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# The Commonwealth of Massachusetts

#### PRESENTED BY:

#### David F. DeCoste

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 relative to reinstituting capital punishment in the Commonwealth.

#### PETITION OF:

NAME:DISTRICT/ADDRESS:David F. DeCoste5th Plymouth

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By Mr. DeCoste of Norwell, a petition (accompanied by bill, House, No. 1387) of David F. DeCoste relative to reinstituting capital punishment . The Judiciary.

## The Commonwealth of Massachusetts

In the One Hundred and Ninety-First General Court (2019-2020)

An Act relative to reinstituting capital punishment in the Commonwealth.

*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 265 of the General Laws, as appearing in the 2008 Official
2	Edition, is hereby amended by inserting after section 2 the following new section:-
3	Section 2A.
4	In all cases of murder in the first degree in which the penalty of death may be authorized
5	under section 2 of this chapter, and in which the commonwealth seeks to impose the penalty of
6	death, the indictment or indictments shall specify which of the aggravating circumstances set
7	forth in section 69 of chapter 279 are alleged to be present. Only so much of the indictment as
8	alleges the offense of murder in the first degree, and not the aggravating circumstances, shall be
9	presented to the jury during their deliberation as to the guilt or innocence of the defendant. That
0	portion of the indictment which sets forth the aggravating circumstances shall be presented to the
1	jury only during the presentencing proceedings in accord with section 68 of chapter 279.

12	SECTION 2. Chapter 279 of the General Laws, as so appearing, is hereby amended
13	by striking section 60 and inserting in place thereof the following section:-
14	Section 60.
15	The punishment of death shall be inflicted by intravenous injection of a substance or
16	substances in a lethal quantity sufficient to cause death and until such prisoner is dead.
17	SECTION 3. Chapter 211D of the General Laws, as so appearing, is hereby amended
18	by adding the following new section:-
19	Section 17.
20	(a) The commonwealth shall provide legal services to:
21	(1) any persons who are indigent and who have been charged with an offense for which
22	capital punishment is sought; and
23	(2) any persons who are indigent, have been sentenced to death and who seek
24	appellate or collateral review.
25	(b) The committee for public counsel services shall be the appointing authority and
26	shall appoint staff attorneys, members of the private bar or both.
27	(c) The appointing authority shall:
28	(1) solicit applications from all attorneys qualified to be appointed in the
29	proceedings specified in subsection (a).

30	(2) draft and at such times as it may deem necessary, but at least annually, publish
31	rosters of all applicants determined to be qualified attorneys.
32	(3) draft and at such times as it may deem necessary, but at least annually, publish
33	procedures by which attorneys shall be appointed and standards governing the qualifications and
34	performance of such appointed counsel. Such standards of qualification and performance shall
35	include, but need not be limited to:
36	(A) membership in the bar of the commonwealth or admission to practice pro
37	hac vice;
38	(B) knowledge and understanding of pertinent legal authorities regarding the
39	issues in capital cases in general and any case to which an attorney may be appointed in
40	particular;
41	(C) skills in the management and conduct of negotiations and litigation in
42	homicide cases;
43	(D) skills in the investigation of homicide cases, the background of clients, and
44	the psychiatric history and current condition of clients;
45	(E) skills in trial advocacy, including the interrogation of defense witnesses,
46	cross examination, and jury arguments
47	(F) skills in legal research and in the writing of legal petitions, briefs, and
48	memoranda; and
49	(G) skills in the analysis of legal issues bearing on capital cases;

50	(4) Periodically review the rosters, monitor the performance of all attorneys
51	appointed, and delete the name of any attorney who:
52	(A) fails satisfactorily to complete regular training programs on the
53	representation of clients in capital cases;
54	(B) fails to meet performance standards in a case to which the attorney has been
55	appointed; or
56	(C) fails otherwise to demonstrate continuing competency to represent clients in
57	capital cases;
58	(5) conduct or sponsor specialized training programs for attorneys representing
59	clients in capital cases;
60	(6) appoint two attorneys, lead counsel and co-counsel, to represent a client in a
61	capital case after the relevant stage of proceedings, promptly upon receiving notice of the need
62	for the appointment from the relevant state court; and
63	(7) report such appointment or the client's failure to accept counsel in writing to
64	the court requesting the appointment.
65	(d) Upon receipt of notice from the appointing authority that an individual entitled
66	to the appointment of counsel under this section has declined to accept such an appointment, the
67	court requesting the appointment shall conduct, or cause to be conducted, a hearing, at which the
68	individual and counsel proposed to be appointed under this section shall be present, to determine
69	the individual's competency to decline that appointment, and whether the individual has
70	knowingly and intelligently declined it.

71	(e) (1) The appointing authority shall maintain 2 rosters of attorneys: one roster
72	listing attorneys qualified to be appointed for the trial and sentencing stages of capital cases, the
73	other listing attorneys qualified to be appointed for the appellate or collateral review stages. Each
74	of the rosters shall be divided into two parts, one listing attorneys qualified to be appointed as
75	lead counsel, the other listing attorneys qualified to be appointed as co-counsel.
76 77	(2) An attorney qualified to be appointed lead counsel at the trial or sentencing stages shall:
78	(A) be a trial practitioner with at least 5 years of experience in the
79	representation of criminal defendants in felony cases;
80	(B) have served as lead counsel or co-counsel at the trial or sentencing stages in
81	at least two homicide cases tried to a jury;
82	(C) be familiar with the law and practice in capital cases and with the trial and
83	sentencing procedures in the commonwealth;
84	(D) have completed such training or refresher courses in current developments
85	in the representation of capital defendants at the trial or sentencing stages as the appointing
86	authority shall require; and
87	(E) demonstrate the proficiency and commitment necessary to providing legal
88	services in capital cases.
89	(3) An attorney qualified to be appointed co-counsel at the trial or sentencing
90	stages shall:

91	(A) be a trial practitioner with at least 3 years of experience in the
92	representation of criminal defendants in felony cases; and
93	(B) meet the standards in paragraphs (2)(C), (D) and (E) for lead counsel at the
94	trial or sentencing stages.
95	(4) An attorney qualified to be appointed lead counsel at the appellate or collateral
96	review stages shall:
97	(A) be an appellate practitioner with at least 5 years of experience in the
98	representation of criminal clients in felony cases at the appellate or collateral review stages;
99	(B) have served as lead counsel or co-counsel at the appellate or collateral
100	review stages in at least 3 cases in which the client had been convicted of a felony offense;
101	(C) be familiar with the law and practice in capital cases and with the appellate
102	and collateral review procedures in the courts of the commonwealth and in federal court;
103	(D) have completed such training or refresher courses in current developments
104	in the representation of capital clients at the appellate and collateral review stages as the state
105	appointing authority shall require; and
106	(E) demonstrate the proficiency and commitment necessary to providing legal
107	services in capital cases.
108	(5) An attorney qualified to be appointed co-counsel at the appellate, collateral or
109	unitary review stages shall:

110	(A) be an appellate practitioner with at least 3 years of experience in the
111	representation of criminal clients in felony cases at the appellate or collateral review stages; and
112	(B) meet the standards in paragraphs $(4)(C)$ , (D) and (E) for lead counsel at the
113	appellate or collateral review stages.
114	(f) (1) Attorneys appointed from the private bar shall be:
115	(A) compensated for actual time and service, computed on an hourly basis and
116	at a reasonable rate in light of the attorney's qualifications and experience and the local market
117	for legal representation in cases reflecting the complexity and responsibility of capital cases;
118	(B) reimbursed for expenses reasonably incurred in the representation of the
119	client including the costs of law clerks and paralegals reasonably needed in the representation of
120	the client; and
121	(C) reimbursed for the costs of investigators and experts whose services have
122	been approved in advance by the court and are reasonably needed in the representation of the
123	client.
124	(2) Payments under subsection (f)(1):
125	(A) with respect to law clerks and paralegal, shall be computed on an hourly
126	basis reflecting the local market for such services; and
127	(B) with respect to investigators and experts, shall be commensurate with the
128	schedule of fees paid by state authorities for such services.

(g) Appointed attorneys from the private bar shall receive prompt payment for
legal services and reimbursement for expenses and support services upon the submission of
periodic bills, receipts, or other appropriate documentation to the appointing authority or other
appropriate state agency. The appointing authority shall promptly resolve any disputes with
respect to such bills.

SECTION 4. Chapter 279 of the General Laws, as so appearing, is hereby amended
by striking sections 68 through 71 and inserting the following new sections:-

136 Section 68.

137 Upon a plea or verdict of guilty of murder committed with deliberately premeditated 138 malice aforethought or murder with extreme atrocity or cruelty by an individual who has attained 139 the age of 18 years at the time of the murder and who is not convicted under the provisions of the 140 felony murder rule, in cases where the commonwealth has alleged in its indictment or 141 indictments the presence of one or more of the aggravating circumstances set forth in section 69 142 of this chapter, a presentence hearing shall be conducted before the jury before which the case 143 was tried; provided, however, that if in the opinion of the judge presiding at the presentence 144 hearing, it is impossible or impracticable for the trial jury to sit at the presentence hearing, or if 145 the matter of guilt was determined by a plea of guilty rather than by a jury, a new jury shall be 146 impaneled to sit at the presentencing hearing. The selection of that jury shall be according to the 147 laws and rules governing the selection of a jury for the trial of a capital case. A presentence 148 hearing need not be conducted if the commonwealth determines either that it cannot prove 149 beyond a reasonable doubt the existence of one or more of the aggravating circumstances set 150 forth in section 69 of this chapter, or that the penalty of death should not be imposed, in which

case the court shall impose the sentence of imprisonment for life as provided in section 2 ofchapter 265.

153 During the presentence hearing, the only issue shall be the determination of the 154 punishment to be imposed. During such hearing the jury shall hear all additional relevant 155 evidence in mitigation of punishment including evidence relevant to any statutory mitigating 156 circumstance set forth in paragraph (b) of section 69 of this chapter, and evidence relevant to any 157 other aspect of the defendant's character or record or any of the circumstances of the offense that 158 the defendant or the commonwealth may proffer as a basis for a sentence less than death, 159 regardless of its admissibility under the rules governing the admission of evidence at criminal 160 trials. During such hearing, the jury shall also hear such evidence in aggravation of punishment 161 as is relevant to any statutory aggravating circumstance set forth in paragraph (a) of said section 162 69, and which is alleged in the indictment; provided, however, that only such evidence in 163 aggravation of punishment as the commonwealth has made known to the defendant prior to his 164 trial shall be admissible, and provided further, that said evidence is otherwise admissible 165 according to the rules governing the admission of evidence at criminal trials. The jury shall also 166 hear arguments by the defendant or his counsel or both and by the commonwealth regarding the 167 punishment to be imposed. The commonwealth and the defendant or his counsel shall be allowed 168 to make opening statements and closing arguments at the presentence hearing. The order of those 169 statements and arguments and the order of presentation of evidence shall be the same as at trial.

Upon the conclusion of evidence and arguments at the presentence hearing, the court shall instruct the jury orally as to, and shall provide to the jury in writing copies of, any statutory aggravating circumstance or circumstances which are set forth in the indictment and which it determines to be warranted by the evidence. The court shall instruct the jury that it may choose

174 to find that the penalty of death shall be imposed upon the defendant, or it may choose not to find 175 that the penalty of death be imposed on the defendant, but that it may not find that the penalty of 176 death shall be imposed unless it shall first make a unanimous determination of the existence of 177 one or more of the aggravating circumstances set forth in section 69 of this chapter and the 178 indictment, beyond a reasonable doubt. The jury shall further be instructed that if it finds the 179 existence of such an aggravating circumstance beyond a reasonable doubt, it must then consider 180 all of the evidence presented to it relevant to any of the mitigating circumstances set forth in 181 paragraph (b) of section 69 of this chapter, or to any other mitigating circumstance and determine 182 whether, in view of all the relevant circumstances of the offense and of the defendant, the 183 sentence shall be life imprisonment or death. The jury shall further be instructed that the penalty 184 of death may not be imposed unless it unanimously finds after a review of all of the evidence of 185 mitigation proffered as a basis for a sentence less than death, that the penalty of death should be 186 imposed. If the jury is unable to reach a unanimous verdict, the court shall impose the sentence 187 of imprisonment for life as provided in section 2 of chapter 265.

188 If its unanimous verdict is to impose the penalty of death, the jury shall designate in 189 writing, signed by the foreperson of the jury, the statutory aggravating circumstance or 190 circumstances which it unanimously found existed beyond a reasonable doubt, and that the jury 191 after consideration of all of the evidence of mitigation relevant to the circumstances of the 192 defendant and the offense proffered as a basis for a sentence less than death, unanimously found 193 that the death penalty should be imposed.

After the jury has made its findings, the court shall set a sentence in accordance withsection 70.

196 The declaration of a mistrial during the course of the presentence hearing or any error 197 in the presentence hearing determined or otherwise shall not affect the validity of the conviction.

198 Section 69.

(a) In all cases in which the death penalty may be authorized, the statutory aggravatingcircumstances are:

(1) the murder was knowingly committed on a victim because of his position as,
or while engaged in the performance of his official duties as one or more of the following: police
officer, special police officer, parole officer, probation officer, state or federal law enforcement
officer, court officer, firefighter, officer or employee of the department of correction, officer or
employee of a sheriff's department, officer or employee of a jail or officer or employee of a
house of correction;

(2) the murder was committed by a defendant who was at the time incarcerated in
a jail, or a correctional or penal institution, or the Massachusetts Treatment Center for the
Sexually Dangerous or a facility used for the housing or treatment or housing and treatment of
prisoners; or while on escape, furlough or work release from such jail, correctional or penal
institution or facility;

(3) the murder was knowingly committed on a victim because of his position as,
or while engaged in the performance of his official duties as a judge, prosecuting attorney, juror,
or witness;

(4) the murder was committed by a defendant who had previously been convicted
of murder in the first or second degree, or of an offense in any other federal, state or territorial

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jurisdiction of the United States which is the same as or necessarily includes the elements of theoffense of murder in the first or second degree;

(5) the murder was committed by a defendant who had previously been convicted
of two or more federal or state offenses, committed on different occasions, for which a sentence
of life in prison or death was authorized by statute;

(6) the murder involved torture to the victim or the intentional infliction ofextreme pain prior to death demonstrating a total disregard to the suffering of the victim;

(7) the murder was committed by means of a destructive device, bomb, or
explosive planted, hidden, mailed, delivered, or concealed in any place, area, dwelling, building
or structure by the defendant; or the murder was committed by means such that the defendant
knew or reasonably should have known that his act or acts would create a grave risk of death or
serious bodily injury to more than one person; or the murder was committed by means of a
machine gun or other automatic weapon;

(8) the murder occurred during the commission of or in furtherance of a violation
of the drug trafficking laws of the commonwealth as set forth in section 32E of chapter 94C, or
during the commission of or in furtherance of an attempt or conspiracy to violate said drug
trafficking laws;

(9) the murder was committed as an act of political terrorism, which include murders
committed for the purpose of attacking the government of the United States or any political
subdivision thereof

237 (10) the murder was knowingly committed on a victim because of his position as, or 238 while engaged in the performance of his official duties as one of the following: governor or 239 governor-elect, lieutenant governor or lieutenant governor elect, secretary of the commonwealth, 240 treasurer of the commonwealth, attorney general, member of the governor's council, district 241 attorney, representative or senator in the general court or mayor 242 . 243 (11) the murder was committed by means of a biological, chemical or nuclear agent or 244 device, including but not limited to an act of terrorism 245 (b) In all cases in which the death penalty may be authorized, the mitigating 246 circumstances shall be any factors proffered by the defendant or the commonwealth which are 247 relevant in determining whether to impose a sentence less than death, including, but not limited 248 to, any aspect of the defendant's character, propensities, or record and any of the circumstances 249 of the murder, including but not limited to the following: 250 (1) the defendant has no significant history of prior criminal convictions; 251 (2) the victim was a co-conspirator or willing participant in the defendant's 252 homicidal conduct, or in the criminal conduct which resulted in the murder; 253 (3) the murder was committed while the defendant was under extreme duress or 254 under the domination or control of another which was insufficient to establish a defense to the 255 murder but which substantially affected his judgment; 256 (4) the offense was committed while the capacity of the defendant to appreciate 257 the criminality of his conduct or to conform his conduct to the requirements of the law was

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258	impaired as a result of: (a) a mental disease or defect; (b) organic brain damage; (c) emotional
259	illness brought on by stress or prescribed medication; or (d) intoxication, or legal or illegal drug
260	use by the defendant; which was insufficient to establish a defense to the murder but which
261	substantially affected his judgment;
262	(5) the defendant was over the age of 75 at the time of the murder, or any other
263	relevant consideration regarding the age of the defendant at the time of the murder;
264	(6) the defendant was battered or otherwise physically or sexually abused by the
265	victim in connection with or prior to the murder for which the defendant was convicted and such
266	abuse was a contributing factor in the murder;
267	(7) the defendant was experiencing post-traumatic stress syndrome caused by
268	military service during a declared or undeclared war.
269	Section 70.
270	Where a person is convicted or pleads guilty to a crime which is punishable by death,
271	a sentence of death shall not be imposed unless findings in accordance with section 68 are made.
272	Further, such a sentence shall not be imposed unless the jury finds that there is conclusive
273	scientific evidence, including physical or other associative evidence, enabling it to reach a high
274	level of scientific certainty connecting the defendant to the crime. Physical or other associative
275	evidence may include any tangible image, object, or item that can be independently examined for
276	the purpose of obtaining pertinent investigative information. The jury may use the scientific,
277	physical or other associative, evidence to corroborate the defendant's guilt and need not rely
278	entirely on human evidence and testimony. Where such findings are made and the jury finds that
279	the death penalty shall be imposed, the court shall sentence the defendant to death unless the

court determines that a sentence of death should not be imposed under section 71. Where such
findings are not made or not unanimously made or where a sentence of death is not a unanimous
finding by the jury, the court shall sentence the defendant to life imprisonment as provided in
section two of chapter 265.

284 Section 71.

285 (a) The supreme judicial court shall establish, by rule, such reports or checklists to 286 be utilized by the trial court, the prosecuting attorney, and defense counsel prior to, during, and 287 after the trial of cases in which the death penalty is sought, as it deems necessary to ensure that 288 all possible matters which could be raised in defense have been considered by the defendant and 289 defense counsel and either asserted in a timely and correct manner or waived in accordance with 290 applicable legal requirements, so that, for purposes of any pretrial review and the trial and post-291 trial review, the record and transcript of proceedings will be as complete as possible for a review 292 by the sentencing court and the supreme judicial court of challenges to the trial, conviction, 293 sentence and detention of the defendant.

294 (b) In any case in which the sentence of death has been imposed, the trial judge 295 shall conduct a review of the entire record and shall report to the supreme Judicial court any 296 observations which it deems pertinent to the question of the appropriateness of the sentence. 297 including the credibility and effectiveness of mitigation evidence offered by the defense; the 298 strength of the commonwealth's case on the merits including observations with respect to its 299 reliance on circumstantial or evenitness testimony and on the possibility, if any, of innocence 300 being subsequently established, and the possibility of passion or prejudice having affected the 301 jury's sentencing decision. If, based on the trial court's review of the record, the court determines that despite findings by the jury, the death penalty should not be imposed, the judge may set
aside the sentence of death and impose a sentence of life imprisonment without parole. In such
case the judges shall set forth in writing the findings and reasons which support such
determination. The commonwealth shall have a right to appeal to the supreme judicial court any
such determination, and the supreme judicial court may set aside said determination if it is
unsupported by the record of the case, and may thereafter reimpose the penalty of death.

308 (c) In any case in which a sentence of death has been imposed, the trial judge may 309 suspend for a period of time or set aside the penalty of death and impose in its place a sentence 310 of life in prison without possibility of parole at any time, upon a showing that there is newly 311 discovered evidence that casts substantial doubt on the justice of the conviction, or raises the 312 substantial possibility of innocence being subsequently established, even though said evidence is 313 not then sufficient to grant a new trial.

314 (d) Nothing in this section shall limit or restrict review, rights or remedies available315 through the procedures under Rule 30 of the Massachusetts Rules of Criminal Procedure.

316 Section 72.

(a) In addition to a unified review procedure administered by the supreme
judicial court, the court shall conduct a formal process to ensure the independent scientific
review of all scientific, physical or other associative, evidence in every capital case in which a
sentence of capital punishment is imposed.

321 (b) The court shall create an Independent Scientific Review (ISR) Advisory
322 Committee which shall draft policies, processes, and criterion for the ISR Panel for reviewing

scientific evidence used in each capital case in which a sentence of capital punishment isimposed.

(c) Members of the ISR Advisory Committee shall be appointed by the court from a list of nominees submitted by the governor and shall be recognized experts in the evaluation of forensic evidence. If any appointed member of the committee is employed by a commonwealth crime laboratory, said member shall not participate in the review of any capital case in which said member's laboratory had involvement. The members of the committee shall appoint an independent expert panel to review each forensic-science sub-discipline relevant to each case.

(d) At the conclusion of any capital trial in which the defendant has been
convicted and a sentence of capital punishment has been imposed, the ISR Committee shall
appoint an ISR Panel which shall include independent members from each forensic-science subdiscipline relevant to the particular case. Members of said panel shall be selected from among
recognized and accredited experts not employed by the commonwealth's state or city crime
laboratories.

(e) Once selected, the ISR Panel shall conduct a thorough review of the
collection, handling, evaluation, analysis, preservation, and interpretation of, and testimony and
all other matters relating to scientific evidence used in the particular case. This review shall be
conducted pursuant to the policies drafted and adopted by the ISR Advisory Committee. The
panel review shall include, but not be limited to, an examination of the following:

343 (1) whether the integrity of the evidence was sufficient to allow for consideration of344 subsequent procedures

345	(2) whether appropriate guidelines and standards of practice were followed during crime
346	scene and autopsy procedures; the recognition, documentation, recovery, packaging, and
347	preservation of evidence; the examination and comparison of evidence; the interpretation and
348	reporting of results; and the reconstruction by experts relying on other examinations or reports
349	(3) whether any new research or novel science played a role in the particular case and
350	whether it was appropriately documented and provided for review under the relevant legal
351	standard
352	(4) whether the ISR process revealed any specific scientific or technical issues requiring
353	additional information, or suggesting that errors may have been made.
354	(f) A copy of the ISR Panel's report shall be provided, upon completion, to the
355	trial judge, prosecutor, defense attorney, and the supreme judicial court.
356	(g) If, based on panel's review of the record, the court determines that despite
357	findings by the jury, the death penalty should not be imposed, the judge may set aside the
358	sentence of death and impose a sentence of life imprisonment without parole. In such case, the
359	judges shall set forth in writing the findings and reasons which support such determination.
360	Section 73.
361	In addition to a review of the entire case pursuant to section 33E of chapter 278, and
362	section 71 of chapter 279, the supreme Judicial court shall review the sentence of death imposed
363	pursuant to sections 68, 69, and 70 of chapter 279. If the supreme Judicial court determines that
364	(1) the sentence of death was imposed under the influence of passion, prejudice or any other
365	arbitrary factor; or (2) the evidence does not support the jury's finding of a statutory aggravating

366 circumstance or circumstances as defined in section sixty-nine; or (3) the evidence of mitigation 367 warranted the imposition of a life sentence rather than a sentence of death; or (4) the weight of 368 the evidence does not warrant a sentence of death the court shall (1) reverse the sentence of death 369 and remand for a new presentence hearing pursuant to section 68 of chapter 279; or (2) reverse 370 the sentence of death and remand to the superior court department of the trial court for sentence 371 of imprisonment in the state prison for life. The court shall also have the authority to affirm the 372 sentence of death.