4.7 Subpoenas

Although not a formal discovery device, subpoenas (particularly subpoenas duces tecum) may be a useful tool for obtaining information material to the case. *See State v. Burr*, 341 N.C. 263, 302 (1995) (subpoena duces tecum is permissible method for obtaining records not in possession, custody, or control of State); *State v. Newell*, 82 N.C. App. 707, 708 (1986) (although discovery is not proper purpose for subpoena duces tecum, subpoena duces tecum is proper process for obtaining documents material to the inquiry in the case).

The mechanics of subpoenas are discussed in detail in Chapter 29 (Witnesses) of Volume 2 of the North Carolina Defender Manual (UNC School of Government, 2d ed. 2012). The discussion below briefly reviews the pretrial use of subpoenas, particularly for documents.

A. Constitutional Right to Subpoena Witnesses and Documents

A defendant has a constitutional right to subpoena witnesses and documents, based primarily on the Sixth Amendment right to compulsory process. *See Washington v. Texas*, 388 U.S. 14, 19 (1967) (right to compel attendance of witnesses is "in plain terms the right to present a defense"); *State v. Rankin*, 312 N.C. 592 (1985) (recognizing Sixth Amendment basis of subpoena power). Due process also gives a defendant the right to obtain material, favorable evidence in the possession of third parties (*see supra* § 4.6A, Evidence in Possession of Third Parties); and article 1, section 23 of the North Carolina Constitution guarantees a criminal defendant the right to confront one's accusers and witnesses with other testimony.

The right to compulsory process is not absolute. Although the defendant does not have to make any showing to obtain a subpoena, the court on proper objection or motion may deny, limit, or quash a subpoena. *See infra* § 4.7E, Objections to and Motions to Modify or Quash Subpoena Duces Tecum (discussing permissible scope of subpoena duces tecum); *see generally* 2 NORTH CAROLINA DEFENDER MANUAL § 29.1A (Constitutional Basis of Right to Compulsory Process).

B. Reach of Subpoena

A subpoena may be directed to any person within North Carolina who is capable of being a witness, including law-enforcement officers, custodians of records of public agencies, and private businesses and individuals.

To obtain witnesses or documents located outside of North Carolina, defense counsel must use the Uniform Act to Secure Attendance of Witnesses from without a State in Criminal Proceedings. *See* G.S. 15A-811 through G.S. 15A-816 The uniform act has been interpreted as authorizing subpoenas for the production of documents. *See* Jay M. Zitter, Annotation, *Availability under Uniform Act to Secure the Attendance of Witnesses from Without a State in Criminal Proceedings of Subpoena Duces Tecum*, 7 A.L.R.4th

836 (1981) (uniform act has been interpreted as allowing subpoena to out-of-state witness to produce documents). Counsel may not use an ordinary subpoena to compel an out-of-state witness to produce records. *See* North Carolina State Bar, 2010 Formal Ethics Opinion 2 (2010), *available at* www.ncbar.gov/ethics/. For a discussion of the mechanics of the Uniform Act, see 2 NORTH CAROLINA DEFENDER MANUAL § 29.1E (Securing the Attendance of Nonresident Witnesses).

C. Issuance and Service of Subpoena

Rule 45 of the North Carolina Rules of Civil Procedure governs the issuance and service of subpoenas. *See* G.S. 15A-801 (subpoenas to testify in criminal cases governed by Rule 45, subject to limited exceptions); G.S. 15A-802 (to same effect for subpoenas for documents); G.S. 8-59 (so stating for subpoenas to testify); G.S. 8-61 (so stating for subpoenas for documents). The court need not be involved in the issuance of a subpoena to testify or to produce documents; defense counsel may issue either. *See* AOC Form AOC-G-100, "Subpoena" (May 2013), *available at* www.nccourts.org/Forms/Documents/556.pdf. The AOC form subpoena may be used to subpoena a witness to testify, produce documents, or do both.

The sheriff, sheriff's deputy, coroner, or any person over age 18 who is not a party, may serve a subpoena. Service may be by personal delivery to the person named in the subpoena, by registered or certified mail, return receipt requested, or by telephone communication by law enforcement for subpoenas to testify (but not for subpoenas for documents). *See* N.C. R. CIV. P. 45(b)(1); G.S. 8-59.

Practice note: Because the court may not be able to issue a show cause order re contempt (with an order for arrest) to enforce a subpoena served by telephone communication (*see* G.S. 8-59), and because disputes may arise about whether a person named in a subpoena signed for and received a subpoena served by mail, counsel should consider serving all subpoenas by personal delivery on the person whose attendance is sought.

The defendant need not tender any witness fee at the time of service. *See* G.S. 6-51 (witness not entitled to receive fees in advance). Rather, the witness must apply to the clerk after attendance for payment of the daily witness fee and reimbursement of allowable travel expenses. G.S. 6-53; G.S. 7A-316. Generally, the court may assess witness fees against the defendant only on completion of the case. *See* G.S. 7A-304 (costs may be assessed against defendant on conviction or entry of plea of guilty or no contest).

A copy of the subpoena need not be served on other parties in a criminal case. *See* G.S. 15A-801 (exempting criminal cases from service requirement for witness subpoenas in N.C. R. Civ. P. 45(b)(2)), G.S. 15A-802 (to same effect for document subpoenas).

For a further discussion of issuance and service of subpoenas to testify, see 2 NORTH CAROLINA DEFENDER MANUAL § 29.1B (Securing the Attendance of In-State Witnesses). For a further discussion of issuance and service of subpoenas for documents, see 2 NORTH CAROLINA DEFENDER MANUAL § 29.2A (Statutory Authorization) and § 29.2B

(Statutory Requirements).

For reference sources on obtaining particular types of records, see *infra* § 4.7F, Specific Types of Confidential Records (health department, mental health, and school records).

D. Production of Documents in Response to Subpoena Duces Tecum

The person named in a subpoena duces tecum ordinarily must appear on the date and at the place designated in the subpoena and must produce the requested documents.

Place of production. Typically, a subpoena duces tecum requires production at some sort of proceeding in the case to which the recipient is subpoenaed, such as a pretrial hearing, deposition (rare in criminal cases but common in civil cases), or trial. In 2003, the General Assembly amended Rule 45 of the N.C. Rules of Civil Procedure to modify this requirement for subpoenas for documents (but not subpoenas to testify). Thus, before the amendment, a party in a civil case would have to schedule a deposition, to which the party would subpoena the records custodian, even if the party merely wanted to inspect records in the custodian's possession and did not want to take any testimony. Under the revised rule, a party may use a subpoena in a pending case to direct the recipient to produce documents at a designated time and place, such as at the issuing party's office, even though no deposition or other proceeding is scheduled for that time and place. Because G.S. 15A-802 makes Rule 45 applicable to criminal cases, this use of a subpoena appears to be permissible in a criminal case.

The change in Rule 45 authorizing an "office" subpoena may not be readily apparent. It is reflected in the following italicized portion of revised Rule 45(a)(2): "A command to produce evidence may be joined with a command to appear at trial or hearing or at a deposition, *or any subpoena may be issued separately*." *See* North Carolina State Bar, 2008 Formal Ethics Opinion 4 (2008) (so interpreting quoted language), *available at* www.ncbar.gov/ethics/; Bill Analysis, H.B. 785: Rules of Civil Proc/Rewrite Rule 45 (S.L. 2003-276), from Trina Griffin, Research. Div., N.C. General Assembly (June 27, 2003) (same); Memorandum to Superior Court Judges et al. re: Subpoena Form Revised (AOC-G-100) & S.L. 2003-276 (HB 785), from Pamela Weaver Best, Assoc. Counsel, Div. of Legal & Legislative Servs., N.C. Admin. Office of the Courts (Sept. 29, 2003) (same). The latter two memos are available from the authors of this manual. The revised language is comparable to Rule 45(a)(1) of the Federal Rules of Civil Procedure, which has authorized a similar procedure in federal cases. *See* 9 JAMES WM. MOORE ET AL., MOORE'S FEDERAL PRACTICE § 45.02[3], at 45-21 (3d ed. 2011).

Practice note: When seeking sensitive records, defense counsel may not want to use an "office" subpoena or a subpoena at all and instead may want to seek an order of the court compelling production. Because a subpoena is generally insufficient to authorize a custodian of confidential records to disclose records, the custodian will often contest the subpoena, necessitating a court order in any event. Further, if a records custodian who is subpoenaed discloses confidential information to defense counsel without proper authorization (typically, consent by the subject of the records or a court order, not just a subpoena),

defense counsel may be subject to sanctions. *See* North Carolina State Bar Ethics Opinion RPC 252 (1997) (attorneys should refrain from reviewing confidential materials inadvertently sent to them by opposing party), *available at* www.ncbar.gov/ethics/; *Susan S. v. Israels*, 67 Cal. Rptr. 2d 42 (Cal. Ct. App. 1997) (attorney read and disseminated patient's confidential mental health records that treatment facility mistakenly sent directly to him in response to subpoena; court allowed patient's suit against attorney for violation of state constitutional right of privacy); *see also Bass v. Sides*, 120 N.C. App. 485 (1995) (before obtaining judge's permission, plaintiff's attorney reviewed confidential medical records of defendant that records custodian had sealed and provided to clerk of court in response to subpoena; judge ordered plaintiff's attorney to pay defendant's attorney fees, totaling approximately $7,000, and prohibited plaintiff from using the records at trial).

Notice of receipt and opportunity to inspect; potential applicability to criminal cases. Rule 45(d1) of the N.C. Rules of Civil Procedure states that within five business days of receipt of materials produced in compliance with a subpoena duces tecum, the party who was responsible for issuing the subpoena must serve all other parties with notice of receipt. On request, the party receiving the material must provide the other parties a reasonable opportunity to copy and inspect such material at the inspecting party's expense.

The applicability of this requirement to criminal cases is not entirely clear, particularly when the defendant is the subpoenaing party. In 2007, the General Assembly revised Rule 45 to add the notice and inspection requirements in subsection (d1) of Rule 45. This change appears to have been prompted by concerns from civil practitioners after the 2003 changes to Rule 45. The earlier changes, discussed above under "Place of production" in this subsection D., authorized a party to issue a subpoena for the production of documents without also scheduling a deposition, at which the opposing party would be present and would have an opportunity to review and obtain copies of the subpoenaed records.

Criminal cases are not specifically exempted from the notice and inspection requirements enacted in 2007, although somewhat paradoxically the subpoenaing party in a criminal case is not required to give notice of the service of a subpoena (discussed above under subsection C., Issuance and Service of Subpoena). The 2007 subpoena provisions also are in tension with G.S. 15A-905 and G.S. 15A-906, which essentially provide that a criminal defendant is only obligated to disclose to the State evidence that he or she intends to use at trial. (If the State is the subpoenaing party, the records become part of the State's file and are subject to the State's general discovery obligations under G.S. 15A-903.)

If the notice and inspection requirements in Rule 45(d1) apply in criminal cases, a defendant may have grounds to seek a protective order under G.S. 15A-908 to withhold records from disclosure. Alternatively, instead of using a subpoena, a defendant may move for a court order for production of records, which is not governed by Rule 45. *See supra* "Ex parte application" in § 4.6A, Evidence in Possession of Third Parties.

Public and hospital medical records. If a custodian of public records or hospital medical records (as defined in G.S. 8-44.1) has been subpoenaed to appear for the sole purpose of producing records in his or her custody and not also to testify, the custodian may elect to

tender the records to the court in which the action is pending instead of making a personal appearance. N.C. R. CIV. P. 45(c)(2). For a discussion of these procedures, see 2 NORTH CAROLINA DEFENDER MANUAL § 29.2C (Production of Public Records and Hospital Medical Records).

E. Objections to and Motions to Modify or Quash Subpoena Duces Tecum

N.C. Rule of Civil Procedure 45(c)(3) and (c)(5) set forth the procedures for a person to serve a written objection on the subpoenaing party or file a motion to modify or quash a subpoena. The mechanics of these procedures are discussed in detail in 2 NORTH CAROLINA DEFENDER MANUAL § 29.2D (Objections to a Subpoena Duces Tecum) and § 29.2E (Motions to Modify or Quash a Subpoena Duces Tecum).

If an objection rather than a motion is made, the party serving the subpoena is not entitled to inspect or copy the designated materials unless the court enters an order permitting him or her to do so. N.C. R. CIV. P. 45(c)(4). In some instances, the subpoenaed party will appear in court at the time designated in the subpoena and make an objection to disclosure. If this procedure is followed, the defendant will have an opportunity to obtain a ruling from the court then and there. In other instances, the subpoenaed party will object before the scheduled proceeding. The subpoenaing party then will have to file a motion to compel production, with notice to the subpoenaed person, in the court of the county where the production is to occur. *Id.*

In reviewing an objection or motion to quash or modify, "the trial judge should consider the relevancy and materiality of the items called for [by the subpoena], the right of the subpoenaed person to withhold production on other grounds, such as privilege, and also the policy against 'fishing expeditions.'" *State v. Newell*, 82 N.C. App. 707, 709 (1986). The subpoena should "specify with as much precision as fair and feasible the particular items desired." *Id.*, 82 N.C. App. at 708. Otherwise, the court may view the subpoena as a "fishing or ransacking expedition." *Vaughan v. Broadfoot*, 267 N.C. 691, 699 (1966) (quashing subpoena for production of mass of records on first day of trial); *see also Love v. Johnson*, 57 F.3d 1305 (4th Cir. 1995) (finding that North Carolina trial judge violated defendant's due process rights by quashing subpoena on overbreadth grounds without requiring that records be produced for review by court after defendant made a plausible showing that records contained information material and favorable to his defense). On finding that a subpoena is overbroad, a trial court may modify rather than quash it. *State v. Richardson*, 59 N.C. App. 558 (1982).

In some North Carolina cases, trial courts have granted motions by the prosecution to quash a subpoena duces tecum directed to a third party, but the decisions do not explicitly address whether the prosecution had standing to do so. *See, e.g.*, *State v. Love*, 100 N.C. App. 226 (1990), *conviction vacated on habeas sub. nom.*, *Love v. Johnson*, 57 F.3d 1305 (4th Cir. 1995). Because prosecutors do not represent third parties and do not have a legally recognized interest in their records, they may not have standing to object or move to quash. *See United States v. Tomison*, 969 F. Supp. 587 (E.D. Cal. 1997) (prosecution lacked standing to move to quash subpoena to third party because prosecution had no

claim of privilege, proprietary right, or other interest in subpoenaed documents); 2 G. GRAY WILSON, NORTH CAROLINA CIVIL PROCEDURE § 45-4, at 45-14 (3d ed. 2007) ("A party does not have standing to challenge a subpoena duces tecum issued to a nonparty witness unless he can claim some privilege in the documents sought."). Some cases have taken a more expansive view of prosecutor standing because of the prosecutor's overall interest in the handling of the prosecution. *See Commonwealth v. Lam*, 827 N.E.2d 209, 228–29 & n.8 (Mass. 2005) (finding that prosecutor had standing to object to issuance of summons [subpoena] because prosecutor may be able to assist judge in determining whether subpoena is improper fishing expedition and in preventing harassment of witnesses by burdensome, frivolous, or improper subpoenas; court notes without deciding that there may be occasions "in which a defendant seeks leave from the court to move ex parte for the issuance of a summons [subpoena]").

Practice note: If the judge quashes a subpoena requiring the production of documents, counsel should move to have the documents sealed and included in the record in the event of appeal. *See State v. Hardy*, 293 N.C. 105 (1977); *see also State v. Burr*, 341 N.C. 263 (1995) (court states that it could not review trial judge's denial of motion to require production of witness's medical records because defendant failed to make documents part of record). If the judge refuses to require production of the documents for inclusion in the record, make an offer of proof about the anticipated contents of the documents.

Rather than quash or modify a subpoena, a judge may order the subpoenaed person to be "reasonably compensated" for the cost, if "significant," of producing the designated material. N.C. R. CIV. P. 45(c)(6). Typically, judges do not order reimbursement of document production expenses because compliance with a subpoena is an ordinary, not significant, expense of responding to court proceedings. If the court orders payment, defense counsel for an indigent defendant may request the court to authorize payment from state funds as a necessary expense of representation. *See* G.S. 7A-450(b); G.S. 7A-454.

F. Specific Types of Confidential Records

Specific procedures may need to be followed to obtain disclosure of some records. Consult the statute governing the records at issue. For example, some statutes require that notice be given to the person who is the subject of the records being sought (as well as to the custodian of records). For a discussion of subpoenas for particular types of records from the perspective of the recipient, see the following:

- John Rubin & Aimee Wall, *Responding to Subpoenas for Health Department Records*, HEALTH LAW BULLETIN No. 82 (Sept. 2005), *available at* http://sogpubs.unc.edu/electronicversions/pdfs/hlb82.pdf.
- John Rubin, *Subpoenas and School Records: A School Employee's Guide*, SCHOOL LAW BULLETIN No. 30/2 (Spring 1999), *available at* http://ncinfo.iog.unc.edu/pubs/electronicversions/slb/sp990111.pdf.
- John Rubin & Mark Botts, *Responding to Subpoenas: A Guide for Mental Health Facilities*, POPULAR GOVERNMENT No. 64/4 (Summer 1999), *available at* http://ncinfo.iog.unc.edu/pubs/electronicversions/pg/botts.pdf.