

SENATE, No. 2115

STATE OF NEW JERSEY

INTRODUCED MAY 22, 1997

By Senator LaROSSA

1 AN ACT concerning illegal drug profiteering, amending N.J.S.2C:35-  
2 12 and P.L.1991, c.329 and supplementing Title 2C of the New  
3 Jersey Statutes.

4  
5 **BE IT ENACTED** by the Senate and General Assembly of the State  
6 of New Jersey:

7  
8 1. N.J.S.2C:35-12 is amended to read as follows:  
9 2C:35-12. Waiver of Mandatory Minimum and Extended Terms.  
10 Whenever an offense defined in this chapter specifies a mandatory  
11 sentence of imprisonment which includes a minimum term during  
12 which the defendant shall be ineligible for parole, [or] a mandatory  
13 extended term which includes a period of parole ineligibility, or an  
14 anti-drug profiteering penalty pursuant to section 2 of P.L. , c.  
15 (C. ) (now pending before the Legislature as this bill), the court upon  
16 conviction shall impose the mandatory sentence or anti-drug  
17 profiteering penalty unless the defendant has pleaded guilty pursuant  
18 to a negotiated agreement or, in cases resulting in trial, the defendant  
19 and the prosecution have entered into a post-conviction agreement,  
20 which provides for a lesser sentence [or], period of parole ineligibility  
21 or anti-drug profiteering penalty. The negotiated plea or  
22 post-conviction agreement may provide for a specified term of  
23 imprisonment within the range of ordinary or extended sentences  
24 authorized by law, a specified period of parole ineligibility, a specified  
25 fine, a specified anti-drug profiteering penalty, or other disposition.  
26 In that event, the court at sentencing shall not impose a lesser term of  
27 imprisonment, lesser period of parole ineligibility [or], lesser fine or  
28 lesser anti-drug profiteering penalty than that expressly provided for  
29 under the terms of the plea or post-conviction agreement.  
30 (cf: P.L.1987, c.106, s.1)

31  
32 2. An additional chapter, chapter 35A, is added to Title 2C as  
33 follows:

**EXPLANATION - Matter enclosed in bold-faced brackets [thus] in the above bill is not enacted and intended to be omitted in the law.**

**Matter underlined thus is new matter.**

1 N.J.S.2C:35A-1. Short Title.

2 This act shall be known and may be cited as the "Anti-Drug  
3 Profiteering Act."

4 N.J.S.2C:35A-2. Declaration of Policy and Legislative Findings.

5 The Legislature hereby finds and declares the following:

6 a. Persons who engage in drug trafficking activities for profit are  
7 a form of professional criminal, and deserve enhanced punishment that  
8 is specially adapted to remove the economic incentives inherent in such  
9 criminal activities.

10 b. It shall be the overriding objective of the provisions of this  
11 chapter to eliminate to the greatest extent possible the economic  
12 incentives inherent in commercial drug distribution activities at all  
13 levels within the drug distribution chain. In order to accomplish this  
14 objective, it is appropriate to impose stern economic sanctions in the  
15 form of monetary penalties against certain convicted drug offenders.  
16 So as to ensure that such economic sanctions are specially adapted and  
17 proportionate to the true nature, extent and profitability of the  
18 specific criminal activities involved, such monetary penalties should  
19 in appropriate cases be based upon a multiple of the street level value  
20 of all the illicit substances involved. The use of such a mechanism for  
21 calculating an appropriate monetary penalty will help to offset and  
22 overcome the perception of some drug offenders, and especially those  
23 who are well insulated within a drug trafficking network, that they face  
24 only a comparatively low risk of immediate detection and punishment.  
25 The Legislature, by adoption of the "Comprehensive Drug Reform  
26 Act," N.J.S.2C:35-1 et al., recognized the utility of such a mechanism  
27 by providing for the imposition of discretionary cash fines which may  
28 be based upon three, or in some cases five, times the street value of  
29 the illicit drugs involved.

30 c. The imposition of monetary penalties pursuant to this act is  
31 intended to serve as an adjunct to forfeiture actions, which are  
32 designed to deprive offenders of the proceeds of their criminal  
33 activities and of all property used in furtherance of or to facilitate such  
34 illegal activities. While the seizure and forfeiture of property in  
35 accordance with the provisions of chapters 41 and 64 of this Title and  
36 P.L.1994, c.121 (money laundering) remain a critically important  
37 means by which to reduce the economic incentive inherent in drug  
38 trafficking activities, in many instances, given the efforts undertaken  
39 by offenders to conceal and disguise assets and to resort to complex  
40 financial transactions and money laundering schemes, it has become  
41 increasingly difficult for law enforcement agencies to establish to the  
42 required degree of certainty that a given asset or interest in property  
43 is subject to forfeiture. Accordingly, it is necessary and appropriate  
44 to impose an in personam debt against the defendant which may be  
45 satisfied by proceeding against any asset or interest in property  
46 belonging to the defendant, whether or not such property can be

1 directly or indirectly linked to criminal activity.

2 d. In order to ensure the maximum deterrent effect of imposing  
3 such specially adapted economic sanctions as are required pursuant to  
4 the provisions of this act, it shall be the policy of this State to enforce  
5 the judgment and to collect the entire debt, or the greatest possible  
6 portion thereof, as soon as is feasible following the imposition of the  
7 penalty, taking full advantage, where necessary, of this State's long  
8 arm jurisdiction and the full faith and credit clause of the Constitution  
9 of the United States.

10 N.J.S.2C:35A-3. Criteria for Imposition of Anti-Drug Profiteering  
11 Penalty.

12 a. In addition to any other disposition authorized by this title,  
13 including but not limited to any fines which may be imposed pursuant  
14 to the provisions of N.J.S.2C:43-3 and except as may be provided by  
15 section 5 of this chapter, where a person has been convicted of a crime  
16 defined in chapter 35 or 36 of this Title or an attempt or conspiracy to  
17 commit such a crime, the court shall, upon the application of the  
18 prosecutor, sentence the person to pay a monetary penalty in an  
19 amount determined pursuant to section 4 of this chapter, provided the  
20 court finds at a hearing, which may occur at the time of sentencing,  
21 that the prosecutor has established by a preponderance of the evidence  
22 one or more of the grounds specified in this section. The findings of  
23 the court shall be incorporated in the record, and in making its  
24 findings, the court shall take judicial notice of any evidence, testimony  
25 or information adduced at the trial, plea hearing or other court  
26 proceedings and shall also consider the presentence report and any  
27 other relevant information.

28 b. Any of the following shall constitute grounds for imposing an  
29 Anti-Drug Profiteering Penalty:

30 (1) The defendant was convicted of: (a) a violation of  
31 N.J.S.2C:35-3 (leader of narcotics trafficking network), or (b) a  
32 violation of subsection g. of N.J.S.2C:5-2 (leader of organized crime),  
33 or (c) an offense defined in chapter 41 of this Title (racketeering)  
34 which involved the manufacture, distribution, possession with intent  
35 to distribute or transportation of any controlled dangerous substance  
36 or controlled substance analog.

37 (2) The defendant is a drug profiteer. A defendant is a drug  
38 profiteer when the conduct constituting the crime shows that the  
39 person has knowingly engaged in the illegal manufacture, distribution  
40 or transportation of any controlled dangerous substance, controlled  
41 substance analog or drug paraphernalia as a substantial source of  
42 livelihood. In making its determination, the court may consider all of  
43 the attending circumstances, including but not limited to the  
44 defendant's role in the criminal activity, the nature, amount and purity  
45 of the substance involved, the amount of cash or currency involved,  
46 the extent and accumulation of the defendant's assets during the course

1 of the criminal activity and the defendant's net worth and his  
2 expenditures in relation to his legitimate sources of income.

3 (3) The defendant is a wholesale drug distributor. (a) A defendant  
4 is a wholesale drug distributor when the conduct constituting the crime  
5 involves the manufacture, distribution or intended or attempted  
6 distribution of a controlled dangerous substance or controlled  
7 substance analog to any other person for pecuniary gain, knowing,  
8 believing, or under circumstances where it reasonably could be  
9 assumed that such other person would in turn distribute the substance  
10 to another or others for pecuniary gain. It shall not be necessary for  
11 the prosecution to establish to whom the substance was distributed or  
12 intended or attempted to be distributed, and the court may draw all  
13 reasonable inferences from the nature of the defendant's conduct and  
14 the substance involved that such other person, while not specifically  
15 identified, would in turn distribute the substance to another or others  
16 for pecuniary gain. In making its determination, the court shall  
17 consider all of the attending circumstances, including but not limited  
18 to the defendant's role in the criminal activity, the nature, amount and  
19 purity of the substance involved, and the likelihood that a substance of  
20 such purity would be intended to be distributed directly to the ultimate  
21 consumer of the substance.

22 (b) Notwithstanding that the prosecutor has established that the  
23 defendant is a wholesale drug distributor within the meaning of this  
24 paragraph, the court shall not impose an anti-drug profiteering penalty  
25 on that ground if the defendant establishes by a preponderance of the  
26 evidence at the hearing that his participation in the conduct  
27 constituting the crime was limited solely to operating a conveyance  
28 used to transport a controlled dangerous substance or controlled  
29 substance analog, or loading or unloading the substance into such a  
30 conveyance or storage facility. Nothing in this paragraph shall be  
31 construed to establish a basis for not imposing a penalty where the  
32 prosecutor has established any other ground or grounds specified in  
33 this section for the imposition of an anti-drug profiteering penalty.

34 (4) The defendant is a professional drug distributor. A  
35 professional drug distributor is a person who has at any time, for  
36 pecuniary gain, unlawfully distributed a controlled dangerous  
37 substance, controlled substance analog or drug paraphernalia to three  
38 or more different persons, or on five or more separate occasions  
39 regardless of the number of persons to whom the substance or  
40 paraphernalia was distributed.

41 c. In making its determination, the court may rely upon expert  
42 opinion in the form of live testimony or by affidavit, or by such other  
43 means as the court deems appropriate.

44 d. For the purposes of this chapter, an act is undertaken for  
45 pecuniary gain if it involves or contemplates the transfer of anything  
46 of value in exchange for a controlled dangerous substance, controlled

1 substance analog or drug paraphernalia, provided that the thing of  
2 value received or intended to be received in exchange for the  
3 substance or paraphernalia is or was reasonably believed to be of a  
4 higher value than that expended by the defendant or by any other  
5 person with whom the actor is acting in concert, to acquire or  
6 manufacture the substance or paraphernalia. It shall also include any  
7 act which would constitute a violation of subsection a. of N.J.S.2C:35-  
8 5, N.J.S.2C:35-11 or N.J.S.2C:36-3 for which the actor was paid or  
9 expected to be paid in return for performing such act. There shall be  
10 a rebuttable presumption at the hearing that any manufacturing,  
11 distribution or possession with intent to distribute which contemplates  
12 or involves the payment or exchange of anything of value constitutes  
13 an act undertaken for pecuniary gain. It shall not be necessary for the  
14 prosecution to establish that any intended profit or payment was  
15 actually received; nor shall it be relevant that the act, payment in  
16 return for such act or the transfer of anything of value in exchange for  
17 the substance or paraphernalia, occurred or was intended to occur in  
18 another jurisdiction.

19 N.J.S.2C:35A-4. Calculation of Anti-Drug Profiteering Penalty.

20 a. Where the prosecutor has established one or more grounds for  
21 imposing an Anti-Drug Profiteering Penalty pursuant to section 3 of  
22 this chapter, the court shall assess a monetary penalty as follows:

23 (1) \$200,000.00 in the case of a crime of the first degree;  
24 \$100,000.00 in the case of a crime of the second degree; \$50,000.00  
25 in the case of a crime of the third degree; \$25,000.00 in the case of a  
26 crime of the fourth degree; or

27 (2) an amount equal to three times the street value of all controlled  
28 dangerous substances or controlled substance analogs involved, or  
29 three times the market value of all drug paraphernalia involved, if this  
30 amount is greater than that provided in paragraph (1) of this  
31 subsection.

32 b. When the court is for any reason unable to determine the amount  
33 of the penalty pursuant to paragraph (2) of subsection a., the court  
34 shall assess a penalty in the amount appropriate to the degree of the  
35 offense as provided in paragraph (1) of subsection a.

36 c. In determining the street value of the substance involved or the  
37 market value of drug paraphernalia involved, the court shall take into  
38 account all amounts of the substance or paraphernalia reasonably  
39 believed to have been involved in the course of the criminal activity in  
40 which the defendant knowingly participated, and it shall not be  
41 relevant for the purposes of this section that some of those amounts  
42 or paraphernalia were involved in acts or transactions which occurred,  
43 or which were intended to occur, in another jurisdiction.

44 d. Where the prosecution requests that the court assess a penalty  
45 in an amount calculated pursuant to paragraph (2) of subsection a., the  
46 prosecutor shall have the burden of establishing by a preponderance of

1 the evidence the appropriate amount of the penalty to be assessed  
2 pursuant to that paragraph. In making its finding, the court shall take  
3 judicial notice of any evidence, testimony or information adduced at  
4 trial, plea hearing or other court proceedings and shall also consider  
5 the presentence report and other relevant information, including expert  
6 opinion in the form of live testimony or by affidavit. The court's  
7 findings shall be incorporated in the record, and such findings shall not  
8 be subject to modification by an appellate court except upon a showing  
9 that the finding was totally lacking support in the record or was  
10 arbitrary and capricious.

11 N.J.S.2C:35A-5. Revocation or Reduction of Penalty Assessment.

12 The court shall not revoke or reduce a penalty imposed pursuant to  
13 this chapter except in accordance with the provisions of N.J.S.2C:35-  
14 12. An anti-drug profiteering penalty imposed pursuant to this chapter  
15 shall not be deemed a fine for purposes of N.J.S.2C:46-3.

16 N.J.S.2C:35A-6. Payment Schedule.

17 The court may, for good cause shown, and subject to the provisions  
18 of this section, grant permission for the payment of a penalty assessed  
19 pursuant to this chapter to be made within a specified period of time  
20 or in specified installments, provided however that the payment  
21 schedule fixed by the court shall require the defendant to pay the  
22 penalty in the shortest period of time consistent with the nature and  
23 extent of his assets and his ability to pay, and further provided that the  
24 prosecutor shall be afforded the opportunity to present evidence or  
25 information concerning the nature, extent and location of the  
26 defendant's assets or interests in property which are or might be  
27 subject to levy and execution. In such event, the court may only grant  
28 permission for the payment to be made within a specified period of  
29 time or installments with respect to that portion of the assessed  
30 penalty which would not be satisfied by the liquidation of property  
31 which is or may be subject to levy and execution, unless the court finds  
32 that the immediate liquidation of such property would result in undue  
33 hardship to innocent persons. If no permission to make payment  
34 within a specified period of time or in installments is embodied in the  
35 sentence, the entire penalty shall be payable forthwith.

36 N.J.S.2C:35A-7. Relation to Other Dispositions.

37 a. An anti-drug profiteering penalty assessed pursuant to this  
38 chapter shall be imposed and paid in addition to any penalty required  
39 to be imposed pursuant to N.J.S.2C:35-15 and N.J.S.2C:43-3.1, any  
40 fee required to be imposed pursuant to N.J.S.2C:35-20, and any other  
41 fine, penalty, fee or order for restitution which may be imposed.

42 b. An anti-drug profiteering penalty imposed pursuant to this  
43 chapter shall be in addition to and not in lieu of any forfeiture or other  
44 cause of action instituted pursuant to chapter 41 or 64 of this Title,  
45 and nothing in this chapter shall be construed in any way to preclude,  
46 preempt or limit any such cause of action. A defendant shall not be

1 entitled to receive credit toward the payment of a penalty imposed  
2 pursuant to this chapter for the value of property forfeited, or subject  
3 to forfeiture, pursuant to the provision of chapter 41 and 64 of this  
4 Title.

5 N.J.S.2C:35A-8. Collection and Distribution.

6 All penalties assessed pursuant to this chapter shall be docketed and  
7 collected as provided for collection of fines, penalties and restitution  
8 in chapter 46 of this Title. The Attorney General or prosecutor may  
9 prosecute an action to collect penalties imposed pursuant to this  
10 chapter. All penalties assessed pursuant to this chapter shall be  
11 disposed of, distributed, appropriated and used as if the collected  
12 penalties were the proceeds of property forfeited pursuant to chapter  
13 64 of this Title.

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15 3. Section 13 of P.L.1991, c.329 (C.2C:46-4.1) is amended to  
16 read as follows:

17 13. Moneys that are collected in satisfaction of any assessment  
18 imposed pursuant to section 2 of P.L.1979, c.396 (C.2C:43-3.1), or  
19 in satisfaction of restitution or fines imposed in accordance with the  
20 provisions of Title 2C of the New Jersey Statutes or with the  
21 provisions of section 24 of P.L.1982, c.77 (C.2A:4A-43), shall be  
22 applied in the following order:

23 a. first, in satisfaction of all assessments imposed pursuant to  
24 section 2 of P.L.1979, c.396 (C.2C:43-3.1);

25 b. second, in satisfaction of any restitution ordered;

26 c. third, in satisfaction of all assessments imposed pursuant to  
27 section 11 of P.L.1993, c.220 (C.2C:43-3.2);

28 d. fourth, in satisfaction of any forensic laboratory fee assessed  
29 pursuant to N.J.S.2C:35-20;

30 e. fifth, in satisfaction of any mandatory Drug Enforcement and  
31 Demand Reduction penalty assessed pursuant to N.J.S.2C:35-15;

32 [and]

33 f. sixth, in satisfaction of any anti-drug profiteering penalty  
34 imposed pursuant to section 2 of P.L. , c. (C.....) (now pending  
35 before the Legislature as this bill); and

36 g. seventh, in satisfaction of any fine.

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38 4. This act shall take effect immediately.

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#### STATEMENT

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43 This bill would impose a new "anti-drug profiteering penalty" on  
44 persons who deal large amounts of drugs for profit. The penalty,  
45 which would be imposed by the court upon the application of the  
46 prosecutor, would consist of \$200,000 where the defendant is

1 convicted of a crime of the first degree, \$100,000 in the case of a  
2 crime of the second degree, \$50,000 in the case of a crime of the third  
3 degree and \$25,000 in the case of a crime of the fourth degree.  
4 Alternatively, the court would impose an amount equal to three times  
5 the street value of all controlled dangerous substances or controlled  
6 substance analogs involved, if this amount is greater. The penalty  
7 could be satisfied by a judgment against any of the defendant's assets.

8 Drug dealers could be subject to the penalty if any of the following  
9 four provisions apply:

10 (1) The defendant was convicted of a violation of N.J.S.2C:35-3  
11 (leader of narcotics trafficking network); a violation of subsection g.  
12 of N.J.S.2C:5-2 (leader of organized crime); or a racketeering offense  
13 defined in chapter 41 of Title 2C of which involved drug dealing.

14 (2) The defendant is a "drug profiteer."

15 The bill provides that a defendant is a "drug profiteer" when the  
16 conduct constituting the crime of which he was convicted shows that  
17 he "has knowingly engaged in the illegal manufacture, distribution or  
18 transportation of any CDS or drug paraphernalia as a substantial  
19 source of livelihood."

20 (3) The defendant is a "wholesale drug distributor."

21 The bill provides that a defendant is a "wholesale drug distributor"  
22 when the conduct constituting the crime of which he was convicted  
23 involved the manufacture, distribution or intent to distribute a CDS to  
24 any other person for pecuniary gain, "knowing, believing, or under  
25 circumstances where it reasonably could be assumed that the other  
26 person would, in turn, distribute the CDS to another for pecuniary  
27 gain."

28 (4) The defendant is a "professional drug distributor." The bill  
29 provides that a defendant is a "professional drug distributor" if he, "at  
30 any time, for pecuniary gain, unlawfully distributed a CDS or drug  
31 paraphernalia to three or more different persons or on five or more  
32 separate occasions."

33 This bill embodies Recommendation #11 and a portion of  
34 Recommendation #4 of the Attorney General's "Report to the  
35 Governor on the Need to Update the Comprehensive Drug Reform  
36 Act of 1987," issued December 9, 1996.

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41 Imposes anti-drug profiteering penalty against certain drug dealers.