

SENATE No. 167

The Commonwealth of Massachusetts

PRESENTED BY:

James E. Timilty

To the Honorable Senate and House of Representatives of the Commonwealth of Massachusetts in General Court assembled:

The undersigned legislators and/or citizens respectfully petition for the adoption of the accompanying bill:

An Act regulating secondary metals dealing.

PETITION OF:

NAME:

James E. Timilty

DISTRICT/ADDRESS:

Bristol and Norfolk

SENATE No. 167

By Mr. Timilty, a petition (accompanied by bill, Senate, No. 167) of James E. Timilty for legislation to regulate secondary metals dealing. Consumer Protection and Professional Licensure.

[SIMILAR MATTER FILED IN PREVIOUS SESSION
SEE SENATE, NO. 202 OF 2015-2016.]

The Commonwealth of Massachusetts

**In the One Hundred and Ninetieth General Court
(2017-2018)**

An Act regulating secondary metals dealing.

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. Chapter 6 of the General Laws is hereby amended by adding the following
2 section:-

3 Section 216. Subject to distribution from the Secondary Metals Registry Trust Fund,
4 established by section 35ZZ of chapter 10, the executive office of public safety and security, in
5 cooperation with the criminal record review board, shall establish a secondary metals registry.
6 The registry shall consist of a central computerized registry of all information relative to metal
7 received, kept under or in violation of chapter 140B½ or which was the subject of a transaction
8 conducted in violation of said chapter 140B½. The registry shall be maintained and updated by
9 the criminal record review board and may use distributions from the fund for this purpose and no
10 other. With the agreement of the criminal record review board, information relative to metal

11 which was stolen or otherwise the subject of a violation of chapter 266, but not the subject of a
12 violation of chapter 140B½, may be submitted for entry into the registry by a law enforcement
13 agent.

14 The secretary of public safety and security, in cooperation with the criminal record
15 review board, shall develop standardized forms for use in connection with information collection
16 requirements imposed under chapter 140B½. The department of public safety and security shall
17 make blank copies of the forms available, including electronically, to municipalities and to
18 secondary metal dealers for use by the dealers and may provide for the forms to be transmitted to
19 the registry electronically. The forms shall prominently include a statement that provision of
20 false information or any other violation of sections 3 or 4 of said chapter 140B½ is punishable by
21 a fine of not more than \$2,500 or by imprisonment in the house of correction for not more than
22 2½ years or by both for a first offense and by a fine of not less than \$2,500 and not more than
23 \$10,000 or by imprisonment in the house of correction for not more than 2½ years or in the state
24 prison for not less than 5 years or by both for a second or subsequent offense. Upon a third or
25 subsequent violation of said chapter 140B½, the license of a secondary metals dealer shall be
26 void and the licensing authority shall permanently revoke the license.

27 The secretary shall adopt regulations, consistent with the purposes of said chapter
28 140B½, to collect the information required to be obtained and kept by secondary metal dealers
29 and to maintain that information in the registry for use by law enforcement agencies. Records
30 maintained in the registry shall be open to any law enforcement agency in the commonwealth,
31 the United States or any other state. Information in the registry database shall not be a public
32 record under clause Twenty-sixth of section 7 of chapter 4 or section 10 of chapter 66.

33 SECTION 2. Chapter 10 of the General Laws is hereby amended by inserting after
34 section 35YY the following section:-

35 Section 35ZZ. There shall be established and set up on the books of the commonwealth a
36 separate fund to be known as the Secondary Metals Registry Trust Fund. The fund shall consist
37 of monies paid to the commonwealth under chapter 140B½ and any interest or investment
38 earnings on the monies. The state treasurer, ex officio, shall be the custodian of the fund and
39 shall receive, deposit and invest all monies transmitted to him under this section and shall credit
40 interest and earnings to the fund. The state treasurer shall distribute 50 per cent of any fine
41 collected and transferred to the fund under said chapter 140B½ to the municipality where the
42 violation of said chapter 140B½ occurred and 50 per cent to the criminal record review board for
43 the establishment and maintenance of the secondary metals registry established under section
44 216 of chapter 6, without further appropriation.

45 SECTION 3. Section 202 of chapter 140 of the General Laws, as appearing in the 2014
46 Official Edition, is hereby amended by striking out, in line 2, the words “, old metals”.

47 SECTION 4. Said section 202 of said chapter 140, as so appearing, is hereby further
48 amended by inserting after the word “pawnbrokers”, in line 2, the words:- , secondary metals
49 dealers.

50 SECTION 5. The General Laws are hereby amended by inserting after chapter 140B the
51 following chapter:-

52 CHAPTER 140B½

53 SECONDARY METAL DEALING

54 Section 1. For the purposes of this chapter, the following terms shall have the following
55 meanings unless the context clearly requires otherwise:

56 “Engaging in a business”, a regular occupation or constant employment; not an isolated
57 or occasional transaction.

58 “Licensing authority”, the chief of police, the board or officer having control of the police
59 in a city or town or persons authorized by them.

60 “Metal” or “metal article”, any substance or article consisting of metal or a metal alloy,
61 but excluding: (i) aluminum beverage containers if the containers have a refund value under
62 section 322 of chapter 94; or (ii) firearms, ammunition and large capacity feeding devices, as
63 defined by section 121 of chapter 140.

64 “Secondary metals dealer”, any business, individual, corporation, association or
65 organization engaged in secondary metals dealing for profit, whether or not licensed under
66 section 2.

67 “Secondary metals dealing”, engaging in a business, from a fixed location or otherwise,
68 of gathering or obtaining metal or metal articles that are no longer in use and for which the
69 economic value is based upon the metal or metal article’s potential for re-use or upon the worth
70 of the raw material of which the metal or metal article is made.

71 Section 2. (a) The licensing authority in any city or town may license suitable persons to
72 engage in secondary metal dealing within the borders of the municipality. A licensing authority
73 may make additional rules, regulations and restrictions, consistent with this chapter, which shall
74 be expressed in all licenses issued under this section; provided, however, that the regulations

75 shall include a requirement that a license issued under this section shall expire 1 year from the
76 date of issue, may be renewed and a fee of \$250 shall be assessed for the initial license. Fifty per
77 cent of the fee shall be forwarded by the collecting municipality to the state treasurer who shall
78 deposit the monies into the Secondary Metals Registry Trust Fund established by section 35ZZ
79 of chapter 10 and \$75 shall be assessed for renewals for the licenses. Any application for
80 licensure or renewal shall designate a resident agent for service of process which designation
81 may only be withdrawn in writing and upon designation of a new resident agent for this purpose.
82 A license issued under section 54 or 54A of chapter 140 shall not be considered a valid license
83 for engaging in secondary metals dealing. Licenses issued under this section may be revoked and
84 shall be subject to sections 202 to 205, inclusive, of said chapter 140.

85 (b) A licensing authority shall enter the premises used by any licensee to engage in
86 secondary metals dealing where the records required to be maintained under this chapter are
87 stored or maintained, and inspect, in a reasonable manner, the records and inventory at least once
88 per calendar year during regular business hours for the purpose of enforcing this chapter. If the
89 records or inventory contain evidence of a violation of this chapter, the inspecting officer shall
90 produce and take possession of copies of the records. If the licensee does not possess the means
91 to provide copies, the inspecting officer shall arrange to obtain, in a reasonable time and manner,
92 copies of those records that contain evidence of the violation and the costs for obtaining the
93 copies shall be assessed against the owner of the records.

94 (c) The licensing authority, the licensing authority's authorized agent or a police officer
95 may at any time enter upon premises being used for secondary metals dealing to ascertain
96 whether the operator is validly licensed, whether the enterprise is being operated in accordance
97 with this chapter and to examine all articles received or stored in or upon the premises and all of

98 its related books, records and inventory. A secondary metals dealer shall exhibit to the licensing
99 authority, the licensing authority's authorized agent or a police officer, upon demand, all articles,
100 books or inventory.

101 (d) The department of state police and municipal police departments shall enforce this
102 chapter.

103 Section 3. (a) No person shall engage in secondary metals dealing without a license
104 issued under section 2.

105 (b) Whoever violates this section shall be punished, for a first offense, by a fine of not
106 more than \$2,500 or by imprisonment for not more than 2½ years in the house of correction.
107 Whoever commits a second or subsequent violation of this section shall be punished by 2½ years
108 in the house of correction or a fine of not more than \$5,000 or by not more than 5 years in state
109 prison and a fine of not more than \$5,000, or by both such fine and imprisonment.

110 Section 4. (a) Whoever engages in secondary metals dealing shall keep, for each
111 transaction, the following records together in a book, register or electronic archive for 2 years:

112 (1) a legible statement to be recorded in a book or register, signed by the person from
113 whom the metal is received, stating such person's name, current address and date and place of
114 birth and a statement from such person providing when, where and from whom such person
115 obtained that metal;

116 (2) a photocopy of a government issued identification card issued to the person from
117 whom the metal is received; provided, however, that if a photograph of the person does not
118 appear on the identification card, a photograph of the person's face shall be taken and retained;

119 (3) a photograph and a record of the weight of each individual metal article with a fair
120 market value in excess of \$250, unless the article bears an identifying number or mark imprinted
121 or embossed on the article during the manufacturing process and unique to the object or to the
122 object from which the metal was taken including, but not limited to, a vehicle identification
123 number; provided, however, that any photograph depicting more than 1 article shall be
124 sufficiently clear so as to distinguish each article from any other article in the photograph; and
125 provided further, that if a unique identifying number or mark is imprinted or embossed on an
126 article, that number or mark shall be recorded and neither a photograph nor the recorded weight
127 of the article shall be required unless the article is gold, silver or platinum with a fair market
128 value over \$250 in the condition in which it was received, in which case the article shall be
129 photographed notwithstanding any unique number or mark on the article;

130 (4) forward, not later than 48 hours from the time of receipt, the information required
131 under clauses (1) to (3), inclusive, to the criminal record review board on forms provided by the
132 board or by the municipality in which the metal is received; and

133 (5) retain any metal or metal article received for 10 days following the postmark on, or
134 the date of electronic transmission of, the information sent to the criminal record review board as
135 required under clauses (1) to (3), inclusive, and preserve the metal or article during these 10 days
136 in the exact form in which it was received, without processing, tearing down, shredding,
137 crushing, cutting, recycling, compacting, melting or otherwise altering the metal or article.

138 (b) No person shall engage in secondary metals dealing and:

139 (1) knowingly, and with the intent to profit economically, accept a false name, address,
140 date of birth or proof of identification or a false source from which metal or metal articles were

141 obtained from any person seeking to exchange metal or metal articles for money or some other
142 thing of value, with the intent to profit economically;

143 (2) refuse the licensing authority, the licensing authority's authorized agent or a police
144 officer entry onto the premises used for secondary metals dealing, fail to exhibit to the licensing
145 authority, the licensing authority's authorized agent or a police officer, upon demand, all articles,
146 books or inventory, or willfully hinder, obstruct or prevent the licensing authority, the licensing
147 authority's authorized agent or a police officer from entering the premises for the purpose of
148 conducting an examination of records or inventory or the validity of any license purportedly
149 issued under section 2;

150 (3) receive, with the intent to profit economically, any street sign, manhole cover, beer
151 keg, propane container for fueling forklifts, street light, guard rail, water meter cover, railroad
152 track, railroad spike, funeral or memorial marker, any metal item bearing the mark of any
153 government entity, utility company or brewer, or copper wire, the insulation around which the
154 dealer knew or reasonably should have known had been burned or stripped away; provided,
155 however, that the manufacturer or authorized distributor of these metal articles shall be exempt
156 from this clause if the manufacturer or distributor refills, reuses or recycles the articles of its own
157 manufacture or that it distributes; or

158 (4) receive, with the intent to profit economically, any motor vehicle, trailer or part of a
159 motor vehicle or trailer which the dealer knew or reasonably should have known that the
160 identifying number or mark on the motor vehicle, trailer or part of the motor vehicle or trailer
161 had been removed, defaced, altered, destroyed or obliterated.

162 (c) No person shall knowingly provide a false name, address, date of birth or proof of
163 identification or a false source from which metal or metal articles were obtained to a secondary
164 metals dealer with the intent to exchange metal or metal articles for money or some other thing
165 of value.

166 (d) Whoever violates this section shall be punished for a first offense by a fine of not
167 more than \$2,500 or by imprisonment in the house of correction for not more than 2½ years or
168 by both. Whoever commits a second or subsequent violation of this section shall be punished by
169 a fine of not less than \$2,500 and not more than \$10,000 or by imprisonment in the house of
170 correction for not more than 2½ years or in the state prison for not less than 5 years or by both.

171 (e) Upon a third or subsequent violation of this chapter, the license of a secondary metals
172 dealer shall be void and the licensing authority shall permanently revoke the license and the
173 license revocation may be imposed in addition to any criminal penalties imposed as a result of a
174 violation of this chapter.

175 (f) Whoever engages in secondary metals dealing may knowingly violate this chapter for
176 the purpose of reporting the transaction and turning over all relative records and metal materials
177 to the local licensing authority; provided, however, that they in no way profit from the
178 transaction.

179 Section 5. Notwithstanding any general or special law to the contrary, 100 per cent of the
180 fines imposed for violations of this chapter shall be transferred by the court to the state treasurer
181 for deposit into the Secondary Metals Registry Trust Fund established under section 35ZZ of
182 chapter 10.

183 Section 6. Any premises used for secondary metals dealing and operated in violation of
184 this chapter shall be deemed a nuisance and the licensing authority, the state police, the local
185 police department of the municipality in which the premises are located, the applicable district
186 attorney or the attorney general may apply to the superior court in the county where the
187 secondary metals dealing operation is established or maintained for an injunction to abate the
188 nuisance.

189 Section 7. (a) The following property shall be subject to forfeiture:

190 (1) all metal or metal articles which have been received, maintained, transferred or
191 altered or in any manner obtained or kept in violation of this chapter;

192 (2) all materials, products and equipment of any kind used or intended for use in
193 processing, transporting, purchasing, exchanging or recycling metals or metal articles in
194 violation of this chapter;

195 (3) all conveyances used or intended for use to transport, conceal or otherwise facilitate
196 the processing, transporting, purchasing, exchanging or recycling of metals or metal articles in
197 violation of this chapter;

198 (4) all money, negotiable instruments, securities or other things of value furnished or
199 intended to be furnished by any person in exchange for metal or metal articles in violation of this
200 chapter, all proceeds traceable to the exchange, including real estate and any other thing of value,
201 and all monies, negotiable instruments and securities used or intended to be used to facilitate any
202 violation of this chapter;

203 (5) all real property, including any right, title and interest in the whole of any lot or tract
204 of land and any appurtenances or improvements thereto, which is used in any manner or part to
205 commit or to facilitate the commission of a violation of this chapter; and

206 (6) all property which is used or intended for use as a container for property described in
207 clauses (1) or (2).

208 (b) No forfeiture under this section shall extinguish a perfected security interest held by a
209 creditor in a conveyance or in any real property at the time of the filing of the forfeiture action.

210 (c) Property subject to forfeiture under subsection (a) shall, upon motion of the petitioner,
211 be declared forfeit by any court having jurisdiction over the property or having final jurisdiction
212 over any related criminal proceeding brought under this chapter.

213 (d) The court shall order forfeiture of all conveyances and of all real property subject to
214 subsection (a), except as follows:

215 (1) no conveyance used by any person as a common carrier in the transaction of business
216 as a common carrier shall be forfeited unless it shall appear that the owner or other person in
217 charge of the conveyance was a consenting party to or privy to a violation of this chapter;

218 (2) no conveyance shall be forfeited by reason of any act or omission established by the
219 owner of the conveyance to have been committed or omitted by any person other than the owner
220 while the conveyance was unlawfully in the possession of a person other than the owner in
221 violation of the criminal laws of the United States, the commonwealth or any other state; and

222 (3) no conveyance or real property shall be subject to forfeiture unless the owner of the
223 conveyance or real property knew or should have known that the conveyance or real property

224 was used in and for the business of secondary metals dealing in violation of this chapter. Proof
225 that the conveyance or real property was used to facilitate a violation of this chapter on 3 or more
226 different dates shall be prima facie evidence that the conveyance or real property was used in and
227 for the business of unlawful secondary metals dealing.

228 (e)(1) The attorney general, a district attorney or a municipality may petition the superior
229 court in the name of the commonwealth or, in the case of a municipality, in the municipality's
230 name, in the nature of a proceeding in rem to order forfeiture of property subject to forfeiture
231 under subsection (a). The petition shall be filed in the court having jurisdiction over the property
232 or having final jurisdiction over any related criminal proceeding brought under this chapter. If
233 the property is claimed by any person, other than the commonwealth, the plaintiff in all suits
234 shall have the burden of proving to the court the existence of probable cause to institute the
235 action and any claimant shall then have the burden of proving that the property is not forfeitable
236 under subsection (a). The owner of the property or other person claiming thereunder shall have
237 the burden of proof as to the exceptions set forth in subsections (d) and (i). The court shall order
238 the forfeiture petitioner to give notice by certified or registered mail to the owner of the property
239 which is the subject of the forfeiture proceeding and to any other persons as appear to have an
240 interest in the property and the court shall promptly, but not less than 2 weeks after notice, hold a
241 hearing on the petition. Upon the motion of the owner of the property, the court may continue the
242 hearing on the petition pending the outcome of any criminal trial related to the violation of this
243 chapter. At the hearing, the court shall hear evidence and make conclusions of law and shall
244 issue a final order from which the parties shall have a right of appeal. In all suits in which a final
245 order results in an order of forfeiture, the final order shall provide for disposition of the property
246 by the commonwealth or any of its subdivisions in any manner not prohibited by law, including

247 official use by authorized law enforcement or other public agency, sale at public auction or by
248 competitive bidding. The proceeds of any sale shall be used to pay the reasonable expenses of
249 the forfeiture proceedings, seizure, storage, maintenance of custody, advertising and notice and
250 the balance of the proceeds shall be distributed as provided in subparagraph (2).

251 (2) The final order of the court shall provide that the monies and proceeds of any sale
252 conducted under subparagraph (1) shall be distributed equally among the prosecuting district
253 attorney or attorney general, the municipal or state police department involved in the seizure and
254 the municipality in which the property is located. If more than 1 police department was
255 substantially involved in the seizure, the court having jurisdiction over the forfeiture proceeding
256 shall equitably divide among each of the departments involved the 1/3 share of the money and
257 proceeds of the sale that would be distributed as if a single department was involved in the
258 seizure.

259 (3) There shall be established, within the office of the state treasurer, separate special law
260 enforcement trust funds for each district attorney and for the attorney general. All such monies
261 and proceeds received by the attorney general or any prosecuting district attorney under this
262 subsection shall be deposited into the appropriate trust fund and may be expended without
263 further appropriation to defray the costs of protracted investigations, to provide additional
264 technical equipment or expertise, to provide matching funds to obtain federal grants, or such
265 other law enforcement purposes as the attorney general or the prosecuting district attorney
266 considers appropriate.

267 All such monies and proceeds received by any police department under this subsection
268 shall be deposited into a special law enforcement trust fund and may be expended without further

269 appropriation to defray the costs of protracted investigations, to provide additional technical
270 equipment or expertise, to provide matching funds to obtain federal grants, or to accomplish
271 other law enforcement purposes as the colonel of state police or applicable chief of police
272 considers appropriate, but the funds shall not be considered a source of revenue to meet the
273 operating needs of such department.

274 (f) Any officer, department or municipality having custody of any property subject to
275 forfeiture under this chapter or having disposed of the property subject to forfeiture under this
276 chapter shall keep and maintain full and complete records showing from whom it received the
277 property, under what authority it held or received or disposed of the property, to whom it
278 delivered the property, the date and manner of destruction or disposition of the property and the
279 exact kind, quantity and form of the property. The records shall be open to inspection by the
280 attorney general and state officers charged with enforcement of this chapter. Persons making
281 final disposition or destruction of the property under court order shall report under oath to the
282 court the exact circumstances of the disposition.

283 (g)(1) During the pendency of forfeiture proceedings, the court may, at the request of the
284 petitioner, ex parte, issue any preliminary order or process necessary to seize or secure the
285 property for which forfeiture is sought and to provide for its custody, including, but not limited
286 to: (i) an order that the petitioner shall remove the property, if possible, and shall safeguard it in a
287 secure location in a reasonable fashion; (ii) that monies shall be deposited in an interest-bearing
288 escrow account; and (iii) that a substitute custodian shall be appointed to manage the property or
289 a business enterprise. Property taken or detained under this section shall not be repleviable, but
290 once seized shall be lawfully in the custody of the petitioner pending forfeiture, subject only to
291 the orders and decrees of the court having jurisdiction over the property. Process for seizure of

292 the property shall issue only upon a showing of probable cause and the application for probable
293 cause and the issuance, execution, and return shall be subject to chapter 276, so far as applicable.

294 (2) The office of seized property management within the division of capital asset
295 management and maintenance, established under section 47 of chapter 94C, shall preserve and
296 manage property seized under this chapter, in a reasonable fashion, dispose of the property upon
297 a judgment ordering forfeiture issued under this chapter and enter into contracts to preserve,
298 manage and dispose of the property. The office of seized property management shall be funded
299 by a portion of the proceeds of each sale of the managed property to the extent provided as
300 payment of reasonable expenses under subsection (e).

301 (h) The owner of any real property which is the principal domicile of the immediate
302 family of the owner and which is subject to forfeiture under this section may file a petition for
303 homestead exemption with the court having jurisdiction over the forfeiture. The court may, in its
304 discretion, allow the petition exempting from forfeiture an amount allowed under section 1 of
305 chapter 188. The value of the balance of the principal domicile, if any, shall be forfeited as
306 provided in this section. The homestead exemption may be acquired on only 1 principal domicile
307 for the benefit of the immediate family of the owner.

308 (i) A forfeiture proceeding affecting the title to real property, the use and occupation of
309 the real property or the buildings on the real property shall not have any effect except against the
310 parties to the forfeiture proceeding and persons having actual notice of the forfeiture proceeding
311 until a memorandum containing the names of the parties to the proceeding, the name of the
312 municipality where the affected real property lies and a description of the real property
313 sufficiently accurate for identification is recorded in the registry of deeds for the county or

314 district where the real property lies. At any time after a judgment on the merits, or after the
315 discontinuance, dismissal or other final disposition is recorded by the court having jurisdiction
316 over the matter, the clerk of the court shall issue a certificate of the judgment, discontinuance,
317 dismissal or other final disposition and that certificate shall be recorded in the registry in which
318 the original memorandum recorded under this section was filed.

319 SECTION 6. Chapter 266 of the General Laws is hereby amended by striking out section
320 142A.

321 SECTION 7. Section 70C of chapter 277 of the General Laws, as appearing in the 2014
322 Official Edition, is hereby amended by inserting after the second sentence the following
323 sentence:- This section shall apply to a violator of chapter 140B½ once only; provided, however,
324 that the violator who agrees to treat the violation as a civil offense shall be assessed a fine of
325 \$500, which fine shall not be waived; and provided further, that, notwithstanding any general or
326 special law to the contrary, 100 per cent of the fine shall be forwarded to the state treasurer for
327 deposit into the Secondary Metals Registry Trust Fund established under section 35ZZ of chapter
328 10.

329 SECTION 8. Notwithstanding any general or special law to the contrary, the
330 commissioner of banks shall establish a 2-year pilot program to implement a state
331 “Massachusetts abandoned property registry”, hereinafter referred to as MAP. The registry shall
332 require all property owners, including lenders, trustees and service companies, to properly
333 register and maintain vacant or foreclosing properties located in the commonwealth. Law
334 enforcement entities, including, but not limited to, the attorney general and municipal police
335 departments shall have access to the MAP.

336 The commissioner of banks shall enforce the pilot program, including, but not limited to,
337 the authority to impose civil assessments. The commissioner shall establish rules and regulations
338 governing the implementation and administration of the MAP pilot program.

339 The MAP pilot program shall be implemented 120 days after the effective date of this act
340 and shall expire 2 years thereafter.

341 SECTION 9. The provisions set forth in this act shall not apply to vehicles received by
342 an entity subject to the regulation and reporting requirements of the federal National Motor
343 Vehicle Title Information System, as set forth in 49 U.S.C. § 30501.

344 SECTION 10. Section 2 of chapter 140B½ of the General Laws shall take effect 6
345 months after the effective date of this act.

346 SECTION 11. Unless otherwise specified, this act shall take effect 1 year after its
347 passage.