

ALASKA LEGISLATURE COMMITTEE FILES, 2003-2004 8672

11205 SENATE JUDICIARY

Chapter	Section	Paragraph	Changes
59 (cont)	645	1	Minor grammatical change
		2	Minor grammatical changes
		3	None
		4	For consistency, changed reference to chief legislative officer
	646		None
60	650	1	Inserted new third sentence about referring a question to subcommittee. Moved fourth sentence to first sentence in new Para 6. Moved fifth sentence (with minor grammatical changes) to new Para 4. Updated footnote reference.
		2	None
		3	None
		New	New paragraph 4. Language was formerly the fifth sentence of old Para 1.
		New	New Para. 5 concerning rules governing meetings.
		4	Becomes new Para 6. Incorporates language formerly found in fourth sentence of old Para 1.
		New	New Para 7 concerning subcommittee amendments
		New	New Para 8 concerning committee actions on subcommittee recommendations
New	New Para 9 concerning requiring discharge of a subcommittee		
61	653		None
	654		None
	655		Added language about no rule to contrary
	656		None
	657		None
	658		Added a sentence to updated language to reflect the modern practice whereby joint committees do vote by houses
	659		None
62	663	1	Deleted paragraph numbering and first sentence
		2	Deleted paragraph numbering
	664	1	Deleted the part of second sentence concerning permanent attachment
		2	None
		new	Inserted a new paragraph 3 stating that a committee chair may not hold or delay the filing of a report
		3	Renumbered as paragraph 4
		4	Renumbered as paragraph 5
		5	Renumbered as paragraph 6
		6	Renumbered as paragraph 7
		7	Renumbered as paragraph 8
	8	Renumbered as paragraph 9	
	665	1	None
		2	None
3		Added language to clarify meaning	
4		Minor grammatical change	

Chapter	Section	Paragraph	Changes	
62 (cont)	666	1	None	
		2	Moved last sentence to beginning of section. For consistency, changed reference to chief legislative officer	
		3	None	
		4	Clarified the types of committees that are allowed to report at any time	
		5	None	
		6	Deleted	
	667		None	
	668		None	
	669		None	
	670	1	None	
		2	None	
		3	None	
		4	None	
		5	None	
		6	None	
		7	None	
	671		None	
	672		For consistency, moved "see also" reference below section heading	
	673		None	
	674		None	
	675			Added a "see also" reference beneath section heading
		1		To clarify section, wording was changed to "properly called" committee meeting. Also, changed wording about what action the presiding officer takes
		2		None
		3		None
	676		None	
	677		Deleted entire section	
	678		Renumbered as Section 677. Broadened reference from resolution to measure	
	63	683		None
		684	1	None
			2	None
			3	None
4			For consistency, changed reference to chief legislative officer	
5			None	
685			None	
686			None	

Chapter	Section	Paragraph	Changes
63 (cont)	687	1	None
		2	None
		3	None
		4	Added language to clarify reconsideration in committee of the whole
		5	None
		6	None
		7	None
		8	None
	688		None
	689		None
690		None	
691		None	
64	694	1	None
		2	None
		3	None
		4	None
		5	For consistency, changed reference to chief legislative officer
	695	1	None
		2	None
		3	None
		4	Deleted language about publishing
		5	None
	696		None
	697	1	None
		2	Deleted references to deposit with secretary of state and journals
		3	Deleted
		4	Renumbered as paragraph 3
		5	Renumbered as paragraph 4
	698		None
	699		None
	700	1	None
		2	None
		3	For consistency, changed reference to chief legislative officer. Made some other minor grammatical changes.
		4	Deleted references to true and truth
		5	None
		6	None
		7	For consistency, changed reference to chief legislative officer.
		8	Minor grammatical change
	701		None

Chapter	Section	Paragraph	Changes
64 (cont)	702	1	For consistency, changed reference to chief legislative officer. Deleted last sentence
		2	Removed reference to secretary of the state and existing language to where courts cannot look
		3	Removed paragraph number, so this language becomes part of paragraph 2
		4	Renumbered as paragraph 3
	703	1	Deleted
		2	Deleted paragraph number and first & third sentences
65	705	1	None
		2	None
		3	None
		4	Changed reference to generic person
		5	None
		6	None
	706		None
66	710		None
	711		None
	712		None
	713		None
	714		None
67	720		None
	721	1	None
		2	Removed both references to resolution
	722		None
	723		None
68	726	1	None
		2	Minor grammatical change
		3	None
		4	None
		5	None
		6	None
		7	None
		8	None
		9	None
	727		None
	728		None
	729		None
	730		None
	731		None
	732		None
	733		None
	734	1	Replaced "several" with "separate"
		2	None
		3	None
		4	None
735	1	Changed the second "must" to "may"	
	2	None	

Chapter	Section	Paragraph	Changes	
68 (cont)	736		None	
	737		None	
	738		None	
	739		None	
	740			Added Sec. 753 and Sec. 756 to the "See also" note
		1		None
		2		None
		3		None
		4		Added footnote referring to New York case
	5		None	
	741		None	
69	750		None	
	751	1	None	
		2		
		new		New Para 3 was created by moving Sec. 468, Para 2 here
	752		None	
	753			Added a see also note referencing Sec 740 and 756
		1		None
		2		None
	754	1		Added reference to New York court case in footnote
				Under clause b, deleted to reference "on the bill while both houses are in session" and inserted "in accordance with constitutional requirements"
				None
				Deleted remainder of sentence after the first reference to "secretary of state"
				None
				None
				None
				None
				None
				None
				None
				None
	755		None	
756			Added "see also" reference to Sec. 740 and Sec. 753	
	1		None	
	2		Added footnote referring to New York court case	
	3		None	
757		None		
758	1		Deleted last sentence	
	2		None	
	3		None	

Chapter	Section	Paragraph	Changes
70	760	1	None
		2	None
		3	None
		4	None
		5	None
		6	Changed wording to clarify that one house cannot question any "procedural action or ruling" of the other
	761		None
	762		None
	763		None
	764		None
	765		None
71	766	1	None
		2	None
		3	None
		4	None
		5	Minor grammatical change
		6	None
		7	None
		8	None
	767		None
	768		None
	769	1	None
		2	None
		3	None
		4	Deleted
		5	Renumbered as Para 4
		6	Renumbered as Para 5
		7	Renumbered as Para 6
	770	1	None
		2	Minor grammatical change
		3	None
	771	1	Changed language so the report must be affirmatively signed by a majority of the conferees from each chamber
		2	None
		3	None
		4	Changed to simplify and clarify language
		5	None
		6	Changed to simplify and clarify language
7		None	
8		None	
9		Changed to simplify and clarify language	

Chapter	Section	Paragraph	Changes	
71 (cont)	772	1	None	
		2	Changed reference from "other house" to "in form of a conference committee report"	
	773	1	Changed to simplify and clarify language	
		2	None	
		3	None	
		4	None	
		5	None	
774		Minor grammatical change to second sentence. Deleted sentence referring to process in Arkansas and Montana		
775		None		
72	780	1	None	
		2	None	
		3	None	
		4	None	
		5	None	
		6	None	
		7	Clarified that the special message must come "from the governor"	
		8	None	
		9	None	
		10	None	
		11	Moved and renumbered as Para 15	
		12	Renumbered as Para 11	
		13	Renumbered as Para 12	
		14	Renumbered as Para 13	
		15	Renumbered as Para 14	
	781	1	None	
		2	None	
		3	None	
		4	Changed language to clarify that "it is not acceptable" to lengthen session by stopping the clock	
		5	None	
		6	Changed to "session" ceases upon "sine die" adjournment	
		7	None	
		8	None	
	782		None	
	783			Changed title by removing reference to "three" and adding the more general language "specified number of"
		1		Removed reference to "three" and added the more general language "a specified number of"
		2		Removed reference to "three" and added the more general language "a specified number of"
		3		None
	784		None	

Chapter	Section	Paragraph	Changes
73	795		None
	796	1	Minor grammatical change
		2	None
		3	None
		4	None
		5	None
	797	1	None
		2	None
		3	None
		4	None
		5	None
		6	Minor grammatical change
		7	None
	798	1	Second sentence changed by deleting "whether the power of inquiry is to be exercised by a state or federal legislative body, or"
		2	None
		3	None
	799		None
	800		None
	801	1	None
		2	Footnote was modified to include text and footnote references from old Para 7 and Para 8
		3	None
		4	None
		5	None
		6	None
		7	Converted to a narrative footnote for Para 2
		8	Converted to a narrative footnote for Para 2
		9	Deleted
	802	1	None
		2	None
		3	None
		4	Language made more general; removed reference to "chair of the committee"
		5	None
		6	None
7		None	
8		None	
9		None	
10		None	
11		None	
12		Removed reference to Congress in first sentence. Deleted second sentence. Deleted footnote.	
803		None	

Chapter	Section	Paragraph	Changes
74	805	1	None
		2	None
		3	None
		4	Reworded to clarify meaning
		5	None
	806		None
	807		None

HCR

29

Alaska State Legislature

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Rep.Cheryll.Heinze@legis.state.ak.us

Representative Cheryll Heinze
District 24 - Anchorage

TC: Senator Ralph Seekins, Chairman
Senate Judiciary Committee

DATE: April 6th, 2004

I would request that you schedule HCR 29 for a hearing before your committee.

Enclosed are:

1. Sponsor Statement
2. HCR 29
3. Fiscal Note from The Alaska Court System
4. Anchorage Wellness Court's Summary of Facts 2003 Update
5. Wellness Court Bulletpoints

Sincerely,

A handwritten signature in cursive script that reads "Cheryll".

Representative Cheryll Heinze

Alaska State Legislature



Representative Cheryll Heinze

Sponsor Statement

HCR 29

This House Concurrent Resolution recognizes therapeutic courts and their effectiveness in treating alcoholism, particularly in regards to Driving Under the Influence (DUI).

In 2001 there were 85 traffic related fatalities. Over half of them were directly related to drunk driving. The cost and effectiveness of dealing with Drunk drivers in the conventional court system is prohibitive to say the least.

Therapeutic Courts on the other hand have a proven success rate as well as being significantly cheaper for the state. Conventional incarceration methods cost roughly six times as much as treatment from therapeutic courts.

HCR 29 encourages the Department of Law and the Public Defender Agency to actively participate in the startup of therapeutic courts in communities where there is a large population of DUI offenders and local support for therapeutic courts.

FISCAL NOTE

STATE OF ALASKA
2004 LEGISLATIVE SESSION

Fiscal Note Number: _____
Bill Version: HCR29-ACS-TC-2-27-04
() Publish Date: _____

Revision Date/Time (Note if correction): _____ Dept. Affected: _____
Title Support Therapeutic Courts BRU Alaska Court System
Component Trial Courts
Sponsor Representative Heinze
Requester _____ Component No. _____

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	FY 2010
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
-----------------------------	--	--	--	--	--	--

CHANGE IN REVENUES ()						
-------------------------------	--	--	--	--	--	--

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2004) cost: 0.0

Mark this box (X) if funding for this bill is included in the Governor's FY 2005 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

The court system does not anticipate any fiscal impact from the passage of HCR 29.

Prepared by: Doug Wooliver Administrative Attorney Phone 463-4750
Division: Alaska Court System Date/Time 2/27/04 10:03 AM
Approved by: Stephanie Cole Administrative Director by Doug Wooliver Date 2/27/2004
Agency: Alaska Court System

Anchorage Wellness Court
Summary of Facts
2003 Update

February 14, 2004

Prepared By:

Alan R. McKelvie
Justice Center
University of Alaska, Anchorage

Comments on RCA position paper on JAA regulatory exemption (HB 453)

1. Regulatory review of new generation has been the exception, not the rule.

Over the last 20 years there were four major generation and transmission resource additions in the Railbelt. Three were not reviewed by regulators: Bradley Lake Hydroelectric generation station, the Alaska Intertie and the Northern Intertie. All three are major power system improvements and are successful. The fourth was Healy Clean Coal Power Plant, so far an abject failure. The only other significant new generation during these years was the four generation projects associated with the Four Dam Pool and these were also exempted from regulatory review.

2. Adequate oversight and safeguards exist without an additional layer of regulation.

It is not true that there would be no direct mechanism to control or question the sizing of proposed plant investments or their fuel sources. The legislation is carefully crafted so that exemption from regulatory oversight is available only to owners of the JAA if they are either cooperatives or municipally-owned utilities. The oversight will be performed by representatives elected by the members of the JAA's owners.

3. Contracts will provide additional protection and recourse to courts if necessary.

All JAA projects and investments will be based on contracts between itself and the individual JAA member utilities. These contracts will specify the terms of the projects, each utilities rights and obligations, and provide for judicial enforcement of the contractual terms. These contracts would be voluntary, as is participation in the JAA. No utility would have to buy power or other services from the JAA unless its utility governing body chose to do so.

4. RCA retail rate regulation of the individual utilities would remain.

When did the legislature empower the RCA to "control or question" the sizing, cost, siting or fuel supply of projects before they are built? We do not believe the RCA has authority other than that given by the legislature and the legislature has not given this authority.

5. The RCA would continue to regulate retail rates and any wholesale transactions between the JAA and utilities not a part of the JAA.

Each expected JAA participant is and would continue to be regulated by the RCA for retail rates. The RCA would also continue to regulate wholesale transactions between JAA members or the JAA itself and utilities not part of the JAA.

6. New generation is needed and unnecessary regulation will simply slow the process and increase the cost.

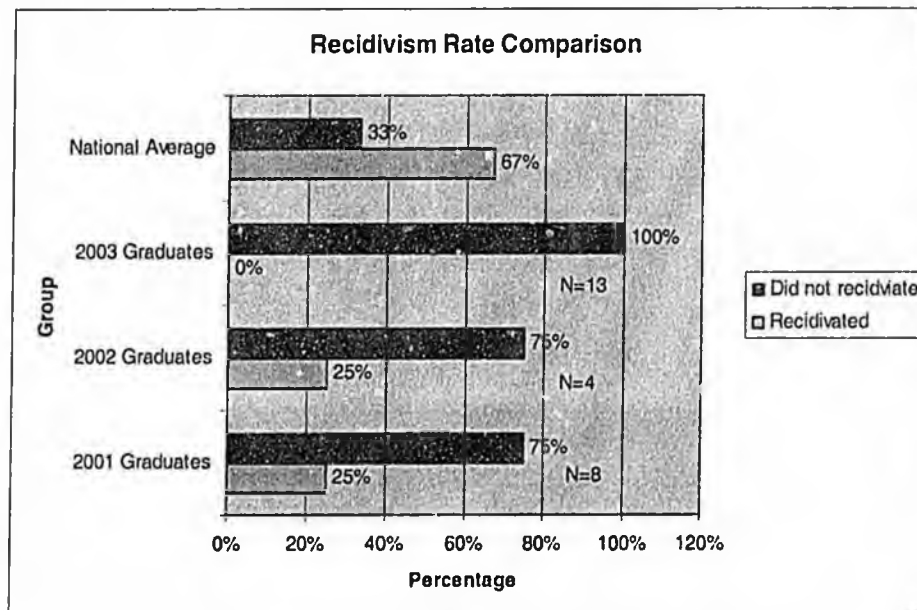
The average age of generation is over 30 years. The utilities are in the best position to determine need and resource facility levels.

Executive Summary

Anchorage Wellness Court, a therapeutic court for alcoholic misdemeanants, has been operating for three years under Judge James N. Wannamaker of the Anchorage District Court. Participants enter the 18-month program under a plea agreement that gives them a reduced sentence if they complete the program. During their 18 months in the program they must:

- Stay alcohol and drug free,
- Be monitored for sobriety,
- Attend treatment for their addiction,
- Take naltrexone for the first four months,
- Attend a weekly group for people on naltrexone,
- Attend a weekly workbook based cognitive behavioral group,
- Attend AA,
- Appear before the judge at regular intervals,
- Be rewarded or sanctioned for progress,
- Be employed,
- Pay restitution,
- Pay most of their treatment costs.

As of December 31, 2003, twenty-five participants had completed this rigorous 18-month program and graduated from Wellness Court. (An additional 5 have graduated since January 1, 2004). The Justice Center obtained recidivism data from the Alaska Court System's case management system and the Department of Corrections movement files. The data consisted of all filed arrests, bookings and convictions for the 2001, 2002, and 2003 participants from January 2001 to February 2004. The results are as follows:



*Based on post-graduation convictions.

Anchorage Wellness Court: Summary of Facts

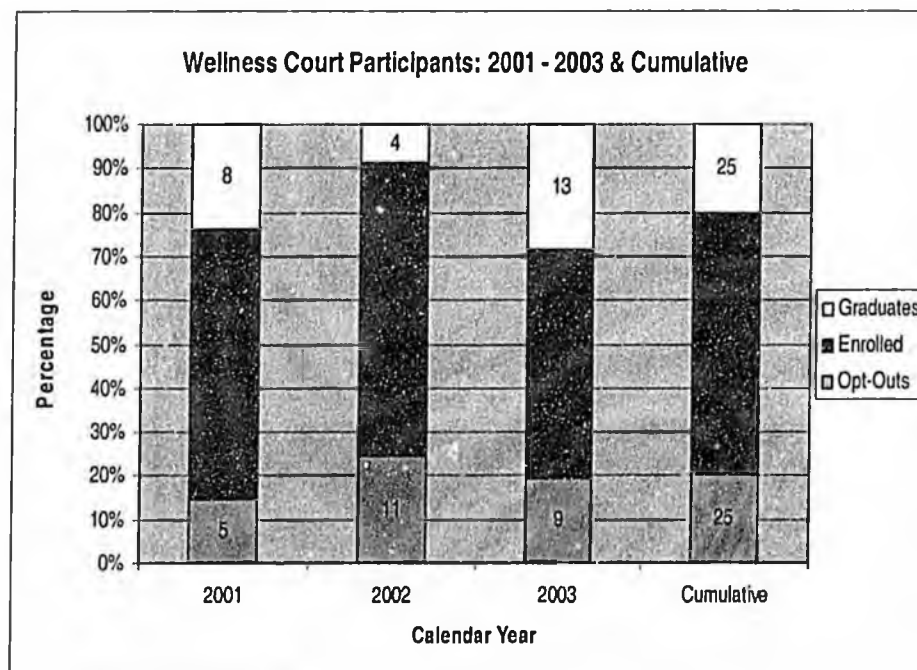
Statistical Summary

Gender and age of the 2003 Wellness Court participants varied little compared to previous years. Males comprised 72% percent of the group, compared to 67% in 2002, and 68% in 2001. Females comprised 28% in 2003, 33% in 2002 and 32% in 2001. The average age of participants was also similar.

	2001 Wellness Court	2002 Wellness Court	2003 Wellness Court*	Comparison Group
Total participants	34	45	46	30
Gender	11 female (32%) 23 male (68%)	15 female (33%) 30 male (67%)	13 female (28%) 33 male (72%)	5 female (17%) 25 male (83%)
Average Age of all participants	41	43	41	40
Average Age of male participants	42	43	42	39
Average age of female participants	39	42	41	46

*2003 participant total includes 30 individuals who were carried over from 2002. There were 16 new participants in 2003.

Figure 2 illustrates the Wellness Court participant activity for the years 2001 through 2003 and cumulative. The opt-out category includes participants who violated conditions of release.



Anchorage Wellness Court: Summary of Facts

Figure 3 illustrates the gender breakdown of the Court participants. As shown in the first table the ratios are similar across years.

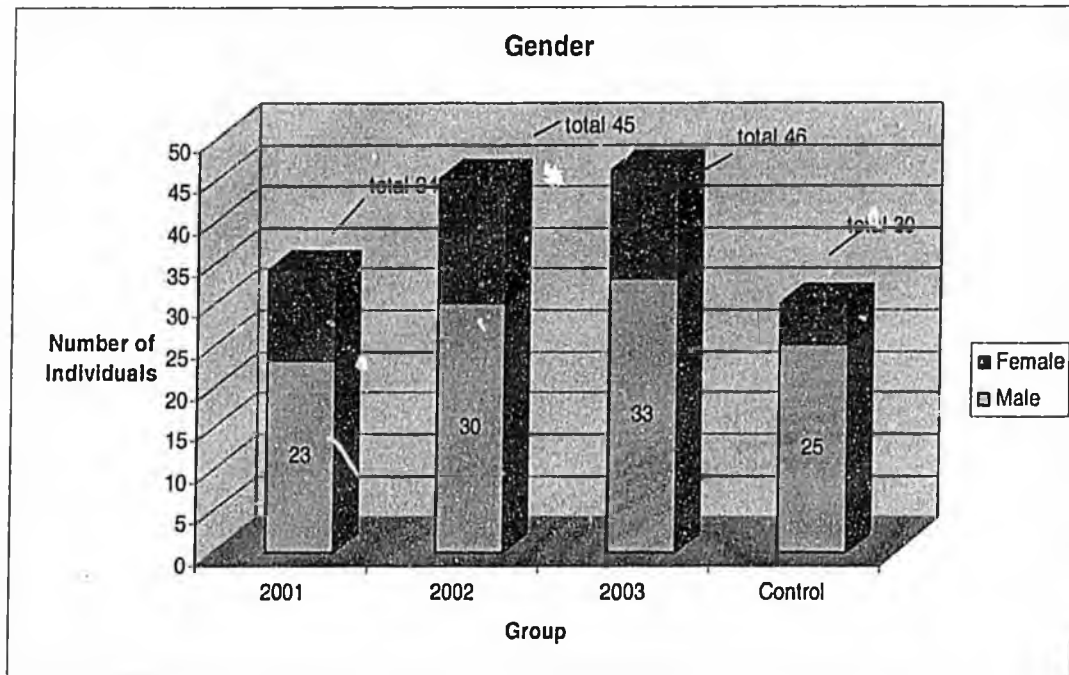


Figure 3

As in previous years the Ethnic makeup of Court participants is primarily Native Alaskan and Caucasian. Only eight individuals fell outside of these two groups.

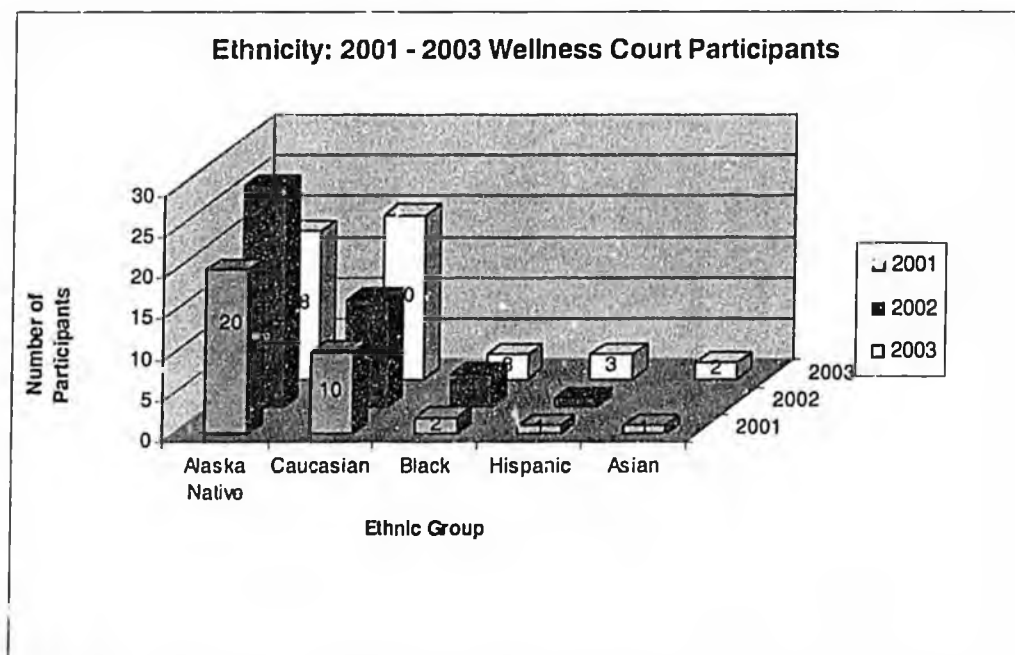


Figure 4

Anchorage Wellness Court: Summary of Facts

Nearly all of the Wellness Court participants are repeat offenders. Before entering Wellness Court, 2003 participants had accumulated 143 DUI offenses for an average of 3.1 per person. They had also committed 324 non-DUI offenses for an average of 7.0 per person.

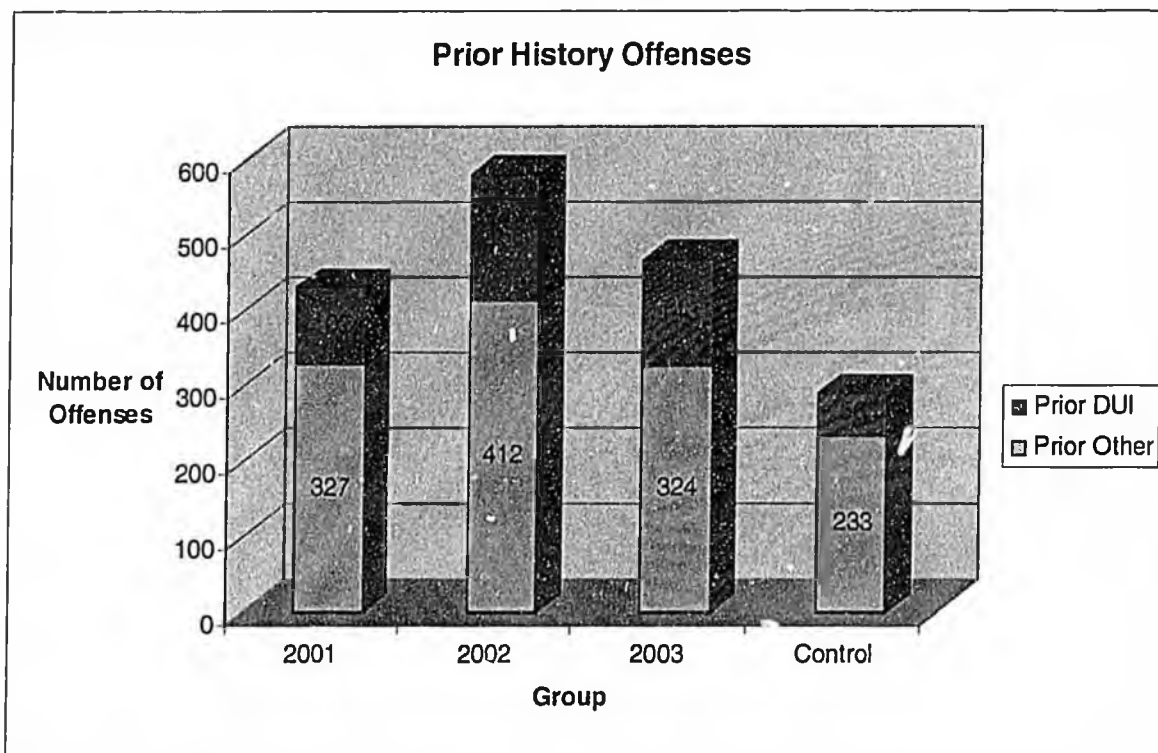


Figure 5

Cost Analysis of the 2002 Wellness Court (data as of February 2003)

Figure 8 details the total cost of Wellness Court, per participant for 18 months, based on data provided by Partners for Progress. Figure 9 details the percentage of contribution for Wellness Court costs made by Partners for Progress (PFP)/Offender and the State of Alaska. Figure 10 provides a detailed schedule of Wellness Court Costs, including the percentage of specific individual's salary directed towards Wellness Court activities, and specific costs related to Naltrexone and therapy for 2002 (costs calculated for 45 individuals).

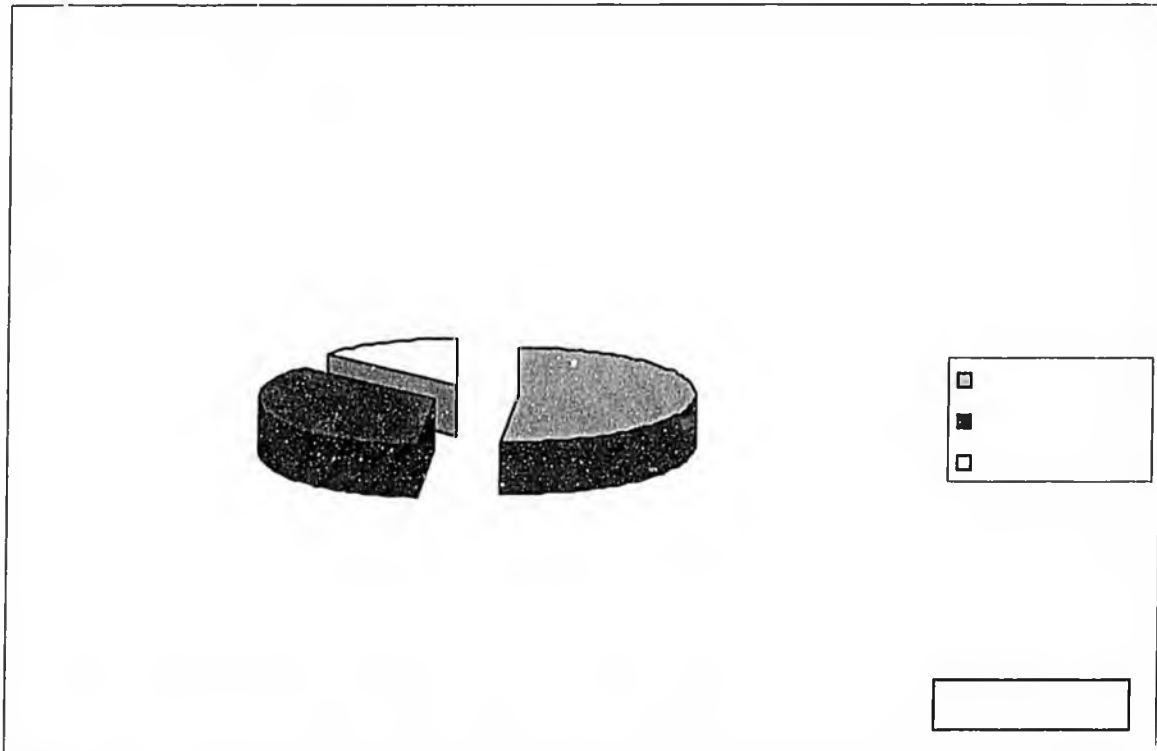


Figure 1

Anchorage Wellness Court: Summary of Facts

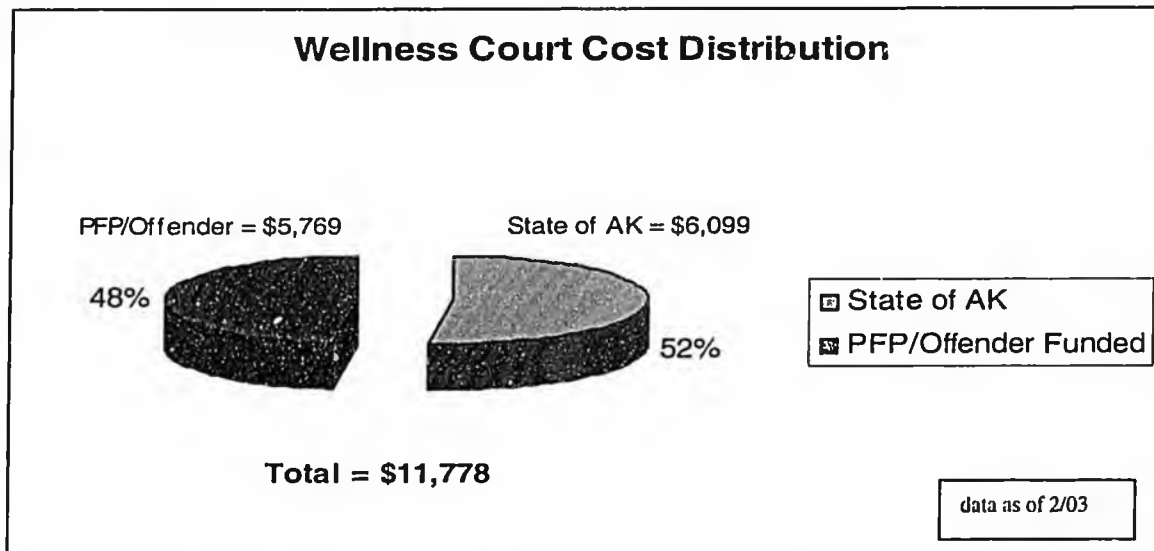


Figure 2

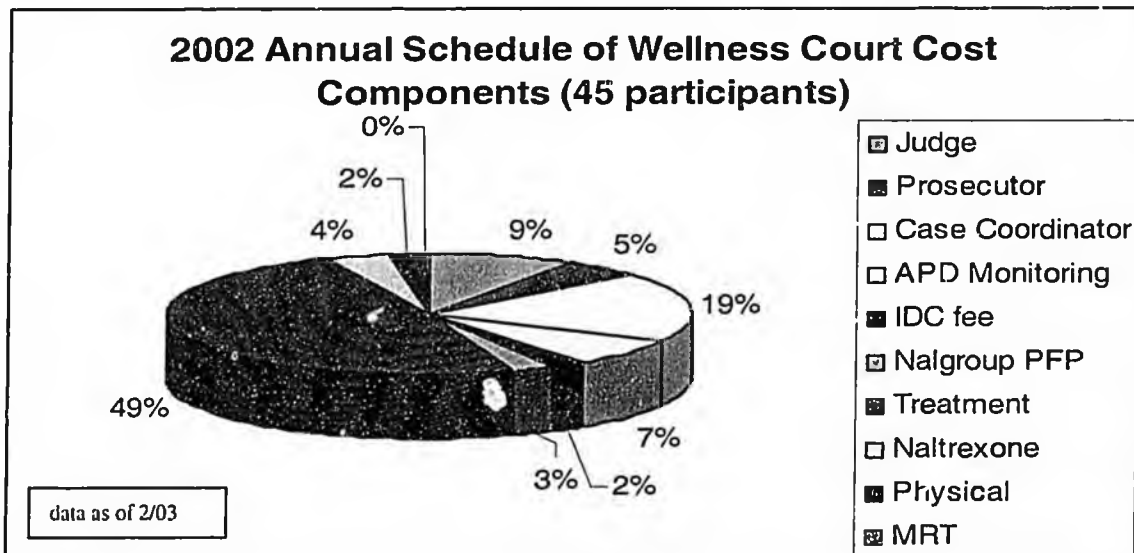


Figure 3

Department of Corrections estimates that the average cost of incarceration, in traditional jail facilities in the state of Alaska is \$113 per day. Figure 9 details the difference in cost, on an individual basis, between Wellness Court participation and traditional methods of incarceration. Calculations are based on the 18 month cost associated with Wellness Court (\$11,708) versus 18 months in jail (547 days) @ \$113. These figures demonstrate that the cost of Wellness Court is less than 10% of the cost of traditional incarceration. Furthermore, the State of Alaska pays approximately half (52%) of the \$11,708 per individual in Wellness Court, but pays 100% of the cost of traditional incarceration.

Anchorage Wellness Court: Summary of Facts

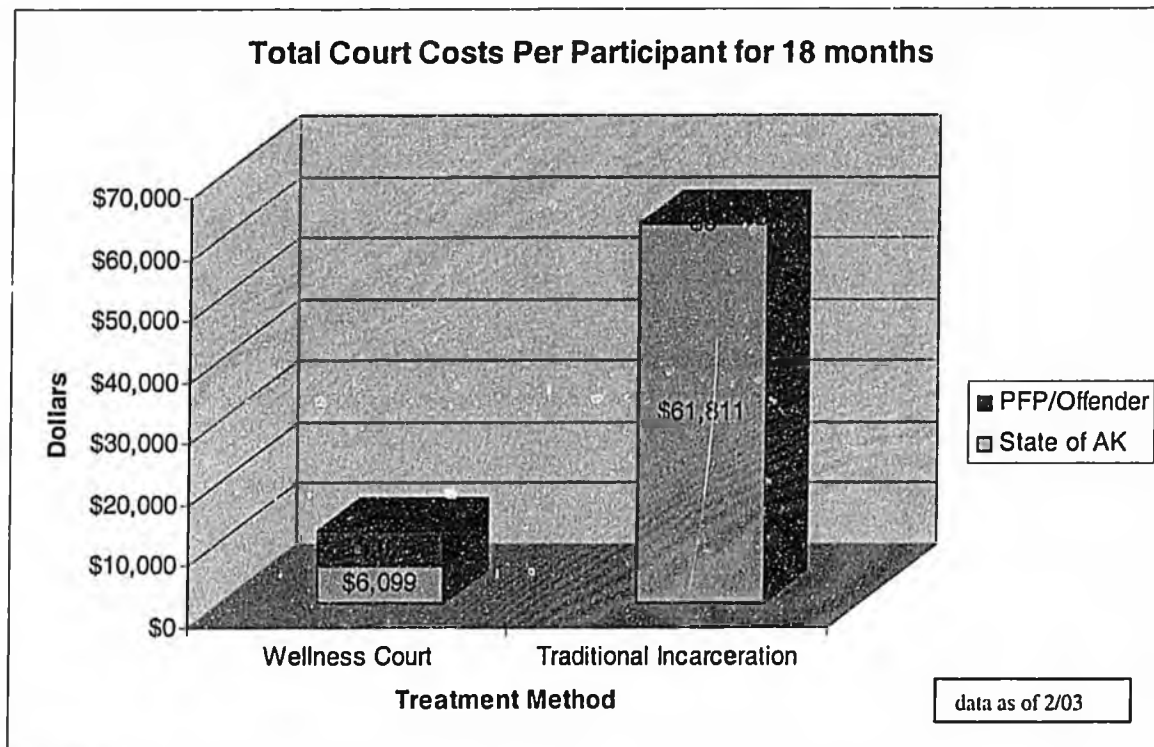


Figure 4

A DAY IN THE LIFE OF THE WELLNESS COURT

This is a snapshot of one Wellness Court Calendar in September 2003. It provides a cross-section of the Wellness Court clientele.

**James N. Wanamaker
District Court Judge**

Description	Current Offense	BAC @ Arrest	Total Priors	Months in Wellness Court
43 year old male	6th DUI	Refusal	10	7 months
44 year old male	5th DUI	0.171	16	18 months (graduated)
39 year old male	PTRP/assault-DV			2 months
48 year old male	5th DUI	Refusal	4	13 months
39 year old female	5th DUI	0.23	4	8 months
47 year old male	Theft 3rd	0.334	54	9 months
35 year old male	11th DUI	Refusal		10 months
40 year old male	3rd DUI	0.222	2	5 months
36 year old male	5th DUI	0.308	7	10 months
41 year old female	3rd DUI	0.133	3	17 months
33 year old female	Shoplifting			8 months
38 year old male	7 DUI	0.282	17	14 months
51 year old male	DUI			7 months
54 year old male	4th DUI	Refusal	10	10 months
54 year old male	9th DUI	0.18	11	13 months
32 year old male	9th DUI	Refusal	9	5 months
37 year old female	Assult, DV		0	14 months
39 year old male	4th DUI	0.216	5	5 months
35 year old male	3rd DUI	0.175	4	6 months
37 year old male	6th DUI	0.255	22	5 months
40 year old female	4th DUI	Refusal	3	18 months (graduated)
41 year old male	6th DUI	0.158	9	10 months
44 year old female	3rd DUI	0.221	4	11 months

WELLNESS COURT BULLETPPOINTS

- The defendant enters a plea of "no contest" or "guilty" and their sentences are deferred for the duration of the treatment
- The judge works with a group: Defense + prosecuting attorney, a case manager and a member of local law enforcement (corrections or police)
- Participants are required to attend weekly or bi-monthly court hearing where their process is evaluated and they are either rewarded or sanctioned depending on their performance.
- Upon completion of the program the participants' sentences are carried out according to previously negotiated agreements. This includes dismissal, reduction of sentence or probation.
- Wellness Court uses Naltrexone to help offenders kick their alcohol habit
- The entire program lasts for about 12-18 months
- Participants engage in weekly supervised drug and alcohol testing
- The post program recidivism rate of the eight 2001 graduates was zero and the post program relapse rate was also zero.

- The national recidivism rate is around 65%, the wellness court's rate over the last 3 years is 75%.

ALASKA ALCOHOL STATISTICS

- Alaskan death rates by alcohol is twice that of the US average
- 80-95% of all criminal activity in Alaska is alcohol related
- After being released from jail 75% of felony level DUI offenders are rearrested.
- Alcohol and drug abuse costs Alaskans approximately \$614 million each year
- Incarceration costs about \$113 a day for conventional jails. Wellness courts cost about 10% of that.
 - o Costs are split between the state and the participant about 50-50 (48% par, 52% state)
 - o Total cost of wellness court treatment averages about \$11,708. Conventional jail treatment costs about \$61,811

HJR

22

WORK DRAFT

WORK DRAFT

WORK DRAFT

23-LS0924\Q
Cook
5/15/03

SENATE CS FOR CS FOR HOUSE JOINT RESOLUTION NO. 22(JUD)
IN THE LEGISLATURE OF THE STATE OF ALASKA
TWENTY-THIRD LEGISLATURE - FIRST SESSION

BY THE SENATE JUDICIARY COMMITTEE

Offered:
Referred:

Sponsor(s): REPRESENTATIVES GUTTENBERG, Coghill, Crawford, Kerttula, Holm, McGuire, Ogg, Samuels, Gara, Gruenberg

SENATORS Ellis, Elton, French, Lincoln, Wagoner, Gary Stevens, Dyson, Seekins, Taylor, Guess, Therriault

A RESOLUTION

1 **Relating to the USA PATRIOT Act, the Bill of Rights, the Constitution of the State of**
2 **Alaska, and the civil liberties, peace, and security of the citizens of our country.**

3 **BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF ALASKA:**

4 **WHEREAS** the State of Alaska recognizes the Constitution of the United States as
5 our charter of liberty, and that the Bill of Rights enshrines the fundamental and inalienable
6 rights of Americans, including the freedoms of religion, speech, assembly, and privacy; and

7 **WHEREAS** each of Alaska's duly elected public servants has sworn to defend and
8 uphold the United States Constitution and the Constitution of the State of Alaska; and

9 **WHEREAS** the State of Alaska denounces and condemns all acts of terrorism,
10 wherever occurring; and

11 **WHEREAS** attacks against Americans such as those that occurred on September 11,
12 2001, have necessitated the crafting of effective laws to protect the public from terrorist
13 attacks; and

14 **WHEREAS** any new security measures of federal, state, and local governments
15 should be carefully designed and employed to enhance public safety without infringing on the
16 civil liberties and rights of innocent citizens of the State of Alaska and the nation; and

THE
FOLLOWING
DOCUMENT(S)
ARE
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1 **WHEREAS** certain provisions of the "Uniting and Strengthening America by
2 Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act of 2001", also
3 known as the USA PATRIOT Act, allow the federal government more liberally to detain and
4 investigate citizens and engage in surveillance activities that may violate or offend the rights
5 and liberties guaranteed by our state and federal constitutions;

6 **BE IT RESOLVED** that the Alaska State Legislature supports the government of the
7 United States of America in its campaign against terrorism, and affirms its commitment that
8 the campaign not be waged at the expense of essential civil rights and liberties of citizens of
9 this country contained in the United States Constitution and the Bill of Rights; and be it

10 **FURTHER RESOLVED** that it is the policy of the State of Alaska to oppose any
11 portion of the USA PATRIOT Act that would violate the rights and liberties guaranteed
12 equally under the state and federal constitutions; and be it

13 **FURTHER RESOLVED** that, in accordance with Alaska state policy, an agency or
14 instrumentality of the State of Alaska, in the absence of reasonable suspicion of criminal
15 activity under Alaska State law, may not

16 (1) initiate, participate in, or assist or cooperate with an inquiry, investigation,
17 surveillance, or detention;

18 (2) record, file, or share intelligence information concerning a person or
19 organization, including library lending and research records, book and video store sales and
20 rental records, medical records, financial records, student records, and other personal data,
21 even if authorized under the USA PATRIOT Act;

22 (3) retain such intelligence information; the state Attorney General shall
23 review the intelligence information currently held by the state for its legality and
24 appropriateness under the United States and Alaska Constitutions and permanently dispose of
25 it if there is no reasonable suspicion of criminal activity; and be it

26 **FURTHER RESOLVED** that an agency or instrumentality of the state may not,

27 (1) use state resources or institutions for the enforcement of federal
28 immigration matters, which are the responsibility of the federal government;

29 (2) collect or maintain information about the political, religious, or social
30 views, associations, or activities of any individual, group, association, organization,
31 corporation, business, or partnership, unless the information directly relates to an

WORK DRAFT

WORK DRAFT

23-LS0924\Q

1 investigation of criminal activities and there are reasonable grounds to suspect the subject of
2 the information is or may be involved in criminal conduct;

3 (3) engage in racial profiling; law enforcement agencies may not use race,
4 religion, ethnicity, or national origin as factors in selecting individuals to subject to
5 investigatory activities except when seeking to apprehend a specific suspect whose race,
6 religion, ethnicity, or national origin is part of the description of the suspect; and be it;

7 **FURTHER RESOLVED** that the Alaska State Legislature implores the United States
8 Congress to correct provisions in the USA PATRIOT Act and other measures that infringe on
9 civil liberties, and opposes any pending and future federal legislation to the extent that it
10 infringes on Americans' civil rights and liberties.

11 **COPIES** of this resolution shall be sent to the Honorable George W. Bush, President
12 of the United States; the Honorable John Ashcroft, Attorney General of the United States; the
13 Honorable Frank Murkowski, Governor of Alaska; and to the Honorable Ted Stevens and the
14 Honorable Lisa Murkowski, U.S. Senators, and the Honorable Don Young, U.S.
15 Representative, members of the Alaska delegation in Congress.

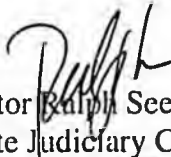
Session:
State Capitol, Room 13
Juneau, AK 99801
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Alaska State Legislature
Representative David Guttenberg

Interim:
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District 8

MEMORANDUM

TO: Senator  Seekins, Chairman
Senate Judiciary Committee

FROM: Representative  Guttenberg

DATE: May 14, 2003

RE: CSHJR 22 (RLS): Patriot Act and Defending Civil Liberties

Dear Senator Seekins,

May I officially request that you please schedule HJR 22 for hearing before your committee at your earliest convenience.

Enclosed are:

- 1) Hearing Request, Representative Coghill
- 2) Committee Substitute for House Joint Resolution 22 (Rules)
- 3) Sponsor Statement, Representative Coghill
- 4) Sponsor Statement, Representative Guttenberg
- 5) Zero Fiscal Note
- 6) "Worst act we ever passed" – Comments from Representative Don Young:
Talk of Alaska, Radio Appearance 2/11/03
- 7) *Callers Testify Against Patriot Act* - Fairbanks Daily News-Miner 5/7/03
- 8) *The Un-American Patriot Act* – The New American: John Birch Society
1/14/02
- 9) *A RESOLUTION TO DEFEND THE BILL OF RIGHTS AND CIVIL LIBERTIES* – Fairbanks City Council 1/6/03
- 10) *A RESOLUTION TO DEFEND THE BILL OF RIGHTS AND CIVIL LIBERTIES* – Gustavus Community Association 2/13/03
- 11) *A RESOLUTION OF THE CITY OF NORTH POLE AFFIRMING CIVIL RIGHTS AND LIBERTIES; REQUESTING IMMEDIATE REVIEW OF FEDERAL MEASURES THAT INFRINGE ON CIVIL LIBERTIES* – North Pole City Council 3/21/03

- 12) *A Resolution Establishing Assembly Policy With Respect to Federal Antiterrorism Legislation* – City and Borough of Juneau Assembly 4/28/03
- 13) *Reaffirming the State of Hawaii's Commitment to Civil Liberties and the Bill of Rights* – Senate Concurrent Resolution 18: Twenty-second Legislature, State of Hawaii April 2003
- 14) *The USA PATRIOT Act: A Legal Analysis* – Congressional Research Service Report for Congress 4/15/02

Further information will be provided as it arrives or upon request.

Thank you for your consideration.

ALASKA STATE HOUSE OF REPRESENTATIVES

Interim Address:

3340 Badger Road, Suite 290
North Pole, AK 99705
(907)-488-5725
Fax# (907)-488-4721




Session Contact:
(907)-465-3719
FAX# (907)-465-3258
State Capitol
Room 204

REPRESENTATIVE JOHN COGHILL

Memorandum

Date: Wednesday, May 14, 2003

To: Senator Ralph Seekins, Chairman
Senate Judiciary Committee

From: Representative John Coghill 

Re: HJR 22

I request that HJR 22 "Relating to the USA PATRIOT Act, the Bill of Rights, the Constitution of the State of Alaska, and the civil liberties, peace, and security of the citizens of our country" be scheduled for the floor at your earliest convenience

Thank you for your assistance.

ALASKA STATE HOUSE OF REPRESENTATIVES

Interim Address:

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REPRESENTATIVE JOHN COGHILL

HJR 22 PATRIOT ACT RESOLUTION SPONSOR STATEMENT

The USA Patriot Act Resolution creates new crimes, new penalties, and new procedural efficiencies for use against domestic terrorists. The open question is, "can we maintain our liberty while expanding government powers in combating terrorism?"

The Declaration of Independence, United States Constitution, and The Alaska State Constitution all in unison make up our form of government and describe the limitation of governmental powers while protecting individual liberties.

Each generation has the charge to know and protect this most honorable form of government structure while enjoying the freedoms it affords. We must be ever vigilant in self-government and cautious of a government that would rule rather than serve us, a free people.

The events of 9-11 jolted the American people and propelled us to action. President Bush said these events "woke a sleeping giant" and started the "war on terrorism" aimed at defending the principles of freedom while insuring the safety of Americans.

I fear that many measures of homeland security instituted in the Patriot Act take a direct shot at the very foundations of our society. The need to search for criminals may give way to violations of our civil protections under the Bill of Rights. The powers of government under this Patriot Act cause me grave concern as they expand the government powers to inspect a free persons movement, personal accounts, communications or personal affects with a very low level of due process.

James Madison, at the Virginia convention to ratify the Constitution said "There are more instances in the abridgment of the freedom of the people by gradual and silent encroachments of those in power than by violent and sudden usurpations."

HJR23 calls our leaders to caution with regard to this Patriot Act and urges them to apply the Constitutional principles that are meant to "secure the blessings of liberty" and not to erode the public confidence in our government through abuses of power.

HJR23 includes the preamble to our Constitution and a quote from Benjamin Franklin that tie liberty to national defense and demonstrates that our national security was also an issue of concern 230 years ago when our Constitution was written.

HJR23 voices the Alaska State Legislatures support in the campaign against terrorism. It affirms its commitment to the foundational institutions that protect our freedom and liberty.

Session:

State Capitol, Room 13

Juneau, AK 99801

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*Alaska State Legislature
Representative David Guttenberg*



District 8

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**Sponsor Statement
HJR 22 Patriot Act and Defending Civil Liberties**

When Rep. Don Young (R-AK) was asked about his vote in favor of the hastily enacted USA PATRIOT Act, he told the Alaska Public Radio Network, "We didn't follow it through; we didn't study it. I say it's the worst piece of legislation we've ever passed."

Many share Rep. Young's concern about this domestic security bill passed by Congress in the wake of the September 11 terrorist attacks. Almost 100 communities across the nation including Fairbanks, Juneau, North Pole, and Gustavus, and the state of Hawaii have passed resolutions stating that the Act violates fundamental rights and liberties guaranteed under the United States Constitution.

The State of Alaska has a proud history of respecting the right to privacy and individual liberties as reflected in the Alaska and U.S. Constitutions. This resolution states that efforts to fight terrorism must not be waged at the expense of the civil rights and liberties of the people of the State of Alaska and the United States.

The resolution affirms the state's strong opposition to terrorism but raises concerns about provisions of the USA Patriot Act that expand federal authority to detain and investigate and engage in the electronic surveillance of citizens and non-citizens alike.

The resolution states that absent any probable cause of criminal activity, it is the policy of the State of Alaska to forbid participation or cooperation with such investigations, surveillance, or detention; the recording, sharing, and retention of intelligence information such as library records; book and video sales or rental records; medical, financial, and student records, and other personal data; and profiling based on race, ethnicity, citizenship, religion, or political views.

The resolution also calls upon Alaska's Congressional delegation to work to correct provisions of the USA Patriot Act and other measures that infringe on civil liberties.

Any infringement of the constitutionally guaranteed rights of any person, under the color of law, is an abuse of power, a breach of the public trust, and a violation of civil rights. As founding father Benjamin Franklin noted, "Any society that would give up a little liberty to gain a little security will deserve neither and lose both."

*Anderson • Cantwell • Chena • Denali Park • Ester • Geist • Goldstream • Healy • Pike
University Campus • University Hills • University West
<Representative_David_Guttenberg@legis.state.ak.us>*

FISCAL NOTE

STATE OF ALASKA
2003 LEGISLATIVE SESSION

Fiscal Note Number: 1
 Bill Version: HJR 22
 (H) Publish Date: 5/6/03

Revision Date/Time (Note if correction): _____ Dept. Affected: Law
 Title "Relating to the USA PATRIOT Act and to BRU None
defending the Bill of Rights, the Constitution of the State . . ." Component _____
 Sponsor Representative Guttentorg
 Requester House State Affairs Committee Component No. _____

Expenditures/Revenues (Thousands of Dollars)

Note: Amounts do not include inflation unless otherwise noted below.

OPERATING EXPENDITURES	FY 2004	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009
Personal Services						
Travel						
Contractual						
Supplies						
Equipment						
Land & Structures						
Grants & Claims						
Miscellaneous						
TOTAL OPERATING	0.0	0.0	0.0	0.0	0.0	0.0

CAPITAL EXPENDITURES						
-----------------------------	--	--	--	--	--	--

CHANGE IN REVENUES ()						
-------------------------------	--	--	--	--	--	--

FUND SOURCE (Thousands of Dollars)

1002 Federal Receipts						
1003 GF Match						
1004 GF						
1005 GF/Program Receipts						
1037 GF/Mental Health						
Other (Specify Type--Do not abbreviate)						
TOTAL	0.0	0.0	0.0	0.0	0.0	0.0

Estimate of any current year (FY2003) cost: 0.0

Check this box (X) if funding for this bill is included in the Governor's FY 2004 budget proposal:

POSITIONS

Full-time						
Part-time						
Temporary						

ANALYSIS: (Attach a separate page if necessary)

Passage of this resolution will have no fiscal impact on the Department of Law.

Prepared by: Joan M. Kasson
 Division: Attorney General's Office
 Approved by: Joan M. Kasson for Gregg D. Renkes, Attorney General
 Agency: Department of Law

Phone (907) 465-5370
 Date/Time 5/5/03 5:34 PM
 Date 5/5/2003

Y

Don Young (R-AK), Board Member of the National Rifle Association

Excerpt from Transcript of Talk of Alaska, Radio Appearance, 02-11-03

Mark in Hooper Bay, Alaska (Caller) conversation with Rep. Don Young

M: Congressman, you've always been a real firm champion of individual rights...

DY: Right

M: ...And of the Constitution of the United States. The events of September 11th, as horrendous and terrible as they were, in my opinion, and I think in the opinion of a lot of Americans, has had an even more horrendous affect on our rights through some of the legislation that has been passed--the USA PATRIOT Act....

DY: Worst act we ever passed.

M: Did you vote for that?

DY: Everybody voted for it but it was stupid, it was what you call 'emotional voting'. And...how could you vote against the Patriot Act, if you follow what I'm saying. Because we didn't follow it through, we didn't study it. I say it's the worst piece of legislation we've ever passed. And I think you're going to see some, what I call improvements to the Act this coming year.

M: The justice department is coming up...there are circulation drafts that have been made public of a thing called the Domestic Security Enhancement Act congressman, that among other things appears to offer the Federal Government the power to make secret arrests of American citizens. Now, can we count on you to stand up and try to put a stop to some of these draconian measures that the Bush Administration and General Ashcroft are promoting, supposedly in favor of protecting Americans, when really...its not an erosion of our rights, its like pouring battery acid on the constitution?

DY: I know exactly what you're saying. I'm well aware of it and I think, as I said, I think you're going to see some changes made because there is a great chance...I'm just sitting here looking at something you may not be aware of, and I'm partially responsible. I created the TSA, the Transportation Safety Agency. And I asked them to set down a criteria about pilots and their licensing, and that's all I asked them to do. And now they've come out with an emergency order that they can take a pilots license away without just cause if they decide they think there's a problem. And that's not due process.

M: That's the TSA and not the FAA doing that.

DY: The TSA but, no, the TSA will notify the FAA and the FAA has to pull the license.

And without any appeal process, the only person you can appeal to is back to TSA.

M: Right

DY: This is an example of what you're saying. So we're working on that right now. And as I mentioned, we'll be working and reviewing the Patriot Act to see if we can't make sure that we're not trying...now remember I'm very strict about this, I'm talking about American citizens. And I say that very strongly. I'm not going to protect those that can do harm to this country potentially, especially if there is a real strong suspicion and they're here illegally or they in fact have, I call it, 'the tendency to do damage to us.' But American citizens have constitutional rights and we have to follow them.

M: And just real quick on the TSA

DY: Yea

M: In Bethel, they continue to rotate crews in from Fairbanks to work there. They have not hired any locals. I don't know if that's the case throughout our rural airports. I mean, you know, Petersburg Airport is about the size of my bedroom; I was there last spring. The place is tiny and they've got TSA there. They've got TSA everywhere a jet lands in this state. Could you check and find out what the local hire rate is in these rural airports?

DY: That's a good question.

M: You know, we don't have any Alaska natives working that I've seen in the Anchorage airport, certainly not in Bethel and, you know, those are good jobs and they're not going to the local people yet. So, if you could jack them up we'd sure appreciate that.

DY: I'll do that because...first place, we never expected 65,000 TSA workers. And we've got 65,000 now. We expected around 30,000, and we're trying to work on the concept of decreasing that manpower. And, if we're going to hire, you're absolutely right, we ought to be hiring in a local market where they have...train them if-necessary, take them down to wherever they're being trained, in Anchorage or wherever it is, and let them come back and get the job.

M: OK congressman, thanks a lot.

Fairbanks Daily News-Miner

Callers testify against Patriot Act

By TOM MORAN

Wednesday, May 07, 2003 - News-Miner Juneau Bureau

JUNEAU--The Patriot Act is hardly patriotic, according to the many callers who testified before the House State Affairs Committee on Tuesday morning.

The committee voted to move a pair of state-level resolutions expressing concern at the implications of the act, an antiterrorism measure passed by Congress shortly after the Sept. 11 attacks that dramatically increased federal search and surveillance powers, after hearing testimony from 26 people--25 of whom opposed the act. Opponents contend that stipulations of the act infringe on civil liberties guaranteed in the Bill of Rights of the U.S. Constitution.

"Any time the government is proposing measures that potentially infringe on our civil liberties in the name of security, there are some questions that we, the people, and our elected representatives should ask," said Alaska ACLU executive director Jennifer Rudinger.

The committee was considering a pair of similar nonbinding resolutions expressing concern about the act. House Joint Resolution 22, introduced by Rep. David Guttenberg, D-Fairbanks, states that the Patriot Act violates civil rights, reaffirms that it is not a policy of the state of Alaska to participate in many of the measures called for by the act, and calls on Alaska's congressional delegation to work to correct the act.

House Joint Resolution 23, introduced by House Majority Leader John Coghill, R-North Pole, isn't as far-reaching: It calls on all government officials to ensure that the government does not infringe on civil rights.

Coghill said he would be willing to work with Guttenberg to come up with the best document to meet their needs. "I think both of us are on the same track here," he said. "I'm open to the discussion of how we can move things forward together."

Coghill said he would like to see some form of Patriot Act resolution passed during this legislative session, which ends May 21.

Many of the 26 speakers and callers at Monday's meeting said they would support either Guttenberg's version or an amalgamation of the two resolutions.

Of the callers, only Graham Storey of Nome spoke against the resolutions, arguing that the Patriot Act merely restores federal authority to where it was 30 years ago.

"Quite frankly, I can't believe responsible legislators would advocate the civil disobedience of not following federal legislation which is entirely constitutional," he said.

His comments brought a gasp from others at the meeting, many of whom reacted to the act with indignation, anger or even tears.

"I get very teary-eyed over this," said Janet Kussart of Juneau. "If I'm frightened about anything, it's our own government and what they can do with this."

Among its provisions, the Patriot Act allows the FBI to investigate American citizens without probable cause, lets noncitizens be jailed based on mere suspicion, expands federal powers of electronic, phone and other surveillance, and gives the government access to personal records reaching down to books a person has checked out of the library.

Many speakers cited the origin of the act, which was hastily passed by Congress the month after Sept. 11 with little public input and which increased in size shortly before its passage. Some congressmen admitted they didn't read the act before voting on its passage.

Eleven of the callers were from the Fairbanks area, where there is vocal opposition to the Patriot Act. The Fairbanks and North Pole city councils have passed resolutions questioning it, and the Fairbanks North Star Borough Assembly narrowly defeated a similar measure. Frank Turney of Fairbanks told the committee Tuesday that he supports American troops but can't support the act.

"The Patriot Act is not the intent of our founding fathers," he said. "I believe it takes more than a soldier to protect our freedoms."

After the conclusion of testimony, the committee agreed to move both resolutions, which now head to the House Judiciary Committee. A Senate resolution identical to Guttenberg's introduced by Senate Minority Leader Johnny Ellis, D-Anchorage, has yet to receive a committee hearing.

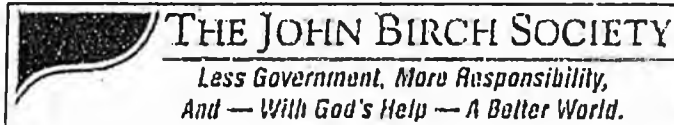
If Alaska passes a resolution, it would become the second state to sponsor such a measure; Hawaii passed one last month. Almost 100 communities nationwide, including four in Alaska, have also passed measures expressing concern about the act.

Reporter Tom Moran can be reached at tmoran@newsminer.com or (907)463-4893.

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The Un-American Patriot Act

by Steve Bonta

The new USA Patriot Act, enacted in response to the September 11th terrorist attacks, could pose more of a threat to personal liberty than to terrorists.

Some weeks back — no one remembers exactly when — an early draft of the USA Patriot bill containing a section entitled "Suspension of the Writ of Habeas Corpus" showed up at the House Judiciary Committee. Newsweek's Jonathan Alter wrote that the secret draft — sent by Attorney General John Ashcroft's office — "dumbfounded" members of Congress who read it. Representative James Sensenbrenner (R-Wis.), chairman of the House Judiciary Committee, promptly struck out the provision.

Although the Justice Department did not return repeated phone calls, Jeff Lungren of the House Judiciary Committee press office assured The New American that the draft in question was one of many very early versions of the bill, and that the provision was never given serious consideration. Nevertheless, it is disquieting to know that someone in official Washington might be seriously thinking about curtailing the ancient protection against arbitrary and unjust imprisonment. The final version of the USA Patriot Act (H.R. 3162), which President Bush recently signed into law, does not contemplate such extreme measures, but does expand federal government powers of surveillance, search, and arrest, and sets potentially harmful precedents for future encroachments

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and sets potentially harmful precedents for future encroachments on personal liberty.

Bombastically named the "Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism Act of 2001," H.R. 3162 is a confusing compilation of broad new surveillance, search, and seizure powers, some of which — despite Mr. Ashcroft's claims to the contrary — may be unconstitutional.

The new law greatly expands the legal use of so-called "black-bag" searches. Law-enforcement authorities using this secretive procedure are not required to notify the subject of an investigation until after the search has taken place, if authorities can claim that such a notification might hamper the investigation by allowing the suspect to tip off associates. In the past, suspects were usually notified when law enforcement conducted a search, although occasional exceptions were allowed for searches of electronic data. The new bill, however, has the effect of expanding to any criminal case the authority to conduct secret searches.

"Roving wiretaps" (or PR/TT warrants) allowing investigators to tap multiple phones used by a single suspect, as well as subpoenas for electronic records, may now be carried out nationwide based on a single order. Before H.R. 3162, such warrants could only be executed within the jurisdiction of the judge issuing the order.

Secret searches and warrants with nationwide, extra-jurisdictional force are quite possibly unconstitutional, since the Fourth Amendment requires warrants to be issued "upon probable cause ... particularly describing the place to be searched, and the persons or things to be seized."

H.R. 3162 also allows the CIA to access foreign intelligence information obtained by domestic grand juries, as well as from wiretaps and criminal investigations by the FBI and other law-enforcement agencies. This will have the unsavory consequence of blurring the line between law-enforcement and foreign intelligence gathering, and will effectively put the CIA into the business of spying on American citizens.

Overall, H.R. 3162 limits judicial oversight in the gathering of evidence, diminishes the distinction between the gathering of foreign intelligence and domestic law enforcement, and allows many of these provisions to be applied, not just against agents of foreign governments or against "terrorists" (which are very broadly defined), but against citizens of any stripe who might be deemed a threat.



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Despite these dangerous new powers, only one senator, Russ Feingold (D-Wis.), voted against the bill, claiming that H.R. 3162 "does not strike the right balance between empowering law enforcement and protecting civil liberties." The House was more circumspect, with 66 members voting against the bill. One of the representatives who opposed the bill, Ron Paul (R-Texas), expressed grave concerns over many of its provisions:

I do not believe that our Constitution permits federal agents to monitor phones, mail, or computers without a warrant.... History demonstrates that the powers we give the federal government today will remain in place indefinitely. How comfortable are you that future Presidents won't abuse those powers?... The bottom line is that every American should be very concerned about the unintended consequences of policies promoted to fight an unending, amorphous battle against terrorism.

Yet president Bush praised H.R. 3162 as giving "intelligence and law enforcement officials new tools to fight a present danger," and promised to "enforce this law with all the urgency of a nation at war."

The USA Patriot Act, unfortunately, appears to be but the opening salvo of a multi-front assault on individual liberties and on the checks and balances undergirding our federalist system. According to Congressman Paul, "Every 20th century crisis ... led to rapid expansions of the federal government. The cycle is always the same, with temporary crises used to justify permanent new laws, agencies, and programs. The cycle is [now] repeating itself."

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Introduced by: Council Member Gilbert
Date: January 6, 2003

RESOLUTION NO. 4036, As Amended

A RESOLUTION TO DEFEND THE BILL OF RIGHTS AND CIVIL
LIBERTIES.

WHEREAS, the City of Fairbanks recognizes the Constitution of the United States of America to be the supreme law of the land, which all public servants are sworn to uphold; and

WHEREAS, the City of Fairbanks has a long and proud tradition of upholding the free exercise and enjoyment of the inalienable rights granted to all persons by the Universal Declaration of Human Rights and the Constitution of the United States of America; and

WHEREAS, the City of Fairbanks greatly benefits from the many contributions of its highly diverse population, which includes citizens from around the world, and is vital to our city's unique character; and

WHEREAS, the City of Fairbanks affirms its strong opposition to terrorism, but also affirms that any efforts to end terrorism not be waged at the expense of essential civil rights and liberties of the people of Fairbanks, the United States and the World; and

WHEREAS, the provisions of the USA Patriot Act expands the authority of the federal government to detain and investigate citizens and non-citizens and engage in electronic surveillance of citizens and non-citizens may threaten civil rights and liberties guaranteed under the United States Constitution; and

WHEREAS, the City of Fairbanks recognizes that an infringement of the constitutionally guaranteed rights of any person, under the color of law, is an abuse of power, a breach of the public trust, a misappropriation of public resources, a violation of civil rights and is beyond the scope of governmental authority.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FAIRBANKS remains firmly committed to the protection of civil rights and civil liberties for all people. The City of

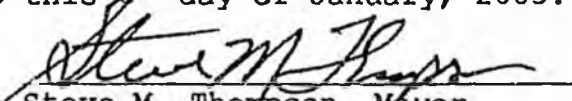
Fairbanks will completely avoid discrimination in every function of city government, and vigorously uphold the constitutionally protected rights of all persons to peacefully protest and express their political views without any form of governmental interference.

IT IS HEREBY FURTHER RESOLVED that the City of Fairbanks joins communities across the nation in expressing concern that the USA Patriot Act threatens civil rights and liberties guaranteed under the United States Constitution.

IT IS HEREBY FURTHER RESOLVED, and is the policy of the City of Fairbanks, to forbid in the absence of probable cause of criminal activity:

1. any initiation of, participation in, assistance or cooperation with any inquiry, investigation, surveillance or detention; and
2. the recording, filing and sharing of any intelligence information concerning any person or organization, even if authorized by federal law enforcement, acting under new powers granted by the USA Patriot Act or Executive Orders. This includes collection and review of library lending and research records, as well as book and video store sales and/or rental records; and
3. the retention of intelligence information. Information that is currently held shall be thoroughly and carefully reviewed by the City Attorney or other appropriate City official to be designated by the Mayor, for its legality and appropriateness, using the United States and Alaska Constitutions. Any information that was collected is permanently disposed of if there is no probable cause of criminal activity; and
4. enforcement of immigration matters, which are entirely the responsibility of the Immigration and Naturalization Service. No city service will be denied on the basis of citizenship; and
5. profiling based on race, ethnicity, citizenship, religion, or political values.

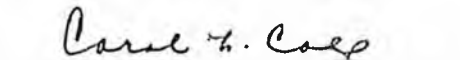
PASSED AND APPROVED this 6th day of January, 2003.



Steve M. Thompson, Mayor

AYES: 5
NAYES: 0
ABSTAIN:
ABSENT: 1

ATTEST:

APPROVED AS TO FORM:


Carol L. Colp, City Clerk


Herbert P. Kuss, City Attorney

American Civil Liberties Union

www.aclu.org

URL: <http://www.aclu.org/SafeandFree/SafeandFree.cfm?ID=11893&c=207>

Gustavus, AK Community Resolution
February 24, 2003

A RESOLUTION TO DEFEND THE BILL OF RIGHTS AND CIVIL LIBERTIES

WHEREAS, the Gustavus Community Association (GCA) recognizes the Constitution of the United States of America to be the supreme law of the land, which all public servants are sworn to uphold; and

WHEREAS, GCA has a long and proud tradition of upholding the free exercise and enjoyment of the inalienable rights granted to all persons by the Constitution of the United States of America; and

WHEREAS, GCA greatly benefits from the many contributions of its diverse population, which includes citizens from around the world, and is vital to our community's unique character; and

WHEREAS, GCA affirms its strong opposition to terrorism, but also affirms that any efforts to end terrorism not be waged at the expense of essential civil rights and liberties of the people of Gustavus, the United States, and the World; and

WHEREAS, the provisions of the USA PATRIOT Act expands the authority of the federal government to detain and investigate citizens and non-citizens may threaten civil rights and liberties guaranteed under the United States Constitution; and

WHEREAS, GCA recognizes that an infringement of the constitutionally guaranteed rights of any person, under color of law, is an abuse of power, a breach of the public trust, a misappropriation of public resources, a violation of civil rights and is beyond the scope of governmental authority.

NOW, THEREFORE, BE IT RESOLVED THAT THE GUSTAVUS COMMUNITY ASSOCIATION remains firmly committed to the protection of civil rights and civil liberties for all people. GCA will completely avoid discrimination in every function of community government, and vigorously uphold the constitutionally protected rights of all persons to peacefully protest and express their political views without any form of governmental interference.

IT IS HEREBY FURTHER RESOLVED THAT Gustavus Community Associations joins communities across the nation in expressing concern that the USA PATRIOT Act threatens civil rights and liberties guaranteed under the United States Constitution.

IT IS FURTHER RESOLVED THAT GCA supports individuals who, in their performance of GCA sponsored functions, refuse to comply with requests for information made under provisions of the USA PATRIOT Act including:

1. any initiation of participation in, assistance or cooperation with any inquiry, investigation, surveillance or detention; and
2. the recording, filing and sharing of any intelligence information concerning any person or organization, even if authorized by federal law enforcement, acting under new powers granted by the USA PATRIOT Act or

Executive Orders. That includes collection and review of library lending or research records, as well as book and video store sales and/or rental records.

PASSED AND APPROVED: February 13, 2003

Ayes: 16

Noes: 8

Abstain: 2

Now More Than Ever: Help The ACLU Turn Back Assaults on Our Freedoms!

© American Civil Liberties Union
125 Broad Street, 18th Floor, New York, NY 10004

Privacy Statement

Powered by VirtualSprockets

Submitted by: Mayor Jacobson
Introduced and Approved: April 21, 2003

**CITY OF NORTH POLE
RESOLUTION 03-06**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF
NORTH POLE AFFIRMING CIVIL RIGHTS AND LIBERTIES;
REQUESTING IMMEDIATE REVIEW OF FEDERAL MEASURES
THAT INFRINGE ON CIVIL LIBERTIES**

WHEREAS, the preservation of civil rights and liberties as guarded by the U.S. Constitution and the Bill of Rights is essential to the well-being of our democratic society; and

WHEREAS, federal, state and local governments should protect the public from terrorist attacks such as those that occurred on September 11, 2001 and should do so in a deliberate fashion to ensure that any new securities measures will enhance public safety without impairing constitutional rights or infringing on civil liberties; and

WHEREAS, in light of the horrific act of terrorism against the U.S. citizens and numerous other nationalities on September 11, 2001, it was a natural response on the part of the government to take actions to prevent such acts of terrorism in the future; and

WHEREAS, there is growing concern across the nation that language in the U.S. Patriot Act has expanded the government's power to use eavesdropping, surveillance, access to financial and computer records and other tools to track terrorist suspects in ways that were not fully understood by the public or elected officials at the time of its enactment; and

WHEREAS, the intent of this resolution is not to undermine the efforts of our elected officials to protect its citizens, nor to criticize the valiant men and women in law enforcement or military service.

NOW, THEREFORE, BE IT RESOLVED that the North Pole City Council requests members of the U.S. Congress to immediately re-examine the U.S. Patriot Act that it passed in October 2001, amending any portion of it that infringes upon the civil rights of U.S. citizens. This sweeping legislation required intense public review and comment before it was passed and enacted.

Submitted by: Mayor Jacobson
Introduced and Approved: April 21, 2003

BE IT FURTHER RESOLVED, that the North Pole City Council urges Congress not to re-authorize any provision in the U.S. Patriot Act or enact the proposed U.S. Patriot Act 2 without thorough public review of these Acts.

PASSED AND APPROVED BY A DULY CONSTITUTED QUORUM OF THE CITY COUNCIL OF NORTH POLE, ALASKA THIS 21st DAY OF APRIL, 2003.

JEFFREY JAMES JACOBSON,

Mayor

ATTEST:

KATHRYN WEBER, City Clerk

Presented by: HRC
Introduced: 04/28/2003
Drafted by: HRC

RESOLUTION OF THE CITY AND BOROUGH OF JUNEAU, ALASKA

Serial No. 2201

A Resolution Establishing Assembly Policy With Respect to Federal Antiterrorism Legislation.

WHEREAS, CBJ denounces terrorism and appreciates and supports those who defend us from terrorism and terrorist attacks: the men and women serving in our armed forces, federal, state, and local law enforcement officers, firefighters, and health service professionals, and

WHEREAS, CBJ is committed to the protection of civil rights and liberties for all people as expressed in the United States and the Alaska Constitutions, and

WHEREAS, the First Amendment to the United States Constitution states "Congress shall make no law respecting an establishment of religion, or prohibiting the free exercise thereof; or abridging the freedom of speech, or of the press; or of the right of the people peaceably to assemble, and to petition the Government for a redress of grievances," and

WHEREAS, the Fourth Amendment states "the right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized," and

WHEREAS, the Fifth Amendment states that "no person . . . shall be compelled in any criminal case to be a witness against himself, nor be deprived of life, liberty, or property, without due process of law," and

WHEREAS, the Sixth Amendment guarantees defendants "the right to a speedy and public trial, by an impartial jury," the right "to be informed of the nature and cause of the accusation," the right "to be confronted with the witnesses against him," and the right "to have the assistance of counsel for his defense."

WHEREAS, the Eighth Amendment states "excessive bail shall not be required, nor excessive fines imposed, nor cruel and unusual punishments inflicted," and

WHEREAS, The Fourteenth Amendment states "... nor shall any State deprive any person of life, liberty, or property without due process of law, nor deny to any person within its jurisdiction the equal protection of the laws," and

WHEREAS, the Assembly recognizes Juneau's diverse population, including citizens of other nations, whose contributions to the community are vital to its character and function, and

WHEREAS, in response to the terrorist attacks of September 11, 2001, the U.S. Congress passed the USA PATRIOT Act of 2001 and the Homeland Security Act of 2002, and the executive branch has issued various Executive Orders, and

WHEREAS, due to the press of time, the USA PATRIOT Act and the Homeland Security Act did not receive the level of scrutiny that most Acts of Congress receive, and

WHEREAS, the USA PATRIOT Act at Section 412 authorizes the indefinite incarceration or deportation of non-citizens even if they have not committed a crime, and

WHEREAS, the USA PATRIOT Act at Section 216 reduces judicial supervision and civil liberties protections related to the use of devices which identify the caller, routing, and recipient of telephone and internet communications, and

WHEREAS, the USA PATRIOT Act at Section 214 expands the authority of federal courts to issue delayed-notice warrants authorizing secret searches so that the subject of a search warrant is unaware that the property has been searched,

WHEREAS, the USA PATRIOT Act at Sections 215, 218, 219, 358, 507, and 508 grant law enforcement and intelligence agencies broader access to medical, mental health, library, business, financial, educational, and other records about individuals without first showing probable cause or evidence of a crime, and in some cases prohibits a person from disclosing to the individuals that such records have been searched, and

WHEREAS, the USA PATRIOT Act at Sections 411 redefines "terrorist activity" and "terrorist organization" so broadly that it could have a chilling effect on free speech, and

WHEREAS, The Code of Federal Regulations has been amended at 28 CFR 501.3 to allow eavesdropping on conversations between terrorist suspects and their lawyers, and

WHEREAS, the President's Military Order of November 13, 2001 provides for trial of alien terrorist suspects by military commission, and pending such trial allows the Secretary of Defense to indefinitely detain the suspect within the United States or elsewhere without express limitation or condition except with regard to food, water, shelter, clothing, medical treatment and religious exercise.

NOW, THEREFORE, BE IT RESOLVED BY THE ASSEMBLY OF THE CITY AND BOROUGH OF JUNEAU, ALASKA:

Section 1. Affirmations.

- a. CBJ affirms its strong opposition to terrorism, but also affirms that efforts to end terrorism should not be waged at the expense of the fundamental civil rights and liberties of the people of CBJ, the United States, and the world.
- b. CBJ affirms the rights of all people living within CBJ to be treated in accordance with the Bill of Rights and the Fourteenth Amendment of the U.S. Constitution.

Section 2. Action Items.

- a. CBJ respectfully requests that the U.S. Congress formally review, and if necessary amend, the USA PATRIOT Act and the Homeland Security Act to ensure that they are consistent with the civil liberties which so many Americans have fought to preserve; Congress is also requested to review the executive orders adopted in response to the events of September 11, 2001 to insure they also are consistent with those fundamental civil liberties.
- b. CBJ recognizes that its police officers, librarians, school officials, health workers, and other employees may receive requests for information under provisions of the USA PATRIOT Act or the Homeland Security Act and encourages CBJ employees to consult with the City Attorney's office if they have any doubts about the propriety of divulging information. The City Attorney is directed to train CBJ employees so that they are aware of their rights and responsibilities under the U.S. Constitution, the USA PATRIOT Act, and the Homeland Security Act.
- c. CBJ Human Rights Commission is requested to report to the Assembly, insofar as its duty of confidentiality permits, whenever it receives a complaint that a citizen's civil rights or liberties have allegedly been infringed due to action authorized by the USA PATRIOT Act or the Homeland Security Act.

- d. The United States Attorney for the District of Alaska is requested to provide the City Manager with an annual summary *of limited to the number of* investigations, warrants, orders, subpoenas, and arrests carried out within the City and Borough under the authority of the USA PATRIOT Act, the Homeland Security Act, and related executive orders. The City Manager shall make such information available to the public.
- e. The Clerk is directed to distribute copies of this resolution to the federal and state legislative delegations and to the United States Attorney for the District of Alaska.

Section 3. **Effective Date.** This resolution shall be effective immediately upon adoption.

Adopted this day of 2003.

Sally Smith, Mayor

Attest:

Laurie J. Sica, Clerk

THE SENATE

TWENTY-SECOND LEGISLATURE,
2003

STATE OF HAWAII

S.C.R. NO. 18

SENATE CONCURRENT RESOLUTION

reaffirming the state of hawaii's commitment to civil liberties and the bill of rights.

WHEREAS, the Hawaii State Legislature is committed to upholding the United States Constitution and its Bill of Rights, and the Hawaii State Constitution and its Bill of Rights (Article I, Sections 1-22); and

WHEREAS, the State of Hawaii has a distinguished history of safeguarding the freedoms of its residents; and

WHEREAS, the State of Hawaii is comprised of a diverse and multi-ethnic population, and has experienced first hand the value of immigration to the American way of life; and

WHEREAS, the residents of Hawaii during World War II experienced first hand the dangers of unbalanced pursuit of security without appropriate checks and balances for the protection of basic liberties; and

WHEREAS, the recent adoption of the USA Patriot Act and several executive orders may unconstitutionally authorize the federal government to infringe upon fundamental liberties in violation of due process, the right to privacy, the right to counsel, protection against unreasonable searches and seizures, and basic First Amendment freedoms, all of which are guaranteed by the Constitutions of Hawaii and the United States; and

WHEREAS, the citizens of Hawaii are concerned that the actions of the Attorney General of the United States and the United States Justice Department pose significant threats to Constitutional protections; now, therefore,

BE IT RESOLVED by the Senate of the Twenty-Second Legislature of the State of Hawaii, Regular Session of 2003, the House of Representatives concurring, that the State of Hawaii urges its Congressional delegation to work to repeal any sections of the USA Patriot Act or recent executive orders that limit or violate fundamental rights and liberties protected by the Constitutions of Hawaii and the United States; and

BE IT FURTHER RESOLVED that to the extent legally possible, no state resources - including law enforcement funds and educational administrative resources - may be used for unconstitutional activities, including but not limited to the following under the USA Patriot Act:

- (1) Monitoring political and religious gatherings exercising their First Amendment Rights;
- (2) Obtaining library records, bookstore records, and website activities without proper authorization and without notification;
- (3) Issuing subpoenas through the United States Attorney's Office without a court's approval or knowledge;
- (4) Requesting nonconsensual releases of student and faculty records from public schools and institutions of higher learning; and
- (5) Eavesdropping on confidential communications between lawyers and their clients.

BE IT FURTHER RESOLVED that certified copies of this Concurrent Resolution be transmitted to Hawaii's delegation in the United States Congress.

OFFERED BY: _____

PASSED SENATE APRIL 3, 2003 21-3-1
PASSED HOUSE APRIL 25, 2003 35-12-4 E

CRS Report for Congress

Received through the CRS Web

The USA PATRIOT Act: A Legal Analysis

April 15, 2002

Charles Doyle
Senior Specialist
American Law Division

The USA PATRIOT Act: A Legal Analysis

Summary

The USA PATRIOT Act passed in the wake of the September 11 terrorist attacks. It flows from a consultation draft circulated by the Department of Justice, to which Congress made substantial modifications and additions. The stated purpose of the Act is to enable law enforcement officials to track down and punish those responsible for the attacks and to protect against any similar attacks.

The Act grants federal officials greater powers to trace and intercept terrorists' communications both for law enforcement and foreign intelligence purposes. It reinforces federal anti-money laundering laws and regulations in an effort to deny terrorists the resources necessary for future attacks. It tightens our immigration laws to close our borders to foreign terrorists and to expel those among us. Finally, it creates a few new federal crimes, such as the one outlawing terrorists' attacks on mass transit; increases the penalties for many others; and institutes several procedural changes, such as a longer statute of limitations for crimes of terrorism.

Critics have suggested that it may go too far. The authority to monitor e-mail traffic, to share grand jury information with intelligence and immigration officers, to confiscate property, and to impose new book-keeping requirements on financial institutions, are among the features troubling to some.

The Act itself responds to some of these reservations. Many of the wiretapping and foreign intelligence amendments sunset on December 31, 2005. The Act creates judicial safeguards for e-mail monitoring and grand jury disclosures; recognizes innocent owner defenses to forfeiture; and entrusts enhanced anti-money laundering powers to those regulatory authorities whose concerns include the well being of our financial institutions.

This report, stripped of its citations and footnotes, is available in an abbreviated form as *The USA PATRIOT Act: A Sketch*, CRS REP.NO. RS21203. In addition, much of the information contained here may also be found under a different arrangement in a report entitled, *Terrorism: Section by Section Analysis of the USA PATRIOT Act*, CRS REP.NO. RL31200 (Dec. 10, 2001). A wider array of terrorism-related analysis appears on the CRS terrorism electronic briefing book page.

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The USA PATRIOT Act: A Legal Analysis

Introduction

Congress passed the USA PATRIOT Act (the Act) in response to the terrorists' attacks of September 11, 2001.¹ The Act gives federal officials greater authority to track and intercept communications, both for law enforcement and foreign intelligence gathering purposes. It vests the Secretary of the Treasury with regulatory powers to combat corruption of U.S. financial institutions for foreign money laundering purposes. It seeks to further close our borders to foreign terrorists and to detain and remove those within our borders. It creates new crimes, new penalties, and new procedural efficiencies for use against domestic and international terrorists. Although it is not without safeguards, critics contend some of its provisions go too far. Although it grants many of the enhancements sought by the Department of Justice, others are concerned that it does not go far enough.

The Act originated as H.R.2975 (the PATRIOT Act) in the House and S.1510 in the Senate (the USA Act).² S.1510 passed the Senate on October 11, 2001, 147 *Cong.Rec.* S10604 (daily ed.). The House Judiciary Committee reported out an amended version of H.R. 2975 on the same day, H.R.Rep.No. 107-236. The House passed H.R. 2975 the following day after substituting the text of H.R. 3108, 147 *Cong.Rec.* H6775-776 (daily ed. Oct. 12, 2001). The House-passed version incorporated most of the money laundering provisions found in an earlier House bill, H.R. 3004, many of which had counterparts in S.1510 as approved by the Senate.³ The House subsequently passed a clean bill, H.R. 3162 (under suspension of the rules), which resolved the differences between H.R. 2975 and S.1510, 147 *Cong.Rec.* H7224 (daily ed. Oct. 24, 2001). The Senate agreed, 147 *Cong.Rec.* S10969 (daily

¹ P.L. 107-56, 115 Stat. 272 (2001); its full title is the "Uniting and Strengthening America by Providing Appropriate Tools Required to Intercept and Obstruct Terrorism (USA PATRIOT ACT)."

² H.R. 2975 was introduced by Representative Sensenbrenner for himself and Representatives Conyers, Hyde, Coble, Goodlatte, Jenkins, Jackson-Lee, Cannon, Meehan, Graham, Bachus, Wexler, Hostettler, Keller, Issa, Hart, Flake, Schiff, Thomas, Goss, Rangel, Berman and Lofgren; S.1510 by Senator Daschle for himself and Senators Lott, Leahy, Hatch, Graham, Shelby and Sarbanes.

³ H.R. 3004 was introduced by Representative Oxley for himself and Representatives LaFalce, Leach, Maloney, Roukema, Bentsen, Hooley, Bereuter, Baker, Bachus, King, Kelly, Gillmore, Cantor, Riley, Latourette, Green (of Wisconsin), and Grucchi; and reported out of the House Financial Services Committee with amendments on October 15, 2001, H.R.Rep.No. 107-250. H.R. 3004, as reported out, included Internet gambling amendments that were not included in H.R. 2975/H.R.3108.

ed. Oct. 24, 2001), and H.R. 3162 was sent to the President who signed it on October 26, 2001.

Criminal Investigations: Tracking and Gathering Communications

A portion of the Act addresses issues suggested originally in a Department of Justice proposal circulated in mid-September.⁴ The first of its suggestions called for amendments to federal surveillance laws, laws which govern the capture and tracking of suspected terrorists' communications within the United States. Federal law features a three tiered system, erected for the dual purpose of protecting the confidentiality of private telephone, face-to-face, and computer communications while enabling authorities to identify and intercept criminal communications.⁵

The tiers reflected the Supreme Court's interpretation of the Fourth Amendment's ban on unreasonable searches and seizures.⁶ The Amendment protects private conversations, *Berger v. New York*, 388 U.S. 41 (1967); *Katz v. United States*, 389 U.S. 347 (1967). It does not cloak information, even highly personal information, for which there is no individual justifiable expectation of privacy, such as telephone company records of calls made to and from an individual's home, *Smith v. Maryland*, 442 U.S. 735 (1979), or bank records of an individual's financial dealings, *United States v. Miller*, 425 U.S. 435 (1976).

Congress responded to *Berger* and *Katz*, with Title III of the Omnibus Crime Control and Safe Streets Act of 1968, 18 U.S.C. 2510-2522 (Title III). Title III, as amended, generally prohibits electronic eavesdropping on telephone conversations, face-to-face conversations, or computer and other forms of electronic communications, 18 U.S.C. 2511.⁷ At the same time, it gives authorities a narrowly defined process for electronic surveillance to be used as a last resort in serious

⁴ The Department's proposal, dated September 20, 2001, came with a brief section by section analysis. Both the proposal (*Draft*) and analysis (*DoJ*) were printed as an appendix in *Administration's Draft Anti-Terrorism Act of 2001, Hearing Before the House Comm. on the Judiciary, 107th Cong., 1st Sess. 54 (2001)*.

⁵ For a general discussion of federal law in the area prior to enactment of the Act, see, Stevens & Doyle, *Privacy: An Overview of Federal Statutes Governing Wiretapping and Electronic Eavesdropping*, CRS REP.NO. 98-327A (Aug. 8, 2001); Fishman & McKenna, *WIRETAPPING AND EAVESDROPPING* (2d ed. 1995 & 2001 Supp.).

⁶ "The right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures, shall not be violated, and no Warrants shall issue, but upon probable cause, supported by Oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized," *U.S. Const. Amend. IV*.

⁷ Although there are technical differences, the interception processes are popularly known as wiretapping, electronic eavesdropping, or electronic surveillance. The terms are used interchangeable here for purposes of convenience, but strictly speaking, wiretapping is limited to the mechanical or electronic interception of telephone conversations, while electronic eavesdropping or electronic surveillance refers to mechanical or electronic interception of communications generally.

criminal cases. When approved by senior Justice Department officials,⁸ law enforcement officers may seek a court order authorizing them to secretly capture conversations concerning any of a statutory list of offenses (predicate offenses), 18 U.S.C. 2516.⁹

⁸ "The Attorney General, Deputy Attorney General, Associate Attorney General, or any Assistant Attorney General, any acting Assistant Attorney General, or any Deputy Assistant Attorney General or acting Deputy Assistant Attorney General in the Criminal Division specially designated by the Attorney General, may authorize an application to a Federal judge of competent jurisdiction for, and such judge may grant in conformity with section 2518 of this chapter an order authorizing or approving the interception of wire or oral communications by the Federal Bureau of Investigation, or a Federal agency having responsibility for the investigation of the offense as to which the application is made, when such interception may provide or has provided evidence of" one or more predicate offense, 18 U.S.C. 2516.

⁹ The predicate offense list includes (a) felony violations of 42 U.S.C. 2274 through 2277 (enforcement of the Atomic Energy Act of 1954), 42 U.S.C. 2284 (sabotage of nuclear facilities or fuel), or of 18 U.S.C. ch. 37 (espionage), ch. 90 (protection of trade secrets), ch. 105 (sabotage), ch. 115 (treason), ch. 102 (riots), ch. 65 (malicious mischief), ch. 111 (destruction of vessels), or ch. 81 (piracy); (b) a violation of 29 U.S.C. 186 or 501(c) (restrictions on payments and loans to labor organizations), or any offense which involves murder, kidnapping, robbery, or extortion, and which is punishable under title 18 of the United States Code; (c) any offense which is punishable under 18 U.S.C. 201 (bribery of public officials and witnesses), 215 (bribery of bank officials), 224 (bribery in sporting contests), 844 (d), (e), (f), (g), (h), or (i) (unlawful use of explosives), 1032 (concealment of assets), 1084 (transmission of wagering information), 751 (escape), 1014 (loans and credit applications generally; renewals and discounts), 1503, 1512, and 1513 (influencing or injuring an officer, juror, or witness generally), 1510 (obstruction of criminal investigations), 1511 (obstruction of State or local law enforcement), 1751 (presidential and presidential staff assassination, kidnaping, or assault), 1951 (interference with commerce by threats or violence), 1952 (interstate and foreign travel or transportation in aid of racketeering enterprises), 1958 (use of interstate commerce facilities in the commission of murder for hire), 1959 (violent crimes in aid of racketeering activity), 1954 (offer, acceptance, or solicitation to influence operations of employee benefit plan), 1955 (prohibition of business enterprises of gambling), 1956 (laundering of monetary instruments), 1957 (engaging in monetary transactions in property derived from specified unlawful activity), 659 (theft from interstate shipment), 664 (embezzlement from pension and welfare funds), 1030 (*computer abuse felonies*), 1343 (fraud by wire, radio, or television), 1344 (bank fraud), 2251 and 2252 (sexual exploitation of children), 2312, 2313, 2314, and 2315 (interstate transportation of stolen property), 2321 (trafficking in certain motor vehicles or motor vehicle parts), 1203 (hostage taking), 1029 (fraud and related activity in connection with access devices), 3146 (penalty for failure to appear), 3521(b)(3) (witness relocation and assistance), 32 (destruction of aircraft or aircraft facilities), 38 (aircraft parts fraud), 1963 (violations with respect to racketeer influenced and corrupt organizations), 115 (threatening or retaliating against a Federal official), 1341 (mail fraud), 351 (violations with respect to congressional, Cabinet, or Supreme Court assassinations, kidnaping, or assault), 831 (prohibited transactions involving nuclear materials), 33 (destruction of motor vehicles or motor vehicle facilities), 175 (biological weapons), 1992 (wrecking trains), a felony violation of 1028 (production of false identification documentation), 1425 (procurement of citizenship or nationalization unlawfully), 1426 (reproduction of naturalization or citizenship papers), 1427 (sale of naturalization or citizenship papers), 1541 (passport issuance without authority), 1542 (false statements in passport applications), 1543 (forgery or false use of passports), 1544 (misuse of passports), or 1546 (fraud and misuse of visas, permits, and other documents); (d) any

Title III court orders come replete with instructions describing the permissible duration and scope of the surveillance as well as the conversations which may be seized and the efforts to be taken to minimize the seizure of innocent conversations, 18 U.S.C. 2518. The court notifies the parties to any conversations seized under the order after the order expires, 18 U.S.C. 2518(8).

Below Title III, the next tier of privacy protection covers some of those matters which the Supreme Court has described as beyond the reach of the Fourth Amendment protection – telephone records, e-mail held in third party storage, and the like, 18 U.S.C. 2701-2709 (Chapter 121). Here, the law permits law enforcement access, ordinarily pursuant to a warrant or court order or under a subpoena in some cases, but in connection with *any* criminal investigation and without the extraordinary levels of approval or constraint that mark a Title III interception, 18 U.S.C. 2703.

Least demanding and perhaps least intrusive of all is the procedure that governs court orders approving the government's use of trap and trace devices and pen registers, a kind of secret "caller id", which identify the source and destination of calls made to and from a particular telephone, 18 U.S.C. 3121-3127 (Chapter 206). The orders are available based on the government's certification, rather than a finding of the court, that the use of the device is likely to produce information relevant to the investigation of a crime, any crime, 18 U.S.C. 3123. The devices record no more than the identity of the participants in a telephone conversation,¹⁰ but neither the orders nor the results they produce need ever be revealed to the participants.

The Act modifies the procedures at each of the three levels. It:

offense involving counterfeiting punishable under 18 U.S.C. 471, 472, or 473; (e) any offense involving fraud connected with a case under title 11 or the manufacture, importation, receiving, concealment, buying, selling, or otherwise dealing in narcotic drugs, marihuana, or other dangerous drugs, punishable under any law of the United States; (f) any offense including extortionate credit transactions under 18 U.S.C. 892, 893, or 894; (g) a violation of 31 U.S.C. 5322 (dealing with the reporting of currency transactions); (h) any felony violation of 18 U.S.C. 2511 and 2512 (interception and disclosure of certain communications and to certain intercepting devices); (i) any felony violation of 18 U.S.C. ch. 71 (obscenity); (j) 49 U.S.C. 60123(b) (destruction of a natural gas pipeline), 46502 (aircraft piracy); (k) 22 U.S.C. 2778 (Arms Export Control Act); (l) the location of any fugitive from justice from an offense described in this section; (m) a violation of 8 U.S.C. 1324, 1327, or 1328; (n) any felony violation of 18 U.S.C. 922, 924 (firearms); (o) any violation of 26 U.S.C. 5861 (firearms); (p) a felony violation of 18 U.S.C. 1028 (production of false identification documents), 1542 (false statements in passport applications), 1546 (fraud and misuse of visas, permits, and other documents) or a violation of 8 U.S.C. 1324, 1327, or 1328 (smuggling of aliens); (p) 229 (*chemical weapons*), 2332 (*terrorist violence against Americans overseas*), 2332a (*weapons of mass destruction*), 2332b (*multinational terrorism*), 2332d (*financial transactions with countries supporting terrorism*), 2339A (*support of terrorist*), 2332B (*support of terrorist organizations*); (r) any conspiracy to commit any of these, 18 U.S.C. 2516(1)(crimes added by the Act in italics). Other than telephone face to face conversations (*i.e.*, electronic communications), the approval of senior Justice Department officials is not required and an order may be sought in any felony investigation, 18 U.S.C. 2516(3).

¹⁰ Or more precisely, they reveal no more than the identity of the numbers assigned to the telephone lines activated for a particular communication.

- permits pen register and trap and trace orders for electronic communications (*e.g.*, e-mail)
- authorizes nationwide execution of court orders for pen registers, trap and trace devices, and access to stored e-mail or communication records
- treats stored voice mail like stored e-mail (rather than like telephone conversations)
- permits authorities to intercept communications to and from a trespasser within a computer system (with the permission of the system's owner)
- adds terrorist and computer crimes to Title III's predicate offense list
- reenforces protection for those who help execute Title III, ch. 121, and ch. 206 orders
- encourages cooperation between law enforcement and foreign intelligence investigators
- establishes a claim against the U.S. for certain communications privacy violations by government personnel
- terminates the authority found in many of these provisions and several of the foreign intelligence amendments with a sunset provision (Dec. 31, 2005).

Pen Registers and Trap and Trace Devices. In section 216, the Act allows court orders authorizing trap and trace devices and pen registers to be used to capture source and addressee information for computer conversations (*e.g.*, e-mail) as well as telephone conversations, 18 U.S.C. 3121, 3123. In answer to objections that e-mail header information can be more revealing than a telephone number, it creates a detailed report to the court, 18 U.S.C. 3123(a)(3).¹¹

¹¹ "Where the law enforcement agency implementing an *ex parte* order under this subsection seeks to do so by installing and using its own pen register or trap and trace device on a packet-switched data network of a provider of electronic communication service to the public the agency shall ensure that a record will be maintained which will identify – (i) any officer or officers who installed the device and any officer or officers who accessed the device to obtain information from the network; (ii) the date and time the device was installed, the date and time the device was uninstalled, and the date, time, and duration of each time the device is accessed to obtain information; (iii) the configuration of the device at the time of its installation and any subsequent modification thereof; and (iv) any information which has been collected by the device. To the extent that the pen register or trap and trace device can be set automatically to record this information electronically, the record shall be maintained electronically throughout the installation and use of the such device.

"(B) The record maintained under subparagraph (A) shall be provided *ex parte* and under seal to the court which entered the *ex parte* order authorizing the installation and use of the device within 30 days after termination of the order (including any extensions thereof)," section 216(b)(1).

The use of pen registers or trap and trace devices was limited at one time to the judicial district in which the order was issued, 18 U.S.C. 3123 (2000 ed.). Under section 216, a court with jurisdiction over the crime under investigation may issue an order to be executed anywhere in the United States, 18 U.S.C. 3123(b)(1)(C), 3127(2).¹²

Communications Records and Stored E-Mail. With respect to chapter 126, relating among other things to the content of stored e-mail and to communications records held by third parties, the law permits criminal investigators to retrieve the content of electronic communications in storage, like e-mail, with a search warrant, and if the communication has been in remote storage for more than 180 days without notifying the subscriber, 18 U.S.C. 2703(a),(b). A warrant will also suffice to seize records describing telephone and other communications transactions without customer notice, 18 U.S.C. 2703(c). In the absence of the probable cause necessary for a warrant but with a showing of reasonable grounds to believe that the information sought is relevant to a criminal investigation, officers are entitled to a court order mandating access to electronic communications in remote storage for more than 180 days or to communications records, 18 U.S.C. 2703(b),(c). They can obtain a limited amount of record information (subscribers' names and addresses, telephone numbers, billing records and the like) using an administrative, grand jury, or trial court subpoena, 18 U.S.C. 2703(c)(1)(C). There is no subscriber notification in record cases. Elsewhere, the court may delay customer notification in the face of exigent circumstances or if notice is likely to seriously jeopardize the investigation or unduly delay the trial, 18 U.S.C. 2705.

In order to streamline the investigation process, the Act, in section 210, adds credit card and bank account numbers to the information law enforcement officials may subpoena from a communications service provider's customer records, 18 U.S.C. 2703(c)(1)(C).¹³

Another streamlining amendment, section 220, eliminates the jurisdictional restrictions on access to the content of stored e-mail pursuant to a court order.

¹² The Justice Department urged the change in the name of expediency, "At present, the government must apply for new pen trap orders in every jurisdiction where an investigation is being pursued. Hence, law enforcement officers tracking a suspected terrorist in multiple jurisdictions must waste valuable time and resources by obtaining a duplicative order in each jurisdiction," *DoJ* at §101. Here and throughout citations to the United States Code (U.S.C.) without reference to an edition refer to the current Code; references to the 2000 edition of the Code refer to the law prior to amendment by the Act.

¹³ Prior to the amendment, "investigators [could] not use a subpoena to obtain such records as credit card number or other form of payment. In many cases, users register with Internet service providers using false names, making the form of payment critical to determining the user's true identity. . . . this information [could] only be obtained by the slower and more cumbersome process of a court order. In fast-moving investigation[s] such as terrorist bombings – in which Internet communications are a critical method of identifying conspirators and in determining the source of the attacks – the delay necessitated by the use of court orders can often be important. Obtaining billing and other information can identify not only the perpetrator but also give valuable information about the financial accounts of those responsible and their conspirators," *DoJ* at §107.

Previously, only a federal court in the district in which the e-mail was stored could issue the order. Under section 220, federal courts in the district where an offense under investigation occurred may issue orders applicable "without geographic limitation," 18 U.S.C. 2703.¹⁴

The Act, in section 209, treats voice mail like e-mail, that is, subject to the warrant or court order procedure, rather than to the more demanding coverage of Title III once required, *United States v. Smith*, 155 F.3d 1050, 1055-56 (9th Cir. 1998).

Finally, the Act resolves a conflict between chapter 121 and the federal law governing cable companies. Government entities may have access to cable company customer records only under a court order following an adversary hearing if they can show that the records will evidence that the customer is or has engaged in criminal activity, 47 U.S.C. 511(h). When cable companies began offering telephone and other communications services the question arose whether the more demanding cable rules applied or whether law enforcement agencies were entitled to ex parte court orders under the no-notice procedures applicable to communications providers.¹⁵ The Act makes it clear that the cable rules apply when cable television viewing services are

¹⁴ Speaking of the law before amendment, DoJ explained, "Current law requires the government to use a search warrant to compel a provider to disclose unopened e-mail. 18 U.S.C. §2703(a). Because Federal Rule of Criminal Procedure 41 requires that the 'property' to be obtained 'be within the district' of the issuing court, however, the rule may not allow the issuance of §2703(a) warrants for e-mail located in other districts. Thus, for example, where an investigator in Boston is seeking electronic e-mail in the Yahoo! account of a suspected terrorist, he may need to coordinate with agents, prosecutors, and judges in the Northern District of California, none of whom have any other involvement in the investigation. This electronic communications information can be critical in establishing relationships, motives, means, and plans of terrorists. Moreover, it is equally relevant to cyber-incidents in which a terrorist motive has not (but may well be) identified. Finally, even cases that require the quickest response (kidnappings, threats, or other dangers to public safety or the economy) may rest on evidence gathered under §2703(a). To further public safety, this section accordingly authorizes courts with jurisdiction over investigations to compel evidence directly, without requiring the intervention of their counterparts in other districts where major Internet service providers are located," *DoJ* at §108.

¹⁵ See e.g., *DoJ* at §109 ("Law enforcement must have the capability to trace, intercept, and obtain records of the communications of terrorists and other criminals with great speed, even if they choose to use a cable provider for their telephone and Internet service. This section amends the Cable Communications Policy Act ('Cable Act') to clarify that when a cable company acts as a telephone company or an Internet service provider, it must comply with the same laws governing the interception and disclosure of wire and electronic communications that apply to any other telephone company or Internet service provider. The Cable Act, passed in 1984 to regulate various aspects of the cable television industry, could not take into account the changes in technology that have occurred over the last seventeen years. Cable television companies now often provide Internet access and telephone service in addition to television programming. Because of perceived conflicts between the Cable Act and laws that govern law enforcement's access to communications and records of communications carried by cable companies, cable providers have refused to comply with lawful court orders, thereby slowing or ending critical investigations").

involved and that the communications rules of chapter 121 apply when a cable company or anyone else provides communications services, section 211.

Electronic Surveillance. To Title III's predicate offense list, the Act adds cybercrime (18 U.S.C. 1030) and several terrorists crimes, sections 201, 202.¹⁶ A second cybercrime initiative, section 217, permits law enforcement officials to intercept the communications of an intruder within a protected computer system (*i.e.*, a system used by the federal government, a financial institution, or one used in interstate or foreign commerce or communication), without the necessity of a warrant or court order, 18 U.S.C. 2511(2)(i). Yet only the interloper's intruding communications, those to or from the invaded system, are exposed under the section. The Justice Department originally sought the change because the law then did not clearly allow victims of computer trespassing to request law enforcement assistance in monitoring unauthorized attacks as they occur.¹⁷

Criminal Investigators' Access to Foreign Intelligence Information.

The Act clearly contemplates closer working relations between criminal investigators and foreign intelligence investigators, particular in cases of international terrorism.¹⁸ It amends the Foreign Intelligence Surveillance Act (FISA) to that end. As originally enacted, the application for a surveillance order under FISA required certification of the fact that "*the purpose for the surveillance is to obtain foreign intelligence information,*" 50 U.S.C. 1804(a)(7)(B)(2000 ed.) (emphasis added), although it anticipated that any evidence divulged as a result might be turned over to law enforcement officials. Defendants often questioned whether authorities had used a FISA surveillance order against them in order to avoid the predicate crime threshold for a Title III order. Out of these challenges arose the notion that perhaps "the purpose" might not always mean the sole purpose. The case law indicated that, while an expectation that evidence of a crime might be discovered did not preclude a FISA order, at such time as a criminal prosecution became the focus of the investigation

¹⁶ 18 U.S.C. 229 (chemical weapons), 2332(terrorist acts of violence committed against Americans overseas), 2332a(use of weapons of mass destruction), 2332b(acts of terrorism transcending national boundaries), 2332d(financial transactions with countries which support terrorists), 2339A(providing material support to terrorists), and 2339B(providing material support to terrorist organizations).

¹⁷ "Because service providers often lack the expertise, equipment, or financial resources required to monitor attacks themselves as permitted under current law, they often have no way to exercise their rights to protect themselves from unauthorized attackers. Moreover, such attackers can target critical infrastructures and engage in cyberterrorism," *DoJ* at §106. Elsewhere the Act defines "electronic surveillance" for purposes of the Foreign Intelligence Surveillance Act (FISA) to emphasize that the law enforcement authority for this intruder surveillance does not confer similar authority for purposes of foreign intelligence gathering, section 1003 (50 U.S.C. 1801(f)(2)).

¹⁸ For a general discussion of federal intelligence and law enforcement cooperation, *see*, Best, *Intelligence and Law Enforcement: Countering Transnational Threats to the U.S.*, CRS REP.NO. RL30252 (Dec. 3, 2001).

officials were required to either end surveillance or secure an order under Title III.¹⁹

The Justice Department sought FISA surveillance and physical search authority on the basis of "a" foreign intelligence purpose.²⁰ Section 218 of the Act insists that foreign intelligence gathering be a "significant purpose" for the request for the FISA surveillance or physical search order, 50 U.S.C. 1804(a)(7)(B), 1823(a)(7)(B), a more

¹⁹ Before FISA, several lower federal courts recognized a foreign intelligence exception to the Fourth Amendment's warrant clause. It is here that the "primary purpose" notion originated. In *United States v. Truong Dinh Hung*, 629 F.2d 908, 915 (4th Cir. 1980), decided after FISA on the basis of pre-existing law, the court declared, "as the district court ruled, the executive should be excused from securing a warrant only when the surveillance is conducted 'primarily' for foreign intelligence reasons. We think that the district court adopted the proper test, because once surveillance becomes primarily a criminal investigation, the courts are entirely competent to make the usual probable cause determination, and because, importantly, individual privacy interests come to the fore and government foreign policy concerns recede when the government is primarily attempting to form the basis for a criminal prosecution." Subsequent case law, however, is not as clear as it might be: *see e.g., United States v. Duggan*, 743 F.2d 59, 77 (2d Cir. 1984) ("FISA permits federal officials to obtain orders authorizing electronic surveillance 'for the purpose of obtaining foreign intelligence information.' The requirement that foreign intelligence information be the primary objective of the surveillance is plain not only from the language of Sec. 1802(b) but also from the requirements in Sec. 1804 as to what the application must contain. The application must contain a certification by a designated official of the executive branch that the purpose of the surveillance is to acquire foreign intelligence information, and the certification must set forth the basis for the certifying officials's belief that the information sought is the type of foreign intelligence information described"); *United States v. Pelton*, 835 F.2d 1067, 1075-76 (4th Cir. 1987) ("We also reject Pelton's claim that the 1985 FISA surveillance was conducted primarily for the purpose of his criminal prosecution, and not primarily for the purpose of obtaining foreign intelligence information. . . . We agree with the district court that the primary purpose of the surveillance, both initially and throughout was to gather foreign intelligence information. It is clear that otherwise valid FISA surveillance is not tainted simply because the government can anticipate that the fruits of the surveillance may later be used . . . as evidence in a criminal trial"); *United States v. Sarkissian*, 841 F.2d 959, 907-8 (9th Cir. 1988) ("Defendants rely on the primary purpose test articulated in *United States v. Truong Dinh Hung*. . . . One other court has applied the primary purpose test. Another court has rejected it . . . distinguishing *Truong*. A third court has declined to decide the issue. We also decline to decide the issue"); *United States v. Johnson*, 952 F.2d 565, 572 (1st Cir. 1991) ("Appellants attack the government's surveillance on the ground that it was undertaken not for foreign intelligence purposes, but to gather evidence for a criminal prosecution. FISA applications must contain, among other things, a certification that the purpose of the requested surveillance is the gathering of foreign intelligence information. . . . Although the evidence obtained under FISA subsequently may be used in criminal prosecutions, the investigation of criminal activity cannot be the primary purpose of the surveillance").

²⁰ "Current law requires that FISA be used only where foreign intelligence gathering is the sole or primary purpose of the investigation. This section will clarify that the certification of a FISA request is supportable where foreign intelligence gathering is 'a' purpose of the investigation. This change would eliminate the current need continually to evaluate the relative weight of criminal and intelligence purposes, and would facilitate information sharing between law enforcement and foreign intelligence authorities which is critical to the success of anti-terrorism efforts," *DoJ* at §153.

demanding standard than the “a purpose” threshold proposed by the Justice Department, but a clear departure from the original “the purpose” entry point. FISA once described a singular foreign intelligence focus prerequisite for any FISA surveillance application. Section 504 of the Act further encourages coordination between intelligence and law enforcement officials, and states that such coordination is no impediment to a “significant purpose” certification, 50 U.S.C. 1806(k), 1825(k).²¹

Protective Measures. The Act reinforces two kinds of safeguards, one set designed to prevent abuse and the other to protect those who assist the government. The sunset clause is perhaps the best known of the Act’s safeguards. Under the direction of section 224, many of the law enforcement and foreign intelligence authorities granted by the Act expire as of December 31, 2005.²² The Act also fills some of the gaps in earlier sanctions available for official, abusive invasions of privacy. Prior law made it a federal crime to violate Title III (wiretapping), chapter

²¹ “(k)(1) Federal officers who conduct electronic surveillance to acquire foreign intelligence information under this title may consult with Federal law enforcement officers to coordinate efforts to investigate or protect against – (A) actual or potential attack or other grave hostile acts of a foreign power or an agent of a foreign power; (B) sabotage or international terrorism by a foreign power or an agent of a foreign power; or (C) clandestine intelligence activities by an intelligence service or network of a foreign power or by an agent of a foreign power. (2) Coordination authorized under paragraph (1) shall not preclude the certification required by section 104(a)(7)(B) or the entry of an order under section 105.” FISA defines “foreign power” and “agent of a foreign power” broadly, *see* note 33, *infra*, quoting, 50 U.S.C. 1801.

²² “(a) Except as provided in subsection (b), this title and the amendments made by this title (other than sections 203(a)[sharing grand jury information], 203(c)[procedures for sharing grand jury information], 205 [FBI translators], 208 [seizure of stored voice-mail], 210[subpoenas for communications provider customer records], 211[access to cable company communication service records], 213[sneak and peek], 216[pen register and trap and trace device amendments], 221[trade sanctions], and 222[assistance to law enforcement], and the amendments made by those sections) shall cease to have effect on December 31, 2005.

“(b) With respect to any particular foreign intelligence investigation that began before the date on which the provisions referred to in subsection (a) cease to have effect, or with respect to any particular offense or potential offense that began or occurred before the date on which such provisions cease to have effect, such provisions shall continue in effect,” section 224.

The sections which expire are: 201 and 202 (adding certain terrorism crimes to the predicate list for Title III), 293(b)(sharing Title III information with foreign intelligence officers), 204 (clarifying the foreign intelligence exception to the law enforcement pen register and trap and trace device provisions), 206 (roving foreign intelligence surveillance), 207 (duration of foreign intelligence surveillance orders and extensions), 209 (treatment of voice mail as e-mail rather than as telephone conversation), 212 (service provider disclosures in emergency cases), 214 (authority for pen registers and trap and trace devices in foreign intelligence cases), 215 (production of tangible items in foreign intelligence investigations), 217 (intercepting computer trespassers’ communications), 218 (foreign intelligence surveillance when foreign intelligence gathering is “a significant” reason rather than “the” reason for the surveillance), 219 (nationwide terrorism search warrants), 220 (nationwide communication records and stored e-mail search warrants), 223 (civil liability and administrative discipline for violations of Title III, chapter 121, and certain foreign intelligence prohibitions), and 225 (immunity for foreign intelligence surveillance assistance).

121 (e-mail and communications records), or chapter 206 (pen registers and trap and trace devices).²³ Victims of offenses under Title III and chapter 121 (but not chapter 206) were entitled to damages (punitive damages in some cases) and reasonable attorneys' fees,²⁴ but could not recover against the United States.²⁵ Chapter 121 alone insisted upon an investigation into whether disciplinary action ought to be taken when federal officers or employees were found to have intentionally violated its proscriptions, 18 U.S.C. 2707.

The Act augments these sanctions by authorizing a claim against the United States for not less than \$10,000 and costs for violations of Title III, chapter 121, or the Foreign Intelligence Surveillance Act (FISA), by federal officials, and emphasizing the prospect of administrative discipline for offending federal officials, section 223.

Finally, the Act instructs the Department of Justice's Inspector General to designate an official to receive and review complaints of civil liberties violations by DoJ officers and employees, section 1001.

The second category of protective measures applies to service providers and others who help authorities track and gather communications information. For example, section 815 immunizes service providers who in good faith preserve customer records at the government's request until a court order authorizing access can be obtained.²⁶ Another allows providers to disclose customer records to protect the provider's rights and property and to disclose stored customer communications and records in emergency circumstances, section 212. Under pre-existing law providers could disclose the content of stored communications but not customer records. The Justice Department recommended the changes in the interests of greater protection against cybercrimes committed by terrorists and others.²⁷ A third section,

²³ 18 U.S.C. 2511, 2701, and 3121 (2000 ed.), respectively.

²⁴ 18 U.S.C. 2520 and 2707 (2000 ed.).

²⁵ *Spock v. United States*, 464 F.Supp. 510, 514 n.2 (S.D.N.Y. 1978); *Asmar v. IRS*, 680 F.Supp. 248, 250 (E.D.Mich. 1987).

²⁶ Prior law already granted service providers immunity for disclosure of customer records in compliance with a court access order, 18 U.S.C. 2703(f).

²⁷ "Existing law contains no provision that allows providers of electronic communications service to disclose the communications (or records relating to such communications) of their customers or subscribers in emergencies that threaten death or serious bodily injury. This section amends 18 U.S.C. §2702 to authorize such disclosures if the provider reasonably believes that an emergency involving immediate danger of death or serious physical injury to any person requires disclosure of the information without delay.

"Current law also contains an odd disconnect: a provider may disclose the *contents* of the customer's communications in order to protect its rights or property but the current statute does not expressly permit a provider to voluntarily disclose *non-content* records (such as a subscriber's login records). 18 U.S.C. 2702(b)(5). This problem substantially hinders the ability of providers to protect themselves from cyber-terrorists and criminals. Yet the right to disclose the contents of communications necessarily implies the less intrusive ability to disclose non-content records. In order to promote the protection of our nation's critical infrastructures, this section's amendments allow communications providers to voluntarily disclose both content and non-content records to protect their computer systems," *DoJ* at

section 222 promises reasonable compensation for service providers and anyone else who help law enforcement install or apply pen registers or trap and trace devices,²⁸ but makes it clear that nothing in the Act is intended to expand communications providers' obligation to make modifications in their systems in order to accommodate law enforcement needs.²⁹

Foreign Intelligence Investigations

Although both criminal investigations and foreign intelligence investigations are conducted in the United States, criminal investigations seek information about unlawful activity; foreign intelligence investigations seek information about other countries and their citizens. Foreign intelligence is not limited to criminal, hostile, or even governmental activity. Simply being foreign is enough.³⁰

Restrictions on intelligence gathering within the United States mirror American abhorrence of the creation of a secret police, coupled with memories of intelligence gathering practices during the Vietnam conflict which some felt threatened to chill robust public debate. Yet there is no absolute ban on foreign intelligence gathering in the United States. Congress enacted the Foreign Intelligence Surveillance Act (FISA),³¹ something of a Title III for foreign intelligence wiretapping conducted in this country, after the Supreme Court made it clear that the President's authority to see to national security was insufficient to excuse warrantless wiretapping of suspected terrorists who had no identifiable foreign connections, *United States v. United States District Court*, 407 U.S. 297 (1972). FISA later grew to include procedures for physical searches in foreign intelligence cases, 50 U.S.C. 1821-1829, for pen register and trap and trace orders, 50 U.S.C. 1841-1846, and for access to records from businesses engaged in car rentals, motel accommodations, and storage

§110.

²⁸ Chapter 206 had long guaranteed providers and others reasonable compensation, 18 U.S.C. 3124(c), but section 216 of the Act expands the circumstances under which the authorities may request assistance including requests for the help of those not specifically mentioned in the court order. Section 222 makes it clear the expanded obligation to provide assistance is matched by a corresponding right to compensation.

²⁹ Thus in the name of assisting in the execution of Title III, chapter 121, or chapter 206 order, the courts may not cite the Act as the basis for an order compelling a service provider to make system modifications or provide any other technical assistance not already required under 18 U.S.C. 2518(4), 2706, or 3124(c), *see*, H.R.Rep.No. 107-236, at 62-3 (2001) (emphasis added) ("This Act is not intended to affect obligations under Communications Assistance for Law Enforcement Act [which addresses law enforcement-beneficial system modifications and the compensation to be paid for the changes], nor does the act impose any *additional* technical obligation or requirement on a provider of wire or electronic communication service or other person to furnish facilities or technical assistance").

³⁰ *E.g.*, As amended by section 902 of the Act, "'foreign intelligence' means information relating to the capabilities, intentions, or activities of foreign governments or elements thereof, foreign organizations, or foreign persons, *or international terrorist activities*," 50 U.S.C. 401a(2)(language added by the Act in italics).

³¹ 50 U.S.C. 1801 *et seq.*

lockers, 50 U.S.C. 1861-1863 (2000 ed.). Intelligence authorities gained narrow passages through other privacy barriers as well.³²

In many instances, access was limited to information related to the activities of foreign governments or their agents in this country, not simply relating to something foreign here. FISA, for example, is directed at foreign governments, international terrorists, and their agents, spies and saboteurs.³³ There were and still are extra

³² *E.g.*, 18 U.S.C. 2709 (counterintelligence access to telephone toll and transaction records), 12 U.S.C. 3414 (right to financial privacy), 15 U.S.C. 1681u (fair credit reporting).

³³ "As used in this subchapter: (a) 'Foreign power' means – (1) a foreign government or any component thereof, whether or not recognized by the United States; (2) a faction of a foreign nation or nations, not substantially composed of United States persons; (3) an entity that is openly acknowledged by a foreign government or governments to be directed and controlled by such foreign government or governments; (4) a group engaged in international terrorism or activities in preparation therefor; (5) a foreign-based political organization, not substantially composed of United States persons; or (6) an entity that is directed and controlled by a foreign government or governments.

"(b) 'Agent of a foreign power' means – (1) any person other than a United States person, who – (A) acts in the United States as an officer or employee of a foreign power, or as a member of a foreign power as defined in subsection (a)(4) of this section; (B) acts for or on behalf of a foreign power which engages in clandestine intelligence activities in the United States contrary to the interests of the United States, when the circumstances of such person's presence in the United States indicate that such person may engage in such activities in the United States, or when such person knowingly aids or abets any person in the conduct of such activities or knowingly conspires with any person to engage in such activities; or (2) any person who – (A) knowingly engages in clandestine intelligence gathering activities for or on behalf of a foreign power, which activities involve or may involve a violation of the criminal statutes of the United States; (B) pursuant to the direction of an intelligence service or network of a foreign power, knowingly engages in any other clandestine intelligence activities for or on behalf of such foreign power, which activities involve or are about to involve a violation of the criminal statutes of the United States; (C) knowingly engages in sabotage or international terrorism, or activities that are in preparation therefor, or on behalf of a foreign power; (D) knowingly enters the United States under a false or fraudulent identity for or on behalf of a foreign power or, while in the United States, knowingly assumes a false or fraudulent identity for or on behalf of a foreign power; or (E) knowingly aids or abets any person in the conduct of activities described in subparagraph (A), (B), or (C) or knowingly conspires with any person to engage in activities described in subparagraph (A), (B), or (C).

"(c) 'International terrorism' means activities that – (1) involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or any State; (2) appear to be intended – (A) to intimidate or coerce a civilian population; (B) to influence the policy of a government by intimidation or coercion; or (C) to affect the conduct of a government by assassination or kidnapping; and (3) occur totally outside the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to coerce or intimidate, or the locale in which their perpetrators operate or seek asylum.

"(d) 'Sabotage' means activities that involve a violation of chapter 105 of Title 18, or that would involve such a violation if committed against the United States.

"(e) 'foreign intelligence information' means – (1) information that relates to, and if concerning a United States person is necessary to, the ability of the United States to protect against – (A) actual or potential attack or other grave hostile acts of a foreign power or an

safeguards if it appears that an intelligence investigation may generate information about Americans ("United States persons," *i.e.*, citizens or permanent resident aliens).³⁴ The procedures tend to operate under judicial supervision and tend to be confidential as a matter of law, prudence, and practice.

The Act eases some of the restrictions on foreign intelligence gathering within the United States, and affords the U.S. intelligence community greater access to information unearthed during a criminal investigation, but it also establishes and expands safeguards against official abuse. More specifically, it:

- permits "roving" surveillance (court orders omitting the identification of the particular instrument, facilities, or place where the surveillance is to occur when the court finds the target is likely to thwart identification with particularity)
- increases the number of judges on the FISA court from 7 to 11
- allows application for a FISA surveillance or search order when gathering foreign intelligence is *a significant* reason for the application rather than *the* reason
- authorizes pen register and trap & trace device orders for e-mail as well as telephone conversations
- sanctions court ordered access to any tangible item rather than only business records held by lodging, car rental, and locker rental businesses
- carries a sunset provision
- establishes a claim against the U.S. for certain communications privacy violations by government personnel
- expands the prohibition against FISA orders based solely on an American's exercise of his or her First Amendment rights.

agent of a foreign power; (B) sabotage or international terrorism by a foreign power or an agent of a foreign power; or (C) clandestine intelligence activities by an intelligence service or network of a foreign power or by an agent of a foreign power; or (2) information with respect to a foreign power or foreign territory that relates to, and if concerning a United States person is necessary to – (A) the national defense or the security of the United States; or (B) the conduct of the foreign affairs of the United States," 50 U.S.C. 1801.

³⁴ Strictly speaking for FISA purposes, a United States person "means a citizen of the United States, an alien lawfully admitted for permanent residence (as defined in section 1101(a)(20) of Title 8), an unincorporated association a substantial number of members of which are citizens of the United States or aliens lawfully admitted for permanent residence, or a corporation which is incorporated in the United States, but does not include a corporation or an association which is a foreign power, as defined in subsection (a)(1), (2), or (3) of this section," 50 U.S.C. 1801(i).

FISA. FISA is in essence a series of procedures available to secure court orders in certain foreign intelligence cases.³⁵ It operates through the judges of a special court which prior to the Act consisted of seven judges, scattered throughout the country, two of whom were from the Washington, D.C. area. The Act, in section 208, authorizes the appointment of four additional judges and requires that three members of the court reside within twenty miles of the District of Columbia, 50 U.S.C. 1803(a).

Search and Surveillance for Intelligence Purposes. Unless directed at a foreign power, the maximum duration for FISA surveillance orders and extensions was once ninety days and forty-five days for physical search orders and extensions, 50 U.S.C. 1805(e), 1824(d)(2000 ed.). The Act, in section 207, extends the maximum tenure of physical search orders to ninety days and in the case of both surveillance orders and physical search orders extends the maximum life of an order involving an agent of a foreign power to 120 days, with extensions for up to a year, 50 U.S.C. 1805(e), 1824(d). This represents a compromise over the Justice Department's original proposal which would have set the required expiration date for orders at one year instead of 120 days, *Draft* at §151.³⁶

Section 901 of the Act address a concern raised during the 106th Congress relating to the availability of the FISA orders and the effective use of information gleaned from the execution of a FISA order.³⁷ It vests the Director of Central

³⁵ For a general discussion of FISA prior to enactment of the Act, see, Bazan, *The Foreign Intelligence Surveillance Act: An Overview of the Statutory Framework for Electronic Surveillance*, CRS REP.NO. RL30465 (Sept. 18, 2001).

³⁶ See also, *DoJ* at §151, "This section reforms a critical aspect of the Foreign Intelligence Surveillance Act (FISA). It will enable the Foreign Intelligence Surveillance Court (FISC), which presides over applications made by the U.S. government under FISA, to authorize the search and surveillance in the U.S. of officers and employees of foreign powers and foreign members of international terrorist groups for up to a year. Currently, the FISC may only authorize such searches and surveillance for up to 45 days and 90 days, respectively. The proposed change would bring the authorization period in line with that allowed for search and surveillance of the foreign establishments for which the foreign officers and employees work. The proposed change would have no effect on electronic surveillance of U.S. citizens or permanent resident aliens."

Section 314 of the Intelligence Authorization Act for Fiscal Year 2002 (Intelligence Authorization Act), P.L. 107-108, 115 Stat. 1394, 1402 (2001), further amended some of the time limits relating to FISA surveillance and physical searches, extending from 24 hours to 72 hours: (a) the time period during which agents might disseminate or use information secured pursuant to a FISA surveillance or search order but otherwise protected from dissemination or use by the order's minimization requirements; and (b) the permissible duration of emergency surveillance or searches after which surveillance or the search must stop or a FISA order application filed (50 U.S.C. 1801(h)(4), 1821(4)(D), 1805(f), 1824(e)).

³⁷ See e.g., S.Rep.No. 106-352, at 3, 6, 7 (2000) ("The Office of Intelligence Policy and Review (OIPR) in the Department of Justice is responsible for advising the Attorney General on matters relating to the national security of the United States. As part of its responsibilities, the OIPR prepares and presents to the Foreign Intelligence Surveillance Court (FISC) all applications for electronic surveillance and physical searches under the Foreign Intelligence Surveillance Act Agencies have informed the Committee that the FISA application

Intelligence with the responsibility to formulate requirements and priorities for the use of FISA to collect foreign intelligence information. He is also charged with the responsibility of assisting the Attorney General in the efficient and effective dissemination of FISA generated information (50 U.S.C. 403-3(c)).

Pen Registers and Trap and Trace Devices for Intelligence Gathering. Section 214 grants the request of the Department of Justice by dropping requirements which limited FISA pen register and trap and trace device orders to facilities used by foreign agents or those engaged in international terrorist or clandestine intelligence activities, 50 U.S.C. 1842(c)(3)(2000 ed.).³⁸ It is enough that the order is sought as part of an investigation to protect against international terrorism or clandestine intelligence activities and is not motivated solely by an American's exercise of his or her First Amendment rights. Elsewhere (section 505), the Act drops a similar limitation for intelligence officials' access to telephone records, 18 U.S.C.

process, as interpreted by the OIPR is administratively burdensome and, at times, extremely slow. Many applications undergo months of scrutiny before submission to the court because the OIPR prescribes standards and restrictions not imposed by the statute. . . . In particular, the OIPR has been criticized for an overly restrictive interpretation of the FISA 'currency' requirement. This is the issue of how recent a subject's activities must be to support a finding of probable cause that the subject is engaged in clandestine intelligence gathering activities. . . . While existing law does not specifically address "past activities," it does not preclude, and legislative history supports, the conclusion that past activities may be part of the totality of circumstances considered by the FISC in making a probable cause determination. . . . By definition, information collected pursuant to a court order issued under the Foreign Intelligence Surveillance Act is foreign intelligence not law enforcement information. Accordingly, the Committee wants to clarify that the FISA 'take' can and must be shared by the Federal Bureau of Investigation with appropriate intelligence agencies. For the intelligence mission of the United States to be successful, there must be a cooperative and concerted effort among intelligence agencies. Any information collected by one agency under foreign intelligence authorities that could assist another agency in executing its lawful mission should be shared fully and promptly. Only then can the United States Government pursue aggressively important national security targets including, for example, counterterrorist and counternarcotics targets"); *see also*, 147 *Cong.Rec.* S799-803 (daily ed. Feb. 24, 2000)(remarks of Sens. Specter, Torricelli and Biden).

³⁸ "When added to FISA two years ago, the pen register/trap and trace section was intended to mirror the criminal pen/trap authority defined in 18 U.S.C. §3123. The FISA authority differs from the criminal authority in that it requires, in addition to a showing of relevance, an additional factual showing that the communications device has been used to contact an 'agent of a foreign power' engaged in international terrorism or clandestine intelligence activities. This has the effect of making the FISA pen/trap authority much more difficult to obtain. In fact, the process of obtaining FISA pen/trap authority is only slightly less burdensome than the process for obtaining full electronic surveillance authority under FISA. This stands in stark contrast to the criminal pen/trap authority, which can be obtained quickly from a local court, on the basis of a certification that the information to be obtained is relevant to an ongoing investigation. The amendment simply eliminates the 'agent of a foreign power' prong from the predication, and thus makes the FISA authority more closely track the criminal authority," *DoJ* at §155.

2709(b), and under the Right to Financial Privacy Act, 12 U.S.C. 3414(a)(5)(A), as well as the Fair Credit Reporting Act, 15 U.S.C. 1681u.³⁹

Section 214 adjusts the language of the FISA pen register-trap and trace authority to permit its use to capture source and destination information relating to electronic communications (e.g., e-mail) as well as telephone communications, 50 U.S.C. 1842(d). The section makes it clear that requests for a FISA pen register-trap and trace order, like requests for other FISA orders, directed against Americans (U.S. persons) may not be based solely on activities protected by the First Amendment, 50 U.S.C. 1842, 1843.

Third Party Cooperation and Tangible Evidence. As in the case of criminal investigations, the Act has several sections designed to encourage third party cooperation and to immunize third parties from civil liability for their assistance. FISA orders may include instructions directing specifically identified third parties to assist in the execution of the order, 50 U.S.C. 1805(c)(2)(B). The Act permits inclusion of a general directive for assistance when the target's activities are designed to prevent more specific identification, section 206, and immunizes in 50 U.S.C. 1805(h), those who provide such assistance, section 225.⁴⁰

³⁹ Except in the case of certain credit information, these are not court procedures, but written requests for third party records which would otherwise to be entitled to confidentiality. Section 505, in response to the Justice Department's suggestion, allows FBI field offices to make the requests, *see DoJ* at §157 ("At the present time, National Security Letter (NSL) authority exists in three separate statutes: the Electronic Communications Privacy Act (for telephone and electronic communications records), the Financial Right to Privacy Act (for financial records), and the Fair Credit Reporting Act (for credit records). Like the FISA pen register/trap and trace authority described above, NSL authority requires both a showing of relevance and a showing of links to an 'agent of a foreign power.' In this respect, they are substantially more demanding than the analogous criminal authorities, which require only a certification of relevance. Because the NSLs require documentation of the facts supporting the 'agent of a foreign power' predicate and because they require the signature of a high-ranking official at FBI headquarters, they often take months to be issued. This is in stark contrast to criminal subpoenas, which can be used to obtain the same information, and are issued rapidly at the local level. In many cases, counterintelligence and counterterrorism investigations suffer substantial delays while waiting for NSLs to be prepared, returned from headquarters, and served. The section would streamline the process of obtaining NSL authority, and also clarify the FISA Court can issue orders compelling production of consumer reports").

⁴⁰ When it requested the amendment, the Department of Justice explained that the "provision expands the obligations of third parties to furnish assistance to the government under FISA. Under current FISA provisions, the government can seek information and assistance from common carriers, landlords, custodians and other persons specified in court-ordered surveillance. Section 152 would amend FISA to expand existing authority to allow, 'in circumstances where the Court finds that the actions of the target of the application may have the effect of thwarting the identification of a specified person that a common carrier, landlord, custodian or other persons not specified in the Court's order be required to furnish the applicant information and technical assistance necessary to accomplish electronic surveillance in a manner that will protect its secrecy and produce a minimum of interference with the services that such person is providing to the target of electronic surveillance.' This would enhance the FBI's ability to monitor international terrorists and intelligence officers who are

Prior to the Act, FISA allowed federal intelligence officers to seek a court order for access to certain car rental, storage, and hotel accommodation records, 50 U.S.C. 1861 to 1863 (2000 ed.). The Justice Department asked that the authority be replaced with permission to issue administrative subpoenas for any tangible item regardless of the business (if any) of the custodian.⁴¹ The Act amends the provisions, preserving the court order requirement. Yet it allows the procedure to be used in foreign intelligence investigations, conducted to protect against international terrorism or clandestine intelligence activities,⁴² in order to seize any tangible item regardless of who is in possession of the item, and continues in place the immunity for good faith compliance by third party custodians, section 215.

In a related provision, Section 358 amends the –

- purposes section of the Currency and Foreign Transaction Reporting Act (31 U.S.C. 5311);
- suspicious activities reporting requirements section of that Act (31 U.S.C. 5318(g)(4)(B));
- availability of records section of that Act (31 U.S.C. 5319);
- purposes section of the Bank Secrecy Act (12 U.S.C. 1829b(a));
- the Secretary of the Treasury's authority over uninsured banks and other financial institutions under that Act (12 U.S.C. 1953(a));
- access provisions of the Right to Financial Privacy Act (12 U.S.C. 3412(2)(a), 3414(a)(1), 3420(a)(2); and
- access provisions of the Fair Credit Reporting Act (15 U.S.C. 1681u, 1681v;

trained to thwart surveillance by rapidly changing hotel accommodations, cell phones, Internet accounts, etc., just prior to important meetings or communications. Under the current law, the government would have to return to the FISA Court for an order that named the new carrier, landlord, etc., before effecting surveillance. Under the proposed amendment, the FBI could simply present the newly discovered carrier, landlord, custodian or other person with a generic order issued by the Court and could then effect FISA coverage as soon as technically feasible," *DoJ* at 152.

Section 314 of the Intelligence Authorization Act immunizes those who assist in the execution of either a FISA surveillance or physical search order (50 U.S.C. 1805(i)), 115 Stat. 1402.

⁴¹ "The 'business records' section of FISA (50 U.S.C. §§ 1861 and 1862) requires a formal pleading to the Court and the signature of a FISA judge (or magistrate). In practice, this makes the authority unavailable for most investigative contexts. The time and difficulty involved in getting such pleadings before the Court usually outweighs the importance of the business records sought. Since its enactment, the authority has been sought less than five times. This section would delete the old authority and replace it with a general 'administrative subpoena' authority for documents and records. This authority, modeled on the administrative subpoena authority available to drug investigators pursuant to Title 21, allows the Attorney General to compel production of such records upon a finding that the information is relevant," *DoJ* at §156.

⁴² Section 314 of the Intelligence Authorization Act further amended the section to permit orders relating to investigations "to obtain foreign intelligence information not concerning a United States person" in addition to those conducted to protect against terrorism and clandestine activities, 50 U.S.C. 1861(a)(1).

to clarify and authorize access of federal intelligence authorities to the reports and information gathered and protected under those Acts.⁴³

Access to Law Enforcement Information. Shortly after September 11, sources within both Congress and the Administration stressed the need for law enforcement and intelligence agencies to more effectively share information about terrorists and their activities. On September 14, the Senate Select Committee on Intelligence observed that, "effective sharing of information between and among the various components of the government-wide effort to combat terrorists is also essential, and is presently hindered by cultural, bureaucratic, resource, training and, in some cases, legal obstacles," H.R.Rep.No. 107-63, at 10 (2001). The Justice Department's consultation draft of September 20 offered three sections which would have greatly expanded the intelligence community's access to information collected as part of a criminal investigation. First, it suggested that information generated through the execution of a Title III order might be shared in connection with the duties of any executive branch official, *Draft* at §103.⁴⁴

⁴³ H.R.Rep.No. 107-205, at 60-1 (2001) ("This section clarifies the authority of the Secretary of the Treasury to share Bank Secrecy Act information with the intelligence community for intelligence or counterintelligence activities related to domestic or international terrorism. Under current law, the Secretary may share BSA information with the intelligence community for the purpose of investigating and prosecuting terrorism. This section would make clear that the intelligence community may use this information for purposes unrelated to law enforcement.

"The provision would also expand a Right to Financial Privacy Act (RFPA) exemption, currently applicable to law enforcement inquiries, to allow an agency or department to share relevant financial records with another agency or department involved in intelligence or counterintelligence activities, investigations, or analyses related to domestic or international terrorism. The section would also exempt from most provisions of the RFPA a government authority engaged in investigations of or analyses related to domestic or international terrorism. This section would also authorize the sharing of financial records obtained through a Federal grand jury subpoena when relevant to intelligence or counterintelligence activities, investigations, or analyses related to domestic or international terrorism. In each case, the transferring governmental entity must certify that there is reason to believe that the financial records are relevant to such an activity, investigation, or analysis.

"Finally, this section facilitates government access to information contained in suspected terrorists' credit reports when the governmental inquiry relates to an investigation of, or intelligence activity or analysis relating to, domestic or international terrorism. Even though private entities such as lenders and insurers can access an individual's credit history, the government is strictly limited in its ability under current law to obtain the information. This section would permit those investigating suspected terrorists prompt access to credit histories that may reveal key information about the terrorist's plan or source of funding--without notifying the target. To obtain the information, the governmental authority must certify to the credit bureau that the information is necessary to conduct a terrorism investigation or analysis. The amendment would also create a safe harbor from liability for credit bureaus acting in good faith that comply with a government agency's request for information").

⁴⁴ See also, *DoJ* at §103. "This section facilitates the disclosure of Title III information to other components of the intelligence community in terrorism investigations. At present, 18 U.S.C. §2517(1) generally allows information obtained via wiretap to be disclosed only to the extent that it will assist a criminal investigation. One must obtain a court order to disclose Title III information in non-criminal proceedings. Section 109 [103] would modify the

Second, it recommended a change in Rule 6(e) of the Federal Rules of Criminal Procedure that would allow disclosure of grand jury material to intelligence officials, *Draft* at §354.⁴⁵

Third, it proposed elimination of all constraints on sharing foreign intelligence information uncovered during a law enforcement investigation, mentioning by name the constraints in Rule 6(e) and Title III, *Draft* at §154.⁴⁶

The Act combines versions of all three in section 203. Perhaps because of the nature of the federal grand jury, resolution of the grand jury provision proved especially difficult. The federal grand jury is an exceptional institution. Its purpose is to determine if a crime has been committed, and if so by whom; to indict the guilty; and to refuse to indict the innocent. Its probes may begin without probable cause or any other threshold of suspicion.⁴⁷ It examines witnesses and evidence ordinarily secured in its name and questioned before it by Justice Department prosecutors. Its

wiretap statutes to permit the disclosure of Title III-generated information to a non-law enforcement officer for such purposes as furthering an intelligence investigation. This will harmonize Title III standards with those of the Foreign Intelligence Surveillance Act (FISA), which allows such information-sharing. Allowing disclosure under Title III is particularly appropriate given that the requirements for obtaining a Title III surveillance order in general are more stringent than for a FISA order, and because the attendant privacy concerns in either situation are similar and are adequately protected by existing statutory provisions."

⁴⁵ *See also, DoJ* at §354, "This section makes changes in Rule 6(e) of the Federal Rules of Criminal Procedure, relating to grand jury secrecy, to facilitate the sharing of information with federal law enforcement, intelligence, protective, national defense, and immigration personnel in terrorism and national security cases. The section is in part complimentary to section 154 of the bill, relating to sharing of foreign intelligence information, and reflects a similar purpose of promoting a coordinated governmental response to terrorist and national security threats." Contrary to the implication here section 154 deals with sharing information gathered by law enforcement officials not with information gathered by intelligence officers

⁴⁶ *See also, DoJ* at §154, "This section provides that foreign intelligence information obtained in criminal investigations, including grand jury and electronic surveillance information, may be shared with other federal government personnel having responsibilities relating to the defense of the nation and its interests. With limited exceptions, it is presently impossible for criminal investigators to share information obtained through a grand jury (including through the use of grand jury subpoenas) and information obtained from electronic surveillance authorized under Title III with the intelligence community. This limitation will be very significant in some criminal investigations. For example, grand jury subpoenas often are used to obtain telephone, computer, financial and other business records in organized crime investigations. Thus, these relatively basic investigative materials are inaccessible for examination by intelligence community analysts working on related transnational organized crime groups. A similar problem occurs in computer intrusion investigations: grand jury subpoenas and Title III intercepts are used to collect transactional data and to monitor the unknown intruders. The intelligence community will have an equal interest in such information, because the intruder may be acting on behalf of a foreign power."

⁴⁷ *Blair v. United States*, 250 U.S. 273, 281 (1919)(the grand jury "is a grand inquest, a body with powers of investigation and inquisition, the scope of whose inquiries is not to be limited narrowly by questions of propriety or forecasts of whether any particular individual will be found properly subject to an accusation of crime").

affairs are conducted in private and outside the presence of the court. Only the attorney for the government, witnesses under examination, and a court reporter may attend its proceedings, F.R.Crim.P. 6(d). Matters occurring before the grand jury are secret and may be disclosed by the attending attorney for the government and those assisting the grand jury only in the performance of their duties; in presentation to a successor grand jury; or under court order for judicial proceedings, for inquiry into misconduct before the grand jury, or for state criminal proceedings, F.R.Crim.P. 6(e).

The Act, in section 203(a), allows disclosure of matters occurring before the grand jury to "any federal law enforcement, intelligence, protective, immigration, national defense, or national security" officer to assist in the performance of his official duties, F.R.Crim.P. 6(e)(3)(C)(i)(V).⁴⁸

Critics may protest that the change could lead to the use of the grand jury for intelligence gathering purposes, or less euphemistically, to spy on Americans.⁴⁹ The proposal was never among those scheduled to sunset, but earlier versions of the section followed the path used for most other disclosures of grand jury material: prior

⁴⁸ These officers may receive: (1) "foreign intelligence information" that is, information regardless whether it involves Americans or foreign nationals that "[a] relates to the ability of the United States to protect against – (aa) actual or potential attack or other grave hostile acts of a foreign power or an agent of a foreign power; (bb) sabotage or international terrorism by a foreign power or an agent of a foreign power; (cc) clandestine intelligence activities by an intelligence service or network of a foreign power;" or [b] "with respect to a foreign power or foreign territory that relates to – (aa) the national defense or security of the United States; or (bb) the conduct of the foreign affairs of the United States," F.R.Crim.P. 6(e)(3)(C)(iv); (2) when the matters involve foreign intelligence or counterintelligence, that is, [a] "information relating to the capabilities, intentions, or activities of foreign governments or elements thereof, foreign organizations, or foreign persons, or international terrorist activities" or [b] "information gathered and activities conducted, to protect against espionage, other intelligence activities, sabotage, or assassinations conducted on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, or *international terrorist activities*," 50 U.S.C. 401a(2),(3)(language added by section 902 of the Act in italics).

⁴⁹ Beale & Felman, *The Consequences of Enlisting Federal Grand Juries in the War on Terrorism: Assessing the USA PATRIOT Act's Changes to Grand Jury Secrecy*, 25 HARVARD JOURNAL OF LAW & PUBLIC POLICY 699, 719-20 (2002) ("There is a significant danger that the rule permitting disclosure will be treated as the de facto authorization of an expansion of the grand jury's investigative role to encompass seeking material relevant only to matters of national security, national defense, immigration, and so forth. The grand jury's awesome powers should not be unwittingly extended to a much wider range of issues. . . . Since the grand jury operates in secret, there are no public checks on the scope of its investigations, and witnesses are not permitted to challenge its jurisdiction. Only the supervising court is in a position to keep the grand jury's investigation within proper bounds. Requiring judicial approval of foreign intelligence and counterintelligence information disclosures would provide a natural check against the temptation to manipulate the grand jury to develop information for unauthorized purposes"); *but see*, Scheidegger et al., *Federalist Society White Paper on The USA PATRIOT Act of 2001: Criminal Procedure Sections 6* (Nov. 2001) ("The grand jury secrecy rule is a rule of policy which has always had exceptions, and it has been frequently modified. The secrecy rule has no credible claim to constitutional stature").

court approval, H.R.Rep.No. 107- 236, at 73 (2001). The Act, in section 203(a), instead calls for confidential notification of the court that a disclosure has occurred and the entity to whom it was made, F.R.Crim.P. 6(e)(3)(C)(iii). It also insists that the Attorney General establish implementing procedures for instances when the disclosure "identifies" Americans (U.S. persons), section 203(c).

Law enforcement officials may share Title III information with the intelligence community under the same conditions, section 203(b),⁵⁰ although the grand jury and Title III sharing provisions differ in at least three important respects. The court need not be notified of Title III disclosures. On the other hand, the authority for sharing Title III information expires on December 31, 2005, section 224, and agencies and their personnel guilty of intentional improper disclosures may be subject to a claim for damages and disciplinary action, 18 U.S.C. 2520.

The third subsection of section 203 remains something of an enigma. It speaks in much the same language as its counterparts. It allows law enforcement officials to share information with the intelligence community, "notwithstanding any other provisions of law," section 203(d).⁵¹ It either swallows the other subsections, or supplements them. Several factors argue for its classification as a supplement. Congress is unlikely to have crafted subsections (a), (b) and (c) only to completely

⁵⁰ Information derived from a Title III interception may be shared with any other federal law enforcement, intelligence, protective, immigration, national defense, or national security officer if it regards: (1) "foreign intelligence information" that is, information irrespective of whether it involves Americans or foreign nationals that "[A] relates to the ability of the United States to protect against – (i) actual or potential attack or other grave hostile acts of a foreign power or an agent of a foreign power; (ii) sabotage or international terrorism by a foreign power or an agent of a foreign power; (iii) clandestine intelligence activities by an intelligence service or network of a foreign power;" or [B] "with respect to a foreign power or foreign territory that relates to – (i) the national defense or security of the United States; or (ii) the conduct of the foreign affairs of the United States;" (2) when the matters involve foreign intelligence or counterintelligence as defined by 50 U.S.C. 401a (as amended by section 902 of the Act), *i.e.*, "As used in this Act: (1) The term 'intelligence' includes foreign intelligence and counterintelligence. (2) The term 'foreign intelligence' means information relating to the capabilities, intentions, or activities of foreign governments or elements thereof, foreign organizations, or foreign persons, *or international terrorist activities*. (3) The term 'counterintelligence' means information gathered and activities conducted, to protect against espionage, other intelligence activities, sabotage, or assassinations conducted by or on behalf of foreign governments or elements thereof, foreign organizations, or foreign persons, *or international terrorist activities*" (language added by section 902 in italics).

⁵¹ "Notwithstanding any other provision of law, it shall be lawful for foreign intelligence or counterintelligence (as defined in section 3 of the National Security Act of 1947 (50 U.S.C.) or foreign intelligence information obtained as part of a criminal investigation to be disclosed to any federal law enforcement, intelligence, protective, immigration, national defense, or national security official in order to assist the official receiving that information in the performance of his official duties. Any federal official who receives information pursuant to this provision may use that information only as necessary in the conduct of that person's official duties subject to any limitations on the unauthorized disclosure of such information," §203(d)(1). The subsection goes to define "foreign intelligence information" in the same terms used to define that phrase in Title III (18 U.S.C. 2510(19)) and in Rule 6(e)(F.R.Crim.P.6(e)(3)(C)(iv)), §203(d)(2).

nullify them in subsection (d). Without a clear indication to the contrary, the courts are unlikely to find that Congress intended nullification.⁵² By gathering the three into a single section Congress avoided the suggestion that the phrase “notwithstanding any other provision of law” constitutes surplusage. The Title III and grand jury sharing procedures are not in other provisions of law, they are now subsections of the same provision of law. Moreover, Congress seemed to signal an intent for the subsections to operate in tandem when it dropped the language of the original Justice Department proposal which expressly identified Title III and Rule 6(e) as examples of the restrictions to be overcome by the universal sharing language.⁵³

Section 203 deals with earlier legal impediments to sharing foreign intelligence information unearthed during the course of a criminal investigation. Section 905 looks to dissolve the barriers may be more cultural than legal. Under it, the Attorney General is to issue guidelines governing the transmittal to the Director of Central Intelligence of foreign intelligence information that surfaces in the course of a criminal investigation. The section also instructs the Attorney General to promulgate guidelines covering reports to the Director of Central Intelligence on whether a criminal investigation has been initiated or declined based on an intelligence community referral, 50 U.S.C. 403-5b. To ensure effective use of increased information sharing, section 908 calls for training of federal, state and local officials to enable them to recognize foreign intelligence information which they encounter in their work and how to use it in the performance of their duties, 28 U.S.C. 509 note.

Increasing Institutional Capacity. As noted elsewhere, the Act liberalizes authority for the FBI to hire translators, section 203, which enhances its capacity to conduct both criminal and foreign intelligence investigations. The Act also reflects sentiments expressed earlier concerning coordinated efforts to develop a

⁵² *Duncan v. Walker*, 121 S.Ct. 2120, 2125 (2001)(internal quotation marks and parallel citations omitted)(“It is our duty to give effect, if possible, to every clause and word of a statute. *United States v. Menasche*, 348 U.S. 528, 538-539 (1955) (quoting *Montclair v. Ramsdell*, 107 U.S. 147, 152 (1883)); see also *Williams v. Taylor*, 529 U.S. 362, 404 (2000) (describing this rule as a cardinal principle of statutory construction); *Market Co. v. Hoffman*, 101 U.S. 112, 115 (1879)(As early as in Bacon's Abridgment, sect. 2, it was said that a statute ought, upon the whole, to be so construed that, if it can be prevented, no clause, sentence, or word shall be superfluous, void, or insignificant). We are thus reluctant to treat statutory terms as surplusage in any setting. *Babbitt v. Sweet Home Chapter, Communities for Great Ore.*, 515 U.S. 687, 698 (1995); see also *Ratzlaf v. United States*, 510 U.S. 135, 140 (1994)”).

It is not possible to conclude that Congress intended the universal subsection (d) to apply until sunset and the grand jury and Title III subsections (a), (b), and (c) to operate thereafter, because the Title III subsection expires at the same time as the universal subsection.

⁵³ *Draft* at §154, “Notwithstanding any other provision of law, it shall be lawful for foreign intelligence information obtained as part of a criminal investigation (including, without limitation, information subject to Rule 6(e) of the Federal Rules of Criminal Procedure and information obtained pursuant to chapter 119 of title 18, United States Code [*i.e.* Title III]) to be provided to any federal law enforcement, intelligence, protective, or national defense personnel, or any federal personnel responsible for administering the immigration laws of the United States, or to the President and the Vice President of the United States.”