

**HOUSE . . . . . No. 1281**

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**The Commonwealth of Massachusetts**

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**In the Year Two Thousand Nine**  
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An Act providing for the civil liability of drug dealers..

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

1 SECTION 1. The General Laws, as appearing in the 2006 Official Edition, are hereby  
2 amended by inserting after Chapter 94F the following new chapter:—

3 CHAPTER 94G.

4 DRUG DEALER LIABILITY.

5 Section 1. As used in this chapter, the following terms shall have the following  
6 meanings: (a) “Marketing of controlled dangerous substances”, the illegal distributing,  
7 dispensing, or possessing with intent to distribute a specific controlled dangerous

8 substance. (b) “Individual user of the controlled dangerous substance”, the individual  
9 whose illegal use of a specified controlled dangerous substance is the basis of an action brought

10 under this chapter. (c) “Level I Offense”: (1) Possessing with intent to distribute  
11 less than four ounces of a specified controlled dangerous substance as defined in this

12 section; (2) Distributing or dispensing less than one ounce of a specified controlled

13 dangerous substance as defined in this section; (3) Possessing with intent to distribute 25

14 or more but less than 50 marijuana plants; (4) Possessing with intent to distribute less than  
15 four pounds of marijuana; or (5) Distributing or dispensing more than 28.5 grams of  
16 marijuana. (d) “Level 2 Offense”: (1) Possessing with intent to distribute four  
17 ounces or more but less than eight ounces of a specified controlled dangerous substance as  
18 defined in this section; (2) Distributing or dispensing one ounce or more but less than two  
19 ounces of a specified controlled dangerous substance as defined in this section; (3)  
20 Possessing with intent to distribute 50 or more but less than 75 marijuana plants; (4)  
21 Possessing with intent to distribute four pounds or more but less than 8 pounds of marijuana; or  
22 (5) Distributing or dispensing more than one pound but less than five pounds of  
23 marijuana. (e) “Level 3 Offense”: (1) Possessing with intent to distribute eight  
24 ounces or more but less than 16 ounces of a specified controlled dangerous substance as defined  
25 in this section; (2) Distributing or dispensing two ounces or more but less than four  
26 ounces of a specified controlled dangerous substance as defined in this section; (3)  
27 Possessing with intent to distribute 75 or more but less than 100 marijuana plants. (4)  
28 Possessing with intent to distribute eight pounds or more but less than 16 pounds of marijuana,  
29 or (5) Distributing or dispensing more than five pounds but less than ten pounds of  
30 marijuana. (f) “Level 4 Offense”: (1) Possessing with intent to distribute 16 ounces  
31 or more of a specified controlled dangerous substance as defined in this section; (2)  
32 Distributing or dispensing four ounces or more of a specified controlled dangerous substance as  
33 defined in this section; (3) Possessing with intent to distribute 100 or more marijuana  
34 plants; (4) Possessing with intent to distribute 16 pounds or more of marijuana or  
35 (5) Distributing or dispensing more than ten pounds of marijuana.

36 (g) "Person" means an individual, governmental entity, sole proprietorship,  
37 corporation, limited liability company, firm, trust, partnership, or incorporated or unincorporated  
38 association, existing under or authorized by the laws of this state, another state, or a foreign  
39 country. (h) "Participate in the illegal marketing of controlled dangerous substances",

40 means to transport, import into the Commonwealth, distribute, dispense, sell, possess with intent  
41 to distribute, or offer to distribute a controlled dangerous substance, in violation of any of the  
42 provisions of chapter 94C. "Participate in the marketing of controlled dangerous substances"  
43 does not include the purchase or receipt of a controlled dangerous substance for a personal use  
44 only. (i) "Period of illegal use", means, in relation to the individual use of a specified

45 controlled dangerous substance, the time of the individual's first illegal use of a controlled  
46 dangerous substance to the accrual of the cause of action. (j) "Place of illegal activity",  
47 means, in relation to the individual user of a specified controlled dangerous substance, each  
48 county in which the individual illegally possesses or uses a specified controlled dangerous  
49 substance.

50 (k) "Place of participation", means, in relation to a defendant in an action brought  
51 under this chapter, each county in which the defendant participates in the marketing of controlled  
52 dangerous substances. (l) "Specified controlled dangerous substance", means heroin,

53 cocaine, lysergic acid, diethylamide, phencyclidine, methamphetamine, phenyl-2-propanoic  
54 (P2P) and any other controlled dangerous substance specified under the provisions of chapter  
55 94C as being unlawful to manufacture, distribute, or dispense, or to possess or have under a  
56 person's control with intent to manufacture, distribute, or dispense.

57 Section 2. A person who knowingly participates in the illegal marketing of  
58 controlled dangerous substances within the Commonwealth is liable for damages, as provided in

59 this chapter, for injury resulting from an individual's illegal use of a controlled dangerous  
60 substance.

61           Section 3. (a) Any of the following persons may bring an action for damages  
62 caused by an individual's illegal use of a controlled dangerous substance:       (1) A parent,  
63 legal guardian, child, spouse, or sibling of the controlled dangerous substance user.       (2) An  
64 individual who was exposed to a controlled dangerous substance in utero.       (3) An  
65 employer of the controlled dangerous substance user.       (4) A medical facility, insurer,  
66 governmental entity, employer, or other entity that funds a drug treatment program or employee  
67 assistance program for the controlled dangerous substance user or that otherwise expends money  
68 on behalf of the controlled dangerous substance user.       (5) A person injured as a result of  
69 the willful, reckless, or negligent actions of an individual user of an illegal controlled  
70 substance.       (b) A person entitled to bring action under this chapter may seek damages  
71 against:       (1) A person who distributed or dispensed a controlled dangerous substance to the  
72 individual user of the controlled dangerous substance; or       (2) A person who knowingly  
73 participated in the marketing of controlled dangerous substances, if all of the following  
74 apply:       (a) The defendant's place of participation is situated in the same county as the  
75 individual user's place of illegal activity;       (b) The defendant participated in the marketing  
76 of the same type of controlled dangerous substances as those used by the individual user;  
77 (c) The defendant was previously convicted of an offense in the Commonwealth for that type of  
78 controlled dangerous substance; and       (d) The defendant participated in the marketing of  
79 controlled dangerous substances at any time during the period the individual user unlawfully  
80 used the controlled dangerous substance.       (e) A person entitled to bring an action under  
81 this section may recover all of the following damages:       (1) Economic damages, including,

82 but not limited to, the cost of treatment, rehabilitation and medical expenses, loss of economic or  
83 educational potential, loss of productivity, absenteeism, support expenses, accidents or injury,  
84 and any other pecuniary loss proximately caused by the use of a controlled dangerous  
85 substance. (2) Noneconomic damages, including, but not limited to, physical and  
86 emotional pain, suffering, physical impairment, emotional distress, disfigurement, loss of  
87 enjoyment, loss of companionship, services and consortium, and other nonpecuniary losses  
88 proximately caused by an individual's use of a controlled dangerous substance.

89 (3) Punitive damages.

90 (4) Reasonable attorney fees.

91 (5) Costs of suit, including, but not limited to, reasonable expenses for expert testimony.

92 Section 4. (a) An individual user of a controlled dangerous substance may bring  
93 an action for damages caused by the use of a controlled dangerous substance only if all of the  
94 following conditions are met:

95 (1) At least six months before filing an action, the individual personally discloses  
96 to law enforcement authorities all of the information known to the individual regarding all that  
97 individual's sources of controlled dangerous substances. (2) The individual does not use a  
98 controlled dangerous substance within the six months immediately preceding the date the user  
99 files the action. (3) The individual continues to remain free of the use of all illegal  
100 controlled dangerous substances throughout the pendency of the action.

101 (b) An individual user entitled to bring an action under this section may seek  
102 damages only from a person who transported, imported into this state, distributed, dispensed,

103 sold, possessed with intent to distribute, or offered to distribute, in violation of any of the  
104 provisions of chapter 94C, the controlled dangerous substance actually used by the individual  
105 user of a controlled dangerous substance.

106 (c) An individual user entitled to bring an action under this section may recover  
107 only the following damages:

108 (1) Economic damages, including, but not limited to, the cost of treatment,  
109 rehabilitation and medical expenses, loss of economic or educational potential, loss of  
110 productivity, absenteeism, accidents or injury, and any other pecuniary loss proximately caused  
111 by the person's use of a controlled dangerous substance.

112 (2) Reasonable attorney fees.

113 (3) Costs of suit, including, but not limited to, reasonable expenses for expert  
114 testimony.

115 Section 5. (a) A third party shall not pay damages awarded under this act, or  
116 provide a defense or money for a defense, on behalf of an insured under a contract of insurance  
117 or indemnification. (b) A cause of action authorized pursuant to this chapter may not be  
118 assigned, either expressly, by subrogation, or by any other means, directly or indirectly, to any  
119 public or publicly funded agency or institution.

120 Section 6. A person whose participation in the marketing of controlled dangerous  
121 substances is grounds for liability pursuant to this act shall be rebuttably presumed to be liable  
122 for damages incurred by the plaintiff in the following percentages:

123 (a) For a level 1 offense, 25 percent of the damages; (b) For a level 2  
124 offense, 50 percent of the damages; (c) For a level 3 offense, 75 percent of the damages;  
125 and (d) For a level 4 offense, 100 percent of the damages.

126 Section 7. (a) Two or more persons may join in one action under this act as  
127 plaintiffs if their respective actions have at least one market for controlled dangerous substances  
128 in common and if any portion of the period of use of a controlled dangerous substance overlaps  
129 with the period of use of a controlled dangerous substance for every other plaintiff. (b)

130 Two or more persons may be joined in one action under this chapter as defendants if those  
131 persons are liable to at least one plaintiff.

132 Section 8. (a) An action by an individual user of a controlled dangerous substance  
133 is governed by the principles of comparative responsibility. Comparative responsibility attributed  
134 to an individual user does not bar the user's recovery but diminishes the award of damages  
135 proportionately, according to the measure of responsibility attributed to the user. The burden of  
136 proving comparative responsibility is on the defendant, who shall prove comparative  
137 responsibility by clear and convincing evidence.

138 (b) Comparative responsibility shall not be attributed to a plaintiff who is not an  
139 individual user of a controlled substance.

140 Section 9. A person subject to liability under this chapter has a right of action for  
141 contribution against another person subject to liability under this chapter. Contribution may be  
142 enforced either in the original action or by a separate action brought for that purpose. A plaintiff  
143 may seek recovery in accordance with this chapter and other laws against a person whom a  
144 defendant has asserted a right of contribution.

145                   Section 10. (a) Proof of liability in an action brought under this chapter shall be  
146 shown by clear and convincing evidence.

147                   (b) A person against whom recovery is sought who has been convicted of a  
148 violation of chapter 94C, manufacturing, distributing or dispensing, or an equivalent offense  
149 under federal law or the law of any other state, is estopped from, denying illegal participation in  
150 the market for controlled dangerous substances. If such conviction was based upon the same type  
151 of controlled dangerous substance as that used by the individual user, the conviction also  
152 constitutes prima facie evidence of the person's participation in the marketing of controlled  
153 dangerous substances pursuant to this chapter.

154                   (c) The absence of a criminal conviction of a person for a violation of chapter 94C  
155 or an equivalent offense under federal law or the law of any other state does not bar an action  
156 against that person by a plaintiff bringing suit pursuant to this chapter.

157                   Section 11. (a) A cause of action accrues under this act when a person has reason  
158 to know of the harm from use of a controlled dangerous substance that is the basis for the cause  
159 of action and has reason to know that the use of a controlled dangerous substance is the cause of  
160 the harm.

161                   (b) A claim under this chapter shall not be brought more than three years after the  
162 defendant distributes, dispenses, or possesses, or sells the controlled dangerous substance and  
163 after the defendant is convicted of a crime involving controlled dangerous substances, whichever  
164 is the later.

165                   Section 12. (a) The district attorney's office or the attorney general's office may  
166 represent the state or a political subdivision of the state in an action brought under this act.

167 (b) On motion by a governmental agency involved in an investigation or prosecution involving a  
168 controlled dangerous substance, an action brought under this act shall be stayed until the  
169 completion of any underlying criminal investigation or prosecution. (c) An action shall  
170 not be brought under this chapter against a law enforcement officer or agency, or a person acting  
171 in good faith at the direction of a law enforcement officer or agency, for participation in illegal  
172 marketing of a controlled substance if that participation is in furtherance of an official  
173 investigation.

174 SECTION 2. No cause of action shall arise based on any act by a defendant which  
175 occurred prior the effective date of this chapter