

LEGAL REVIEW NOTE

Bill No.: HB 735

LC#: LC2793, To Legal Review Copy, as of
March 18, 2019

Short Title: Revise campus free speech
laws

Attorney Reviewer: Todd Everts
Laura Sankey Keip

Date: March 19, 2019

CONFORMITY WITH STATE AND FEDERAL CONSTITUTIONS

As required pursuant to section 5-11-112(1)(c), MCA, it is the Legislative Services Division's statutory responsibility to conduct "legal review of draft bills". The comments noted below regarding conformity with state and federal constitutions are provided to assist the Legislature in making its own determination as to the constitutionality of the bill. The comments are based on an analysis of jurisdictionally relevant state and federal constitutional law as applied to the bill. The comments are not written for the purpose of influencing whether the bill should become law but are written to provide information relevant to the Legislature's consideration of this bill. The comments are not a formal legal opinion and are not a substitute for the judgment of the judiciary, which has the authority to determine the constitutionality of a law in the context of a specific case.

*This review is intended to inform the bill draft requestor of potential constitutional conformity issues that may be raised by the bill as drafted. This review IS NOT dispositive of the issue of constitutional conformity and the general rule as repeatedly stated by the Montana Supreme Court is that an enactment of the Legislature is presumed to be constitutional unless it is proven beyond a reasonable doubt that the enactment is unconstitutional. See *Alexander v. Bozeman Motors, Inc.*, 356 Mont. 439, 234 P.3d 880 (2010); *Eklund v. Wheatland County*, 351 Mont. 370, 212 P.3d 297 (2009); *St. v. Pyette*, 337 Mont. 265, 159 P.3d 232 (2007); and *Elliott v. Dept. of Revenue*, 334 Mont. 195, 146 P.3d 741 (2006).*

Legal Reviewer Comments:

LC2793, as drafted, may raise potential constitutional concerns associated with Article X, section 9(2)(a), of the Montana Constitution. Section 9(2)(a) provides that “The government and control of the Montana university system is vested in a board of regents of higher education which shall have *full power, responsibility, and authority to supervise, coordinate, manage and control the Montana university system* and shall supervise and coordinate other public educational institutions assigned by law.” (Emphasis added).

According to the Montana Supreme Court, this constitutional provision grants a high degree of independence and autonomy to the Board of Regents, subject only to the Legislature's power of appropriation. *Board of Regents v. Judge*, 168 Mont. 433 (1975). The Court in *Judge* further noted that "Inherent in the constitutional provision granting the Regents their power is the realization that the Board of Regents is the competent body for determining priorities in higher education." *Id.* at 454. In that case, the Court evaluated a number of statutory restrictions imposed on the university system, including a provision that limited salary increases for certain university officials. The Court held that this statute "specifically [denied] the Regents the power to function effectively by setting its own personnel policies and determining its own priorities" and held that limitation to be unconstitutional. *Id.*

As drafted, LC2793 directs public postsecondary institutions, including the units of the Montana university system, to adopt specific policies and regulations regarding free speech and expressive activities on campus. Section 3 prohibits a public postsecondary institution from designating certain outdoor areas of campus as "free speech zones" as a limit on expressive activity. Section 6 requires the institutions to adopt policies to implement the provisions of the bill and to develop training materials and programs for campus administrators, professors, and other staff. Section 7 requires the institutions to publish a report with an action plan to implement the requirements of the bill, including reports about any instances of disruption or barriers to expressive activity; the report must be published to the institution's website and sent to the Governor and the Legislature every two years. These provisions in LC2793 may raise potential questions about whether this bill conforms with Article X, section (9)(2)(a), of the Montana Constitution.

This legal review note does not address whether the requirements of the First Amendment of the U.S. Constitution or Article II, sections 5 through 7, of the Montana Constitution apply to the Board of Regents in the context of specific policies and regulations adopted or not adopted by the Board of Regents. Only a complaint brought against the Board of Regents and before a court of competent jurisdiction with a resulting opinion can make that determination. The potential constitutional conformity issue raised in this legal review note only addresses whether under the Montana Constitution the Legislature can require the Board of Regents and units of the university system to adopt certain policies and regulations and publish required reports.

Requester Comments: