## SENATE . . . . . No. 355

By Mr. Randall, a petition of Elliot L. Richardson, Allan Paul Danovitch, William I. Randall and William D. Weeks for legislation to repeal the present wiretapping and eavesdropping statutes and providing a new statute in relation thereto. Judiciary.

## The Commonwealth of Massachusetts

In the Year One Thousand Nine Hundred and Sixty-Eight.

AN ACT REPEALING THE PRESENT WIRETAPPING AND EAVESDROPPING STATUTES AND PROVIDING A NEW STATUTE IN RELATIONS THERETO.

Be it enacted by the Senate and House of Representatives in General Court assembled, and by the authority of the same, as follows:

- 1 Sections 99 and 100 of Chapter 272 of the General Laws, as '
- 2 most recently amended by chapter 449 of the Acts of 1959 and
- $3\,$  Sections 99A, 101 and 102 of Chapter 272, are hereby repealed
- 4 and the following section is substituted in place thereof.
- 5 Section 99. Interception of wire and oral communications.
- 6 A. Definitions. As used in this section: —
- 7 The term "wire communication" means any communication
- 8 made in whole or in part through the use of facilities for the
- 9 transmission of communications by the aid of wire, cable, or
- 10 other like connection between the point of origin and the point 11 of reception.
- 12 2. The term "oral communications" means speech.
- 13 3. The term "intercepting device" means any device or ap-
- 14 paratus which is capable of transmitting, receiving, amplify-
- 15 ing, or recording a wire or oral communication other than—
- 16 a. an extension telephone instrument furnished to the sub-
- 17 scriber or user by any communication common carrier in
- 18 the ordinary course of its business as such carrier, or
- b. a hearing aid or similar device which is being used to correct subnormal hearing to normal.
- 21 4. The term "interception" means to hear, record, or aid
- 22 another to hear or record the contents of any wire or oral com-

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23 munication through the use of any intercepting device by any 24 person other than —

a. the sender or receiver of such communication.

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- b. a person within the range of normal unaided hearing or subnormal hearing corrected to not better than normal, or
- c. a person given prior authority by such sender, receiver, or person within such range, to hear what the authorizing person can hear.
- 32 5. The term "contents," when used with respect to any wire 33 or oral communication, means any information concerning the 34 identity of the parties to such communication or the existence, 35 contents, substance, purport, or meaning of that communication.
- 37 6. The term "aggrieved person" means an individual who 38 was a party to an intercepted wire or oral communication, 39 or who was named in the warrant authorizing the interception, or whose property interests were invaded in the course 41 of the interception.
- The term "designated offense" shall include the offenses of murder, armed robbery, prostitution, kidnapping, extortion, suborning, perjury, jury tampering, aggravated assault, arson, bribery, tax evasion, gambling, larceny from the common-46 wealth, lending of money or thing of value in violation of laws 47 of the commonwealth, bankruptcy fraud, any offense where a wire communication is being used as an instrumentality in 49 the commission of the offense, any offense involving commercial dealing in narcotics, being an accessory to any of the 51 foregoing offenses, and conspiracy or attempt to commit any 52 of the foregoing offenses.
- 53 8. The term "investigative or law enforcement officer" 54 means any officer of the United States, a state or a political 55 subdivision of a state, who is empowered by law to conduct in-56 vestigations of, or to make arrests for, the designated of-57 fenses, and any attorney authorized by law to participate in 58 the prosecution of such offenses.
- 59 9. The term "judge of competent jurisdiction" means the 60 chief justice of the supreme judicial court and such judges as

- 61 he shall designate, and the chief judge of the superior court 62 and such judges as he shall designate.
- 63 10. The term "communication common carrier" means any 64 person engaged as a common carrier in providing or operating 65 electronic communication facilities.
- 66 11. The term "person" means any individual, partnership, 67 association, joint stock company, trust, or corporation, whether 68 or not any of the foregoing is an officer, agent or employee of 69 the United States, a state, or a political subdivision of a state.
- 70 B. Offenses.
  - 1. Interception, oral communications prohibited.
- Except as otherwise specifically provided in this section any 73 person who willfully intercepts, attempts to intercept, or pro-74 cures any other person to intercept or attempt to intercept, 75 any wire or oral communication shall be fined not more than 76 ten thousand dollars, or imprisoned in the state prison not more 77 than five years, or imprisoned in a jail or house of correction 78 not more than two and one half years, or both so fined and 79 given one such imprisonment.
- 80 2. Editing or tape recordings in judicial proceeding pro-81 hibited.
- Except as otherwise specifically provided in this section any 83 person who willfully edits, alters, or tampers with any tape, 84 transcription, or other sound recording, or knows of such 85 editing, altering, or tampering, and presents such recording 86 in any judicial proceeding or proceeding under oath, without 87 fully indicating the nature of the changes made and the origi-88 nal state of the recording, shall be fined not more than ten 89 thousand dollars, or imprisoned in the state prison not more 90 than five years, or imprisoned in a jail or house of correction 91 not more than two years, or both so fined and given one such 92 imprisonment.
- 93 3. Disclosure, or use of wire or oral communications pro-94 hibited.
- 95 Except as otherwise specifically provided in this section any 96 person who —
- 97 a. willfully discloses or attempts to disclose to any person 98 the contents of any wire or oral communication, knowing

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that the information was obtained through interception; or b. willfully uses or attempts to use the contents of any wire or oral communication, knowing that the information was obtained through interception shall be guilty of a misdemeanor punishable by imprisonment in a jail or a house of correction for not more than two years or by a fine of not more than five thousand dollars or both.

106 4. Disclosure of contents of applications, warrants, re-107 newals, and returns prohibited.

Except as otherwise specifically provided in this section any 109 person who willfully discloses to any person, any information 110 concerning or contained in the application for the granting or 111 denial of orders for interception, renewals, notice or return on 112 an exparte order granted pursuant to this section, or the con-113 tents of any document, tape, or recording kept in accordance 114 with paragraph N, shall be guilty of a misdemeanor punish-115 able by imprisonment in a jail or a house of correction for 116 not more than two years or by a fine of not more than five 117 thousand dollars or both.

18 5. Duty to report to law enforcement officers.

An employee of any communication common carrier who 120 has knowledge obtained during the course of such employment 121 of any violation of this section and willfully fails to report 122 such knowledge within seven days to a district attorney or the 123 attorney general shall be guilty of a misdemeanor punishable 124 by imprisonment in a jail or a house of correction for not 125 more than two years or by a fine of not more than five thou-126 sand dollars or both,

C. Exemptions.

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128 1. It shall not be a violation of this section —

a. for an operator of a switchboard, or any officer, agent, or employee of any communication common carrier, whose facilities are used in the transmission of a wire communication, to intercept, disclose, or use that communication in the normal course of his employment while engaged in any activity which is a necessary incident to the operation of such facilities, provided that when any communication common carrier intercepts or monitors the content of conversa-

tions between users it shall emit a "beep" tone or other identifying signal; or

b. for persons to use intercepting devices for security or business purposes so long as adequate warning is given to the public that such devices are in use; or

c. for persons to use an office intercommunication system for business purposes,

d. for federal officers to violate the provisions of this section provided such officers act lawfully pursuant to a statute of the United States Government; or

e. for any person duly authorized to make specific interceptions by a warrant issued under paragraph E to make such interceptions.

150 2. Permitted disclosure and use of intercepted wire or oral 151 communications.

a. Any investigative or law enforcement officer who, by any means authorized by this section, has obtained knowledge of the contents of any wire or oral communication, or evidence derived therefrom, may disclose such contents or evidence to another investigative or law enforcement officer to the extent that such disclosure is appropriate to the proper performance of the official duties of the officer making and receiving the disclosure.

b. Any investigative or law enforcement officer who, by any means authorized by this section, has obtained knowledge of the contents of any wire or oral communication, or evidence derived therefrom, may use such contents in the proper discharge of his official duties.

c. Any person who has obtained, by any means authorized by this section, knowledge of the contents of any wire or oral communication, or evidence derived therefrom, may disclose such contents while giving testimony under oath or affirmation in any criminal proceeding in any court of the United States or of any state or in any Federal or state grand jury proceeding involving one of the designated offenses.

d. The contents of any wire or oral communication intercepted in accordance with the provisions of this section,

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or evidence derived therefrom, may otherwise be disclosed only upon a showing of good cause before a judge of compe-

177 tent jurisdiction.

178 D. Warrants; when issuable.

A warrant may issue only upon a sworn application in con-180 formity with this article, and upon reasonable cause to believe 181 that cogent evidence of the commission of a designated of-182 fense or information essential to the apprehension of the 183 perpetrator thereof, may be thereby obtained, and when there 184 are no other means reasonably available whereby comparable 185 evidence or information may be obtained.

186 E. Warrants; application.

187 1. The attorney general, any assistant attorney general 188 specially designated by the attorney general, any district at-189 torney, or any assistant district attorney acting as district at-190 torney, may apply ex parte to a judge of competent jurisdic-191 tion for a warrant to intercept wire or oral communications. 192 Each application ex parte for a warrant must be in writing, 193 subscribed and sworn to by the applicant authorized by this 194 article.

## 2. The application must contain:

a. a statement of facts establishing reasonable cause to believe that a particularly described designated offense has been, is being, or is about to be committed; and

b. a statement of facts establishing reasonable cause to believe that conversation of a particularly described person which will constitute cogent evidence of such crime, or which will materially aid in the apprehension of the perpetrator, will occur in a particularly described place or premises, or over particularly described telephone or telegraph lines; and

c. a particular description of the nature of the conversation sought to be intercepted; and

d. a statement that the conversation sought is material to a particularly described investigation or prosecution, that such conversation is not legally privileged and that no other means are reasonably available to obtain comparable information or evidence; and

e. a statement of the period of time for which the interception is required to be maintained. If practicable, the application should designate hours of the day or night during which the conversation may be reasonably expected to occur. If the nature of the investigation is such that the authorization for the interception should not automatically terminate when the described conversation has been first obtained, the application must specifically state facts establishing reasonable cause to believe that additional conversation of the same nature will occur thereafter; and

f. if it is reasonably necessary to make a secret entry upon a private place or premises in order to install an intercept device to effectuate the purposes of the application, a statement to such effect describing generally the device to be installed; and

g. if a prior application has been submitted or a warrant previously obtained for intercepting a wire or oral communication, a statement fully disclosing the date, court, applicant, execution, results, and present status thereof; and

h. if there are exigent circumstances requiring the postponement of notice pursuant to paragraph L, subparagraph 2, a description of such circumstances, including reasons for the applicant's belief that secrecy is essential to obtaining the evidence or information sought.

236 3. Allegations of fact in the application may be based either 237 238 upon the personal knowledge of the applicant or upon in-239 formation and belief. If the applicant personally knows the 240 fact alleged, he must so state. If the facts establishing such 241 reasonable cause are derived in whole or part from the state-242 ments of persons other than the applicant, the sources of such 243 information and belief must be either disclosed or described, 244 and the application must contain facts establishing the ex-245 istence and reliability of the informant, or the reliability of 246 the information supplied by him. The application must also 247 state, so far as possible, the basis of the informant's knowl-248 edge or belief. If the applicant's information and belief is de-249 rived from tangible evidence or recorded oral evidence, a copy 250 or detailed description thereof should be annexed to or in-

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251 cluded in the application. Affidavits of persons other than the 252 applicant may be submitted in conjunction with the applica-253 tion if they tend to support any fact or conclusion alleged

254 therein. Such accompanying affidavits may be based either on 255 personal knowledge of the affiant, or information and belief

256 with the source thereof and reason therefor specified.

257 F. Warrants; application to whom made.

Application for a warrant to intercept a wire or oral com-259 munication must be made to a judge of a competent jurisdic-260 tion in the county where the intercept is to occur or the county 261 where the office of the applicant is located; except that for 262 these purposes the office of the attorney general shall be 263 deemed to be located in Suffolk County.

264 G. Warrants; application how determined.

265 1. If the application conforms to paragraph E, the judge 266 may examine under oath or otherwise interrogate any person 267 for the purpose of determining whether grounds exist for the 268 issuance of the warrant pursuant to paragraph D. Any such 269 examination or interrogation must be either recorded or sum-270 marized in writing.

271 2. If satisfied that grounds exist for the issuance of a war-272 rant pursuant to paragraph D, the judge may grant the ap-273 plication and issue a warrant in accordance with paragraph H. 274 Copies of both such instruments must be retained by the is-275 suing judge.

276 3. If the application does not conform to paragraph E, or 277 if the judge is not satisfied that grounds exist for the issuance 278 therefor, the application must be denied.

279 H. Warrants; form and content.

280 A warrant must contain:

281 1. The subscription and title of the issuing judge; and

82 2. The date of issuance, date of effect, and termination date.

283 The effective period of the warrant shall not exceed fifteen

284 days. If the effective period of the warrant is to terminate

285 upon the acquisition of particular evidence or information, the 286 warrant shall so provide; and

287 3. A particular description of the person and the place,

288 premises or telephone or telegraph line upon which eaves-289 dropping may be conducted; and

290 4. A particular description of the nature of the conversa-291 tion to be obtained by the intercept, including a statement of 292 the designated offense to which it relates; and

5. An express authorization to make secret entry upon a 294 private place or premises to install a specified intercepting 295 device, if such entry is necessary to execute the warrant; and 6. A statement providing for notice pursuant to Paragraph 297 L., except that if there has been a finding of exigent circum-298 stances requiring the postponement of such notice, a state-299 ment of such finding together with the basis therefor must be 300 included and an alternative direction for deferred notice pur-301 suant to Paragraph L, Subparagraph 2.

302 I. Warrant, Amendment of.

303 On motion of the applicant any warrant issued pursuant to 304 this section may, in the discretion of the judge issuing the 305 warrant or in his absence any other judge of competent juris-306 diction, be amended to include any matters which would have 307 been properly includable if known at the time of the issuance 308 of the warrant. Such motion to amend the warrant must be 309 made within a reasonable time after the applicant acquires 310 knowledge of facts which make such matter includable in the 311 warrant.

312 J. Warrants; renewals.

313 1. At any time prior to the expiration of a warrant or a 314 renewal thereof, the applicant may apply to any judge of a 315 superior court in the county where the original warrant was 316 issued for a renewal thereof with respect to the same person, 317 place, premises, or telephone or telegraph line. An applica-318 tion for renewal must incorporate the warrant sought to be 319 renewed together with the application therefor and any ac-320 companying papers upon which it was issued. The applica-321 tion for renewal must set forth the results of the interceptions 322 thus far conducted. In addition, it must set forth present 323 grounds for extension in conformity with paragraph E.

324 2. Upon such application, the judge may issue an order re-325 newing the warrant and extending the authorization for a Jan.

326 period not exceeding fifteen days from the entry thereof. Such 327 an order shall specify the basis for the finding of present 328 reasonable cause for the issuance thereof.

- 329 K. Warrants; manner and time of execution.
- 330 1. A warrant may be executed pursuant to its terms any-331 where in the state.
- 332 2. Such warrant may be executed by the authorized ap-333 plicant personally or by another public servant designated by 334 him for the purpose.
- 335 3. The warrant may be executed according to its terms 336 during the hours specified therein, and for the period therein 337 authorized, or a part thereof; provided, however that unless 338 specifically otherwise ordered, the authorization must termi-339 nate upon the acquisition of the conversations described in 340 the warrant. Upon termination of the authorization in the 341 warrant and any renewals thereof, the interception must cease 342 at once, and any device installed for the purpose of the in-343 terception must be removed as soon thereafter as practicable. 344 Entry upon private premises for the removal of such device 345 is deemed to be authorized by the warrant.
- 346 L. Warrants; notice.
- 1. Prior to the execution of an intercept warrant, written 348 notice of the issuance thereof, must, except as otherwise pro-349 vided in subdivision two, be served upon a person whose con-350 versation is to be obtained, or if an intercept device is to be 351 installed upon the owner, lessee, or occupant of the place or 352 premises, or upon the subscriber to the telephone or owner or 353 lessee of the telegraph line described in the warrant.
- 2. If the application specially alleges exigent circumstances requiring the postponement of notice, and the issuing court finds that such circumstances exist, the warrant may provide that notice may be served within thirty days after the expiration of the warrant or, in case of any renewals thereof, within thirty days after the expiration of the last renewal; except that upon a showing of important special facts requiring further postponement of notice, the judge may direct that notice be served at such time as may be appropriate in the circumstances.

- 364 3. The notice shall be served by an officer authorized to 365 serve criminal process, if possible by leaving an attested copy 366 thereof with the person to be served or at his usual place of 367 abode, and where that is not possible by mailing an attested 368 copy by registered or certified mail to his last known place 369 of abode. In no event shall notice be postponed beyond a 370 period of time longer than the longest statute of limitations of 371 any designated offense in the warrant.
- 372 M. Warrant, return.
- Within fourteen days after the termination of the warrant or 374 the last renewal thereof, a return must be made thereon to the 375 judge issuing the warrant by the applicant therefor, stating:
- 376 a. the nature and location of the communications facilities 377 or the place where the interceptions were made;
- 378 b. the period of time during which such interceptions were 379 made;
- 380 c. the names of the parties to the communications inter-381 cepted if known; and
- 382 d. a brief summary of evidence or information obtained by 383 the intercept.
- 384 N. Custody and Secrecy of papers and recordings made 385 pursuant to a warrant.

The contents of any wire or oral communication intercepted 387 pursuant to a warrant issued under this paragraph shall, if 388 if possible, be recorded on tape or wire. Duplicate tapes or 389 wire recordings may be made for use pursuant to subpara-390 graphs 2 (a) and (b) of Paragraph C for investigations. Within 391 twenty-one days after the end of the period specified in the 392 warrant or extensions thereof, or within such further time as 393 the judge may order, the original tape or wire recordings shall 394 be made available to the issuing judge. Applications, warrants, 395 renewals, returns, and recordings shall be kept wherever the 396 judge orders. Their content shall not be disclosed except as 397 provided in this section where a return has been made and 398 the court finds no defects. The papers, recordings, etc., may 399 be transferred to the trial court and the trial judge may dis-400 close them in accordance with Paragraph C, subparagraph 2, 401 or Paragraph O or any other applicable provision of this sec-

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402 tion. They shall be kept for at least ten years, or for the 403 longest period of limitations for any designated offense speci-404 fied in the warrant, whichever is longer, and they shall not be 405 altered or destroyed except on order of the issuing judge. If 406 the issuing or denying judge is unavailable at a time 407 when action by him is required by this paragraph, 408 any judge of competent jurisdiction may take such 409 action.

410 O. Introduction in evidence.

In any criminal trial where the commonwealth intends to 412 offer in evidence any portions of the contents of interception 413 pursuant to a warrant issued under this section the defendant 414 shall be furnished a recording, or where no recording exists, 415 a copy, of such portions and a copy of such parts of application, extensions of the warrant, or return as are relevant 417 thereto, at least ten days prior to trial.

418 P. Suppression of evidence.

419 1. Any aggrieved person who is a defendant in a criminal 420 trial in a court of the commonwealth may move to suppress 421 the contents of any intercepted wire or oral communication 422 or evidence derived therefrom, on the grounds that —

423 a. the communication was unlawfully intercepted by a law 424 enforcement officer or a person acting as his agent;

425 b. the warrant under which it was intercepted is insufficient 426 on its face; or

427 c. the interception was not made in conformity with the 428 warrant.

429 2. The motion in general.

430 A person claiming to be aggrieved by an unlawful inter-431 ceptor and having reasonable grounds to believe that the 432 contents thereof, hereinafter referred to as property, claimed 433 to have been unlawfully obtained may be used as evidence 434 against him in criminal proceeding, may move for the return 435 of such property or for the suppression of its use as evidence. 436 The court shall hear evidence upon any issue of fact necessary 437 to determination of the motion.

438 If the motion is granted, the property shall be restored un-439 less otherwise subject to lawful detention, and in any event 440 it shall not be admissible in evidence in any criminal proceed-441 ing against the moving party.

442 If the motion is denied, the order denying such may be 443 reviewed on appeal from a judgment of conviction notwith-444 standing the fact that such judgment of conviction is predi-445 cated upon a plea of guilty.

446 3. Time of making and determination.

a. The motion shall be made with reasonable diligence prior 448 to the commencement of any trial in which the property 449 claimed to have been unlawfully obtained is proposed to be 450 offered as evidence, except that the court shall entertain a mo-451 tion made for the first time during trial upon a showing that 452 (1) the defendant was unaware of the seizure of the property 453 until after the commencement of the trial, or (2) the de-454 fendant, though aware of the seizure prior to trial, has, only 455 after the commencement of the trial, obtained material evi-456 dence indicating unlawful acquisition, or (3) the defendant 457 has not had adequate time or opportunity to make the motion 458 before trial.

b. If a motion has been made and denied before trial, the determination shall be binding upon the trial court, except that, if it is established that, after the making of such motion, deethe defendant obtained additional, material evidence of undersulations which could not have been obtained with reasonable diligence before the making of the motion, the court shall entertain another motion, or a renewal of a motion, during the trial.

467 c. When the motion is made before trial, the trial shall not 468 be commenced until the motion has been determined, except 469 that, in the case of misdemeanors and such offenses over which 470 the court has summary jurisdiction, the court having sum-471 mary jurisdiction over such crimes and offenses may, by gen-472 eral rule of court, provided that the hearing and determination 473 of such motions may be referred to the trial court for de-474 termination during the course of the trial upon the consent of 475 the district attorney, or the attorney general or if no contrary 476 general rule of court has been promulgated, the court before 477 which the motion is made shall have discretion either to en-

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478 tertain the motion, or to, refer it to the trial court for deter-479 mination during the course of the trial if the district attorney 480 or the attorney general consents thereto. When the motion is 481 made during trial, the court shall, in the absence of the jury, 482 if there be one, hear evidence in the same manner as if the 483 motion has been made prior to trial, and shall decide all issues 484 of fact and law.

d. If no motion is made in accordance with the provisions 486 of this title, the defendant shall be deemed to have waived any 487 objection during trial to the admission of evidence based on 488 the ground that such evidence was unlawfully obtained.

e. Appeal from the Granting of a Motion to Supress.

489 In addition to any other right of appeal, the commonwealth 491 by the attorney general or district attorney shall have the right 492 to appeal from an order allowing a motion to suppress made 493 under subparagraph P of this section if the officer taking the 494 appeal shall certify that the appeal is not taken for purposes 495 of delay. Such appeal shall be taken within thirty days after 496 the date of allowance of the motion to suppress, and shall be 497 diligently prosecuted. If the motion to suppress is allowed 498 prior to trial the appeal shall be decided prior to trial. If the 499 motion to suppress is allowed during trial and the appeal is 500 granted during trial the evidence may be admitted at trial. If 501 it is decided after the completion of trial and the appeal is 502 granted, the district attorney or the attorney general may 503 move for a new trial and such motion shall be granted by the 504 trial judge if the evidence suppressed is found to be material.

Q. Civil remedy. 505

Any party to a conversation intercepted, disclosed, or used 507 in violation of this section shall have a civil cause of action 508 against any person who intercepts, discloses, or uses such com-509 munications, and shall be entitled to recover from any such 510 person —

1. actual damages but not less than liquidated damages com-512 puted at the rate of \$100 per day for each day of violation or

513 \$1000, whichever is higher;

2. punitive damages; and 3. a reasonable attorney's fee and other litigation disburse-515

516 ments reasonably incurred. Good faith reliance on a warrant 517 issued under this section shall constitute a complete defense 518 to an action brought under this paragraph.

R. Annual Report of Interceptions to the General Court. On the second Friday of January, each year, the attorney 520 521 general and each district attorney shall submit a report to the 522 general court stating (1) the number of applications made 523 for warrants during the previous year, (2) the name of the 524 applicant, (3) the number of warrants issued, (4) the effective 525 period for the warrants, (5) the number and designation of 526 the offences for which those applications were sought, (6) the 527 number of renewals, (7) the number of intercepts made dur-528 ing the previous year, (8) the number of indictments believed 529 to be obtained as a result of those intercepts, (9) the number 530 of criminal convictions obtained in trials where interception 531 evidence was introduced. This report shall be a public docu-532 ment.

S. Severability. 533

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If any provision of this section or application thereof to any 535 person or circumstances is held invalid, such invalidity shall 536 not affect other provisions or applications of the section which 537 can be given effect without the invalid provision or applica-538 tion, and to this end the provisions of this section are declared 539 to be severable.