewhat vindictive? Moreover, this provision of the Act promotes harassment and intimidation of the victim. Apparently this due process

argument in regard to a victim veto has not been raised in any other case involving the validity of the Prison Releasee Reoffender Act, nor has it been briefed or argued in the instant appeal. We therefore do not determine its viability here.

Speed v. State, 732 So. 2d 17, n. 4 (Fla. 5<sup>th</sup> DCA 1999).

In a later opinion Judge Sharp elaborated on the concerns expressed in footnote

4 of Speed:

The problem with this statutory scheme is not so much that it removes the exercise of discretion in sentencing from the trial judge, but that such discretion is placed in the hands of the executive branch (the prosecutor, or state attorney's office), and the victim. The judicial branch is shut out of the process entirely. That is contrary to the traditional role played by the courts in sentencing, a role which in my view, is constitutionally mandated.

Gray v. State, 24 Fla. L. Weekly D1610 (Fla. 5<sup>th</sup> DCA July 9, 1999), reh. granted, 24 Fla. L. Weekly D2148 (Fla. 5<sup>th</sup> DCA Sep. 17, 1999), Sharp J. dissenting.

In a well-reasoned dissent, Judge Sharp explained that placing sentencing in the hands of the state attorney or the victim violates the constitutional division between the executive and judicial branches. She noted that other jurisdictions have struck down repeat offender laws when the judicial loses its independence in the sentencing process. See, e.g., People v. Tenorio, 3 Cal.3d 89, 89 Cal. Rptr. 249, 473 P.2d 993, 995 (1970) (constitutional jurisdiction of the court to act cannot be turned on and off at the whim of either the district attorney or the legislature; the power to act under

our system of government means the power of an independent court to exercise its judicial discretion, not to servilely wait on the pleasure of the executive). Disagreeing with the decision in Cotton, she found no implicit saving measures in the Florida statute.

### Procedural Due Process

The sentencing process is subject to the requirements of due process. Gardner v. Florida, 430 U.S. 349, 358 (1977). Procedural due process contemplates that the defendant shall be given fair notice and a real opportunity to be heard and defend in an orderly procedure before judgment is rendered against him. Collie v. State, 710 So. 2d 1000 (Fla. 2d DCA 1998). Petitioner acknowledges that providing more severe punishment for reoffenders is a permissible legislative objective; however, to achieve its goal, the legislature has denied criminal defendants an unbiased sentencing process and a meaningful opportunity to present mitigation.

As stated in Scull v. State, 569 So. 2d 1251, 1252 (Fla. 1990),

The essence of due process is that fair notice and a reasonable opportunity to be heard must be given to interested parties before judgment is rendered. [Citation omitted.] Due process envisions a law that hears before it condemns, proceeds upon inquiry and renders judgment only after proper consideration of issues advanced by adversarial parties. [Citation omitted.] In this respect the term ‘due process’ embodies a fundamental conception of fairness that derives ultimately from the natural rights of all individuals. [Citation omitted.]

Section 775.082(8) recognizes that an enhanced sentence would be inappropriate for some defendants who qualify under the statute. But, rather than affording a hearing before an impartial member of the judiciary, the legislature has placed the authority to assess any mitigation in the hands of the state attorney and/or the victim.

Although Judge Sharp believed in Gray that placing sentencing in the hands of the state attorney or the victim violates the separation of powers doctrine, the panel in Speed suggested that placing sentencing in the hands of the victim violates due process. Under either theory, if left in the hands of the victim, the sentence of an accused will vary from case to case based upon individual emotions.

If the victim is a family member, it is likely that a non-enhanced sentence will be sought under the victim exception in the statute. Such a situation could easily promote ill-will and animosity among family members. If the victim is a stranger, it is likely that an enhanced sentence will be sought vindictively. Such a situation could easily promote harassment and intimidation of the victim. Conversely, the function of a prosecutor is incompatible with neutrality. The statute guarantees that the prosecutor's discretion will be exercised without the counterbalance of a defense attorney, the impartiality of a trial judge, and meaningful review by an appellate court. A criminal defendant must be afforded an opportunity to present mitigation to a



neutral tribunal that hears before it condemns, proceeds upon inquiry, and renders judgment only after proper consideration of issues advanced by adversarial parties.

### Double Jeopardy

It is well established that a criminal accused cannot be subject to multiple punishments for the same offense. North Carolina v. Pearce, 395 U.S. 711 (1969). Section 775.082(8) is not exclusive and by its terms appears to be applicable to defendants who may also qualify as habitual offenders, habitual violent offenders, or violent career criminals. If a court imposes a reoffender sentence and then declares a defendant an habitual offender, an habitual violent offender, or a violent career criminal, the defendant could receive two separate and distinct sentences for the same offense. The statute, as written, allows the imposition of two separate sentences for the same offense in violation of the double jeopardy protection of the state and federal constitutions.<sup>1</sup>

### Vagueness

The doctrine of vagueness is separate and distinct from overbreadth and has a broader application. A vague statute is one that because of imprecision may invite

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<sup>1</sup>Here the State asked for a 15-year PRR sentence and a ten-year HVO sentence, concurrent. R. 41, 44, 45. See also, Murray v. State, 732 So.2d 500 (Fla. 5<sup>th</sup> DCA 1999), rev. pending, Case No. 96,048 where the State sought enhanced sentences under the habitual offender statute, the violent career criminal statute, and the prison releasee reoffender statute.

arbitrary and discriminatory enforcement. Southeastern Fisheries Assoc., Inc. v. Dept. of Natural Resources, 453 So. 2d 1351, 1353 (Fla. 1984). Section 775.082(8)(d)1 does not define the terms extenuating circumstances or just prosecution. Rather, the definition of these terms rests solely with the individual prosecutor.

Section 775.082(8)(d)2 provides that for every case in which the defendant meets the statutory criteria and does not receive the mandatory minimum sentence, the state attorney must explain the sentencing deviation in writing and place the explanation in the case file maintained by the state attorney. The prosecutor's decision is not subject to review. On a quarterly basis each state attorney must submit deviation memoranda to the President of the Florida Prosecuting Attorneys Association, Inc. The Association is only required to maintain the information for ten years and make it available to the public upon request.

Section 775.082(8) contains no procedure for administrative or judicial review of the decision to seek an enhanced sentence. The imprecision of the statutory terms and the lack of effective review invites arbitrary and discriminatory enforcement.

### Equal Protection

The test for determining a violation of constitutional equal protection is whether the classification is based on some difference bearing a reasonable relation to the object of the legislation. Soverinto v. State 356 So. 2d 269, 271 (Fla. 1978). The

legislative intent is to provide enhanced sentences for violent felony offenders who committed a new violent felony within three years of release from incarceration. The statute makes no rational distinction between offenders who commit violent acts and serve county jail sentences and those who commit violent acts and serve state prison sentences. As drafted, the statute is not rationally related to the goal of imposing enhanced sentences upon violent offenders who commit a new violent offense after release.

### Single Subject Requirement

Article III, section 6 of the Florida Constitution requires every law to embrace but one subject and matter properly connected therewith and to briefly express the subject in the title. The Prison Releasee Reoffender Punishment Act amended or created sections 944.705, 947.141, 948.06, 948.01, and 958.14. It addresses provisions ranging from whether a youthful offender shall be committed to the custody of the Department of Corrections, when a chronic substance abuser may be placed on probation or into community control, and who can arrest a probationer or person on community control for a violation. The only portion of Chapter 97-239 that relates to the subject of reoffenders is the provision creating section 944.705 which requires the Department of Corrections to notify inmates in no less than 18-point type of the consequences if certain enumerated crimes are committed within three years of

release. The other areas are not reasonably connected or related and are not part of a single subject.

The supreme court has held that to be constitutional a legislative act must be fairly titled and bear a cogent relationship with all the subjects of its sections. Bunnell v. State, 453 So. 2d 808 (Fla. 1984). The provisions dealing with probation violations, arrests for probation violators and forfeiting gain time for violations of controlled release are not reasonably related to mandatory punishment for particular crimes committed within three years of release from prison. The mere fact that all provisions of Chapter 97-239 relate to the general topic of crime does not mean that the disparate components are all of the same subject.

## CONCLUSION

The district court erred by finding that section 775.082(8) is constitutional, and this court should reverse that decision.

Respectfully submitted,

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## **CERTIFICATE OF SERVICE**

I HEREBY CERTIFY that a true and correct copy of the foregoing has been hand delivered to the Honorable Robert A. Butterworth, Attorney General, 444 Seabreeze Boulevard, 5th Floor, Daytona Beach, FL 32118, via his basket at the Fifth District Court of Appeal and mailed to Derek Maxwell, Central Florida Reception Center- East, P.O. Box 628229, Orlando, FL 32862-8229 this 19<sup>th</sup> day of November, 1999.

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CERTIFICATE OF FONT

I HEREBY CERTIFY that the size and style of type used in the brief is 14 point proportionally spaced Times New Roman.

Respectfully submitted,

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