

Senate Bill 62

By: Senators Shafer of the 48th, Staton of the 18th, Heath of the 31st and Hill of the 32nd

AS PASSED SENATE

**A BILL TO BE ENTITLED
AN ACT**

1 To provide for a short title; to provide for legislative findings; to amend Article 6 of Chapter
2 9 of Title 16 of the Official Code of Georgia Annotated, relating to computer systems
3 protections, so as to add a new part to create the new crime of initiation of deceptive
4 commercial e-mail; to provide for definitions; to provide for criminal penalties; to provide
5 for civil relief and venue for civil proceedings; to provide for certain prosecuting officials to
6 prosecute deceptive commercial e-mail; to provide for applicability; to provide for
7 exceptions; to designate specific information which may be disclosed by an electronic
8 communication service or a remote computing service; to authorize search warrants or
9 subpoenas under certain circumstances; to provide for certain authority of law enforcement
10 units, the Attorney General, and district attorneys; to provide for certain records'
11 admissibility into evidence; to change provisions relating to the definition of racketeering
12 activity in the Georgia RICO Act; to provide for related matters; to repeal conflicting laws;
13 and for other purposes.

14 **BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:**

15 **SECTION 1.**

16 This Act shall be known and may be cited as the "Georgia Slam Spam E-mail Act."

17 **SECTION 2.**

18 The General Assembly finds and declares that electronic mail has become an important and
19 popular means of communication, relied on by millions of Georgians on a daily basis for
20 personal and commercial purposes. The low cost and global reach of electronic mail make
21 it convenient and efficient. Electronic mail serves as a catalyst for economic development
22 and frictionless commerce. The General Assembly further finds that the convenience and
23 efficiency of electronic mail is threatened by an ever-increasing glut of deceptive commercial
24 electronic mail. The senders of these electronic messages engage in a variety of fraudulent
25 and deceptive practices to hide their identities, to disguise the true source of their electronic

1 mail, and to evade the criminal and civil consequences of their actions. Deceptive
 2 commercial electronic mail imposes costs upon its ultimate recipients who are forced to
 3 receive, review, and delete unwanted messages and upon the electronic mail service
 4 providers forced to carry the messages. The General Assembly further finds that our state has
 5 a paramount interest in protecting its businesses and citizens from the deleterious effects of
 6 deceptive commercial electronic mail, including the impermissible shifting of cost and
 7 economic burden that results from the false and fraudulent nature of deceptive commercial
 8 electronic mail. Georgia's enforcement of this interest imposes no additional burden upon
 9 the senders of such electronic mails in relation to the laws of any other state, in that such
 10 enforcement requires nothing more than the senders' forbearance from active deception.

11 SECTION 3.

12 Article 6 of Chapter 9 of Title 16 of the Official Code of Georgia Annotated, relating to
 13 computer systems protection, is amended by striking in its entirety Code Section 16-9-92,
 14 relating to definitions in the "Georgia Computer Systems Protection Act," and inserting in
 15 lieu thereof the following:

16 "16-9-92.

17 As used in this article, the term:

18 (1) 'Computer' means an electronic, magnetic, optical, ~~electrochemical, or other~~
 19 ~~high-speed data processing device or system performing computer operations with or on~~
 20 ~~data and includes any data storage facility or communications facility directly related to~~
 21 ~~or operating in conjunction with such device; but such term does not include an~~
 22 ~~automated typewriter or typesetter, portable hand-held calculator, household appliance,~~
 23 ~~or other similar device that is not used to communicate with or to manipulate any other~~
 24 computer hydraulic, electrochemical, or organic device or group of devices which,
 25 pursuant to a computer program, to human instruction, or to permanent instructions
 26 contained in the device or group of devices, can automatically perform computer
 27 operations with or on computer data and can communicate the results to another
 28 computer or to a person. The term includes any connected or directly related device,
 29 equipment, or facility which enables the computer to store, retrieve, or communicate
 30 computer programs, computer data, or the results of computer operations to or from a
 31 person, another computer, or another device. This term specifically includes, but is not
 32 limited to, mail servers and e-mail networks. This term does not include a device that is
 33 not used to communicate with or to manipulate any other computer.

34 (2) 'Computer network' means a set of related, remotely connected computers and any
 35 communications facilities with the function and purpose of transmitting data among them
 36 through the communications facilities.

1 (3) 'Computer operation' means computing, classifying, transmitting, receiving,
2 retrieving, originating, switching, storing, displaying, manifesting, measuring, detecting,
3 recording, reproducing, handling, or utilizing any form of data for business, scientific,
4 control, or other purposes.

5 (4) 'Computer program' means one or more statements or instructions composed and
6 structured in a form acceptable to a computer that, when executed by a computer in actual
7 or modified form, cause the computer to perform one or more computer operations. The
8 term 'computer program' shall include all associated procedures and documentation,
9 whether or not such procedures and documentation are in human readable form.

10 (5) 'Data' includes any representation of information, intelligence, or data in any fixed
11 medium, including documentation, computer printouts, magnetic storage media, punched
12 cards, storage in a computer, or transmission by a computer network.

13 (6) 'Electronic communication' means any transfer of signs, signals, writing, images,
14 sounds, data, or intelligence of any nature transmitted in whole or in part by a wire, radio,
15 electromagnetic, photoelectronic, or photo-optical system that affects interstate or foreign
16 commerce, but does not include:

17 (A) Any wire or oral communication;

18 (B) Any communication made through a tone-only paging device;

19 (C) Any communication from a tracking device; or

20 (D) Electronic funds transfer information stored by a financial institution in a
21 communications system used for the electronic storage and transfer of funds.

22 (7) 'Electronic communication service' means any service which provides to its users the
23 ability to send or receive wire or electronic communications.

24 (8) 'Electronic communications system' means any wire, radio, electromagnetic,
25 photoelectronic, photo-optical, or facilities for the transmission of wire or electronic
26 communications, and any computer facilities or related electronic equipment for the
27 electronic storage of such communications.

28 (9) 'Electronic means' is any device or apparatus which can be used to intercept a wire,
29 oral, or electronic communication other than:

30 (A) Any telephone or telegraph instrument, equipment, or facility, or any component
31 thereof.

32 (i) Furnished to the subscriber or user by a provider of electronic communication
33 service in the ordinary course of its business and used by the subscriber or user in the
34 ordinary course of its business or furnished by such subscriber or user for connection
35 to the facilities of such service and used in the ordinary course of its business; or

1 (ii) Used by a provider of electronic communication service in the ordinary course
 2 of its business or by an investigative or law enforcement officer in the ordinary course
 3 of his or her duties; or

4 (B) A hearing aid or similar device being used to correct subnormal hearing to better
 5 than normal.

6 (10) 'Electronic storage' means:

7 (A) Any temporary, intermediate storage of wire or electronic communication
 8 incidental to its electronic transmission; and

9 (B) Any storage of such communication by an electronic communication service for
 10 purposes of backup protection of such communication.

11 ~~(6)~~(11) 'Financial instruments' includes any check, draft, money order, note, certificate
 12 of deposit, letter of credit, bill of exchange, credit or debit card, transaction-authorizing
 13 mechanism, or marketable security, or any computer representation thereof.

14 (12) 'Law enforcement unit' means any law enforcement officer charged with the duty
 15 of enforcing the criminal laws and ordinances of the state or of the counties or
 16 municipalities of the state who is employed by and compensated by the state or any
 17 county or municipality of the state or who is elected and compensated on a fee basis. The
 18 term shall include, but not be limited to, members of the Department of Public Safety,
 19 municipal police, county police, sheriffs, deputy sheriffs, and agents and investigators of
 20 the Georgia Bureau of Investigation.

21 ~~(7)~~(13) 'Property' includes computers, computer networks, computer programs, data,
 22 financial instruments, and services.

23 (14) 'Remote computing service' means the provision to the public of computer storage
 24 or processing services by means of an electronic communications system.

25 ~~(8)~~(15) 'Services' includes computer time or services or data processing services.

26 ~~(9)~~(16) 'Use' includes causing or attempting to cause:

27 (A) A computer or computer network to perform or to stop performing computer
 28 operations;

29 (B) The obstruction, interruption, malfunction, or denial of the use of a computer,
 30 computer network, computer program, or data; or

31 (C) A person to put false information into a computer.

32 ~~(10)~~(17) 'Victim expenditure' means any expenditure reasonably and necessarily incurred
 33 by the owner to verify that a computer, computer network, computer program, or data
 34 was or was not altered, deleted, damaged, or destroyed by unauthorized use.

35 ~~(11)~~(18) 'Without authority' includes the use of a computer or computer network in a
 36 manner that exceeds any right or permission granted by the owner of the computer or
 37 computer network."

SECTION 4.

Said article is further amended by designating the existing matter thereof as Part 1 and by adding two new parts to the end of the article to read as follows:

"Part 2

16-9-100.

As used in this part, the term:

(1) 'Advertiser' means a person or entity that advertises through the use of commercial e-mail.

(2) 'Automatic technical process' means the actions performed by an e-mail service provider's or telecommunications carrier's computers or computer network while acting as an intermediary between the sender and the recipient of an e-mail.

(3) 'Commercial e-mail' means any e-mail message initiated for the purpose of advertising or promoting the lease, sale, rental, gift, offer, or other disposition of any property, services, or extension of credit.

(4) 'Direct consent' means that the recipient has expressly consented to receive e-mail advertisements from the advertiser or initiator, either in response to a clear and conspicuous request for direct consent or at the recipient's own initiative.

(5) 'Domain' means any alphanumeric designation which is registered with or assigned by any domain name registrar, domain name registry, or other domain name registration authority as part of an electronic address on the Internet.

(6) 'Domain owner' means, in relation to an e-mail address, the actual owner at the time an e-mail is received at that address of a domain that appears in or comprises a portion of the e-mail address. The registrant of a domain is presumed to be the actual owner of that domain.

(7) 'E-mail' means an electronic message that is sent to an e-mail address and transmitted between two or more telecommunications devices, computers, or electronic devices capable of receiving electronic messages, whether or not the message is converted to hard copy format after receipt, viewed upon transmission, or stored for later retrieval. The term includes electronic messages that are transmitted through a local, regional, or global computer network.

(8) 'E-mail address' means a destination, commonly expressed as a string of characters, to which e-mail can be sent or delivered. An e-mail address consists of a user name or mailbox, the '@' symbol, and reference to a domain.

1 (9) 'E-mail service provider' means any person, including an Internet service provider,
2 that is an intermediary in sending or receiving e-mail or that provides to end-users of the
3 e-mail service the ability to send or receive e-mail.

4 (10) 'False or misleading,' when used in relation to a commercial e-mail, means that:

5 (A) The header information includes an originating or intermediate e-mail address,
6 domain name, or Internet protocol address which was obtained by means of false or
7 fraudulent pretenses or representations;

8 (B) The header information fails to accurately identify the computer used to initiate the
9 e-mail;

10 (C) The subject line of the e-mail is intended to mislead a recipient about a material
11 fact regarding the content or subject matter of the e-mail;

12 (D) The header information is altered or modified in a manner that impedes or
13 precludes the recipient of the e-mail or an e-mail service provider from identifying,
14 locating, or contacting the person who initiated the e-mail;

15 (E) The header information or content of the commercial e-mail, without authorization
16 and with intent to mislead, references a personal name, entity name, trade name, mark,
17 domain, address, phone number, or other personally identifying information belonging
18 to a third party in such manner as would cause a recipient to believe that the third party
19 authorized, endorsed, sponsored, sent, or was otherwise involved in the transmission
20 of the commercial e-mail;

21 (F) The header information or content of the commercial e-mail contains false or
22 fraudulent information regarding the identity, location, or means of contacting the
23 initiator of the commercial e-mail; or

24 (G) The commercial e-mail falsely or erroneously states or represents that the
25 transmission of the e-mail was authorized on the basis of:

26 (i) The recipient's prior direct consent to receive the commercial e-mail; or

27 (ii) A preexisting or current business relationship between the recipient and either the
28 initiator or advertiser.

29 (11) 'Header information' means those portions of an e-mail message which designate
30 or otherwise identify:

31 (A) The sender;

32 (B) All recipients;

33 (C) An alternative return e-mail address, if any; and

34 (D) The names or Internet protocol addresses of the computers, systems, or other
35 means used to send, transmit, route, or receive the e-mail message.

36 The term does not include either the subject line or the content of an e-mail message.

1 (12) 'Incident' means the contemporaneous initiation in violation of this part of one or
2 more commercial e-mails containing substantially similar content.

3 (13) 'Initiate' or 'initiator' means to transmit or cause to be transmitted a commercial
4 e-mail, but does not include the routine transmission of the commercial e-mail through
5 the network or system of a telecommunications utility or an e-mail service provider.

6 (14) 'Internet protocol address' means the unique numerical address assigned to and used
7 to identify a specific computer or computer network that is directly connected to the
8 Internet.

9 (15) 'Minor' means any person under the age of 18 years.

10 (16) 'Person' means a person as defined by Code Section 16-1-3 and specifically includes
11 any limited liability company, trust, joint venture, or other legally cognizable entity.

12 (17) 'Preexisting or current business relationship,' as used in connection with the sending
13 of a commercial e-mail, means that the recipient has made an inquiry and has provided
14 his or her e-mail address, or has made an application, purchase, or transaction, with or
15 without consideration, regarding products or services offered by the advertiser.

16 (18) 'Protected computer' means any computer that, at the time of an alleged violation
17 of any provision of this part involving that computer, was located within the geographic
18 boundaries of the State of Georgia.

19 (19) 'Recipient' means any addressee of a commercial e-mail advertisement. If an
20 addressee of a commercial e-mail has one or more e-mail addresses to which a
21 commercial e-mail is sent, the addressee shall be deemed to be a separate recipient for
22 each e-mail address to which the e-mail is sent.

23 (20) 'Routine transmission' means the forwarding, routing, relaying, handling, or storing
24 of an e-mail message through an automatic technical process. The term shall not include
25 the sending, or the knowing participation in the sending, of commercial e-mail
26 advertisements.

27 16-9-101.

28 Any person who initiates a commercial e-mail that the person knew or should have known
29 to be false or misleading that is sent from, passes through, or is received by a protected
30 computer shall be guilty of the crime of initiation of deceptive commercial e-mail.

31 16-9-102.

32 (a) Any person convicted of a violation of Code Section 16-9-101 shall be guilty of a
33 misdemeanor and punished by a fine of not more than \$1,000.00 or by imprisonment of not
34 more than 12 months, or both, except:

1 (1) Where the volume of commercial e-mail transmitted exceeded 10,000 attempted
2 recipients in any 24 hour period;

3 (2) Where the volume of commercial e-mail transmitted exceeded 100,000 attempted
4 recipients in any 30 day period;

5 (3) Where the volume of commercial e-mail transmitted exceeded one million attempted
6 recipients in any one-year period;

7 (4) Where the revenue generated from a specific commercial e-mail exceeded \$1,000.00;

8 (5) Where the total revenue generated from all commercial e-mail transmitted to any
9 e-mail service provider or its subscribers exceeded \$50,000.00; or

10 (6) Where any person knowingly hires, employs, uses, or permits any minor to assist in
11 the transmission of commercial e-mail in violation of Code Section 16-9-101,
12 the person shall be guilty of a felony and punished by a fine of not more than \$50,000.00
13 or by imprisonment of not more than five years, or both.

14 (b) For the second conviction of Code Section 16-9-101 within a five-year period, as
15 measured from the dates of previous arrests for which convictions were obtained to the date
16 of the current arrest for which a conviction is obtained, the person shall be guilty of a
17 felony and punished by a fine of not more than \$50,000.00 or by imprisonment of not more
18 than five years, or both. For the purpose of this subsection, the term 'conviction' shall
19 include a plea of nolo contendere.

20 16-9-103.

21 For the purpose of venue under this part, any violation of this part shall be considered to
22 have been committed:

23 (1) In the county of the principal place of business in this state of the owner of an
24 involved protected computer, computer network, or any part thereof;

25 (2) In any county in which any person alleged to have violated any provision of this part
26 had control or possession of any proceeds of the violation or of any books, records,
27 documents, or property which were used in furtherance of the violation;

28 (3) In any county in which any act was performed in furtherance of any transaction
29 which violated this part; and

30 (4) In any county from which, to which, or through which any use of an involved
31 protected computer or computer network was made, whether by wires, electromagnetic
32 waves, microwaves, or any other means of communication.

33 16-9-104.

34 The Attorney General shall have concurrent jurisdiction with the district attorneys and
35 solicitors-general to conduct the criminal prosecution of violations of this part.

1 16-9-105.

2 (a) The following persons shall have standing to assert a civil action under this part:

3 (1) Any e-mail service provider whose protected computer was used to send, receive, or
4 transmit an e-mail that was sent in violation of this part; and

5 (2) A domain owner of any e-mail address to which a deceptive commercial e-mail is
6 sent in violation of this part, provided that the domain owner also owns a protected
7 computer at which the e-mail was received.

8 (b) Any person who has standing and who suffers personal, property, or economic damage
9 by reason of a violation of any provision of this part may initiate a civil action for and
10 recover the greater of:

11 (1) Five thousand dollars plus expenses of litigation and reasonable attorney's fees;

12 (2) Liquidated damages of \$1,000.00 for each offending commercial e-mail, up to a limit
13 of \$2 million per incident, plus expenses of litigation and reasonable attorney's fees; or

14 (3) Actual damages, plus expenses of litigation and reasonable attorney's fees.

15 16-9-106.

16 (a) Any crime committed in violation of this part shall be considered a separate offense.

17 (b) The provisions of this part shall not be construed as limiting or precluding the
18 application of any other provision of law which applies to any transaction or course of
19 conduct which violates this part.

20 (c) Nothing in this part shall be construed to limit or restrict the adoption, implementation,
21 or enforcement by an e-mail service provider or Internet service provider of a policy of
22 declining to transmit, receive, route, relay, handle, or store certain types of e-mail.

23 16-9-107.

24 There shall be no cause of action under this part against an e-mail service provider on the
25 basis of its routine transmission of any commercial e-mail over its computer network.

26 Part 3

27 16-9-108.

28 (a) In any investigation of a violation of this article or any investigation of a violation of
29 Code Section 16-12-100, 16-12-100.1, 16-12-100.2, 16-5-90, or Article 8 of Chapter 9 of
30 Title 16 involving the use of a computer in furtherance of the act, the Attorney General or
31 any district attorney shall have the power to administer oaths; to call any party to testify
32 under oath at such investigation; to require the attendance of witnesses and the production
33 of books, records, and papers; and to take the depositions of witnesses. The Attorney

1 General or any such district attorney is authorized to issue a subpoena for any witness or
2 a subpoena to compel the production of any books, records, or papers.

3 (b) In case of refusal to obey a subpoena issued under this Code section to any person and
4 upon application by the Attorney General or district attorney, the superior court in whose
5 jurisdiction the witness is to appear or in which the books, records, or papers are to be
6 produced may issue to that person an order requiring him or her to appear before the court
7 to show cause why he or she should not be held in contempt for refusal to obey the
8 subpoena. Failure to obey a subpoena may be punished by the court as contempt of court.

9 16-9-109.

10 (a) Any law enforcement unit, the Attorney General, or any district attorney who is
11 conducting an investigation of a violation of this article or an investigation of a violation
12 of Code Section 16-12-100, 16-12-100.1, 16-12-100.2, 16-5-90, or Article 8 of Chapter 9
13 of Title 16 involving the use of a computer in furtherance of the act may require the
14 disclosure by a provider of electronic communication service or remote computing service
15 of the contents of a wire or electronic communication that is in electronic storage in an
16 electronic communications system for 180 days or less pursuant to a search warrant issued
17 under the provisions of Article 2 of Chapter 5 of Title 17 by a court with jurisdiction over
18 the offense under investigation. Such court may require the disclosure by a provider of
19 electronic communication service or remote computing service of the contents of a wire
20 or electronic communication that has been in electronic storage in an electronic
21 communications system for more than 180 days as set forth in subsection (b) of this Code
22 section.

23 (b)(1) Any law enforcement unit, the Attorney General, or any district attorney may
24 require a provider of electronic communication service or remote computing service to
25 disclose a record or other information pertaining to a subscriber to or customer of such
26 service, exclusive of the contents of communications, only when any law enforcement
27 unit, the Attorney General, or any district attorney:

28 (A) Obtains a search warrant as provided in Article 2 of Chapter 5 of Title 17;

29 (B) Obtains a court order for such disclosure under subsection (c) of this Code section;

30 or

31 (C) Has the consent of the subscriber or customer to such disclosure.

32 (2) A provider of electronic communication service or remote computing service shall
33 disclose to any law enforcement unit, the Attorney General, or any district attorney the:

34 (A) Name;

35 (B) Address;

1 (C) Local and long distance telephone connection records, or records of session times
2 and durations;

3 (D) Length of service, including the start date, and types of service utilized;

4 (E) Telephone or instrument number or other subscriber number or identity, including
5 any temporarily assigned network address; and

6 (F) Means and source of payment for such service, including any credit card or bank
7 account number

8 of a subscriber to or customer of such service when any law enforcement unit, the
9 Attorney General, or any district attorney uses a subpoena authorized by Code Section
10 16-9-108 or 45-15-17 or a grand jury or trial subpoena when any law enforcement unit,
11 the Attorney General, or any district attorney complies with paragraph (1) of this
12 subsection.

13 (3) Any law enforcement unit, the Attorney General, or any district attorney receiving
14 records or information under this subsection shall not be required to provide notice to a
15 subscriber or customer. A provider of electronic communication service or remote
16 computing service shall not disclose to a subscriber or customer the existence of any
17 search warrant or subpoena issued pursuant to this article nor shall a provider of
18 electronic communication service or remote computing service disclose to a subscriber
19 or customer that any records have been requested by or disclosed to any law enforcement
20 unit, the Attorney General, or any district attorney pursuant to this article.

21 (c) A court order for disclosure issued pursuant to (b) of this Code section may be issued
22 by any superior court with jurisdiction over the offense under investigation and shall only
23 issue such court order for disclosure if any law enforcement unit, the Attorney General, or
24 any district attorney offers specific and articulable facts showing that there are reasonable
25 grounds to believe that the contents of an electronic communication, or the records or other
26 information sought, are relevant and material to an ongoing criminal investigation. A court
27 issuing an order pursuant to this Code section, on a motion made promptly by a provider
28 of electronic communication service or remote computing service, may quash or modify
29 such order, if compliance with such order would be unduly burdensome or oppressive on
30 such provider.

31 (d)(1) Any records supplied pursuant to this part shall be accompanied by the affidavit
32 of the custodian or other qualified witness, stating in substance each of the following:

33 (A) The affiant is the duly authorized custodian of the records or other qualified
34 witness and has authority to certify the records;

35 (B) The copy is a true copy of all the records described in the subpoena, court order,
36 or search warrant and the records were delivered to the attorney or the attorney's
37 representative;

1 (C) The records were prepared by the personnel of the business in the ordinary course
2 of business at or near the time of the act, condition, or event;

3 (D) The sources of information and method and time of preparation were such as to
4 indicate its trustworthiness;

5 (E) The identity of the records; and

6 (F) A description of the mode of preparation of the records.

7 (2) If the business has none or only part of the records described, the custodian or other
8 qualified witness shall so state in the affidavit.

9 (3) If the original records would be admissible in evidence if the custodian or other
10 qualified witness had been present and testified to the matters stated in the affidavit, the
11 copy of the records shall be admissible in evidence. When more than one person has
12 knowledge of the facts, more than one affidavit shall be attached to the records produced.

13 (4) No later than 30 days prior to trial, a party intending to offer such evidence produced
14 in compliance with this subsection shall provide written notice of such intentions to the
15 opposing party or parties. A motion opposing the admission of such evidence shall be
16 filed within ten days of the filing of such notice, and the court shall hold a hearing and
17 rule on such motion no later than ten days prior to trial. Failure of a party to file such
18 motion opposing admission prior to trial shall constitute a waiver of objection to such
19 records and affidavit. However, the court, for good cause shown, may grant relief from
20 such waiver."

21 **SECTION 5.**

22 Said title is further amended in Code Section 16-14-3, relating to definitions relative to the
23 "Georgia RICO (Racketeer Influenced and Corrupt Organizations) Act," by striking the word
24 "or" at the end of division (9)(A)(xxxvii), by striking the symbol "." at the end of division
25 (9)(A)(xxxviii) and inserting in lieu thereof the symbol and word "; or", and by adding a new
26 division (9)(A)(xxxix) to read as follows:

27 "(xxxix) Code Section 16-9-101, relating to deceptive commercial e-mail."

28 **SECTION 6.**

29 All laws and parts of laws in conflict with this Act are repealed.