1 A bill to be entitled 2 An act relating to contraband forfeiture; amending s. 3 932.701, F.S.; conforming provisions to changes made 4 by the act; amending s. 932.703, F.S.; specifying that 5 property may be seized only upon the arrest of the 6 owner of the property for a violation of a criminal law that renders the property a contraband article; 7 8 requiring that specified persons approve a settlement; 9 specifying the nature of title interest in seized 10 property; providing circumstances when property may be deemed contraband; amending s. 932.704, F.S.; 11 12 specifying the circumstances when a court shall order 13 the forfeiture of seized property; providing 14 circumstances for return of seized property to the 15 owner; requiring an agency seizing property to be responsible for costs in specified circumstances; 16 requiring various review procedures for seizure 17 records held by a seizing agency; prohibiting the 18 19 compensation of law enforcement officers from being 20 dependent on meeting a seizure quota; requiring the 21 adoption and implementation of written policies, 2.2 procedures, and training; requiring training for personnel involved in property seizure; amending s. 23 932.7055, F.S.; conforming provisions to changes made 24 25 by the act; creating s. 932.7061, F.S.; providing 26 reporting requirements for seized property for

Page 1 of 19

27 forfeiture; creating s. 932.7062, F.S.; providing 28 penalties for noncompliance with reporting 29 requirements; amending ss. 322.34, 323.001, 328.07, 30 and 817.625, F.S.; conforming provisions to changes 31 made by the act; providing an effective date. 32 33 Be It Enacted by the Legislature of the State of Florida: 34 35 Subsection (1) of section 932.701, Florida 36 Statutes, is amended to read: 37 932.701 Short title; definitions.-38 Sections 932.701-932.7062 $\frac{932.706}{932.706}$ shall be known and 39 may be cited as the "Florida Contraband Forfeiture Act." Subsections (1), (2), and (6) of section 40 Section 2. 41 932.703, Florida Statutes, are amended to read: 42 932.703 Forfeiture of contraband article; exceptions.-(1) (a) A Any contraband article, vessel, motor vehicle, 43 44 aircraft, other personal property, or real property used in 45 violation of any provision of the Florida Contraband Forfeiture 46 Act, or in, upon, or by means of which any violation of the 47 Florida Contraband Forfeiture Act has taken or is taking place, 48 may be seized only upon the arrest of the owner of the property for a violation of a criminal law that renders the property a 49 50 contraband article and shall be forfeited subject to the provisions of the Florida Contraband Forfeiture Act. 51 52 Once property is seized pursuant to the Florida (b)

Page 2 of 19

Contraband Forfeiture Act, regardless of whether the civil complaint has been filed, all settlements must be personally approved by the head of the law enforcement agency making the seizure. If the agency head is unavailable and a delay would adversely affect the settlement, approval may be given by a subordinate of the agency head who is designated to grant such authority Notwithstanding any other provision of the Florida Contraband Forfeiture Act, except the provisions of paragraph (a), contraband articles set forth in s. 932.701(2)(a)7. used in violation of any provision of the Florida Contraband Forfeiture Act, or in, upon, or by means of which any violation of the Florida Contraband Forfeiture Act has taken or is taking place, shall be seized and shall be forfeited subject to the provisions of the Florida Contraband Forfeiture Act.

- restraining order, the state acquires provisional title to the property that is seized or subject to the restraining order. A forfeiture under the Florida Contraband Forfeiture Act is not final, and title or other indicia of ownership, other than provisional title, do not pass to a seizing agency until the title to the seized property is perfected in accordance with the Florida Contraband Forfeiture Act All rights to, interest in, and title to contraband articles used in violation of s. 932.702 shall immediately vest in the seizing law enforcement agency upon seizure.
 - 2. If at least 90 days have elapsed since the arrest of

Page 3 of 19

the owner of the property and the seizing agency has failed to locate the owner after making a diligent effort, the seized property is deemed a contraband article that is subject to forfeiture under the Florida Contraband Forfeiture Act.

- (d) The seizing agency may not use the seized property for any purpose until the rights to, interest in, and title to the seized property are perfected in accordance with the Florida Contraband Forfeiture Act. This section does not prohibit use or operation necessary for reasonable maintenance of seized property. Reasonable efforts shall be made to maintain seized property in such a manner as to minimize loss of value.
- (2) (a) Personal property may be seized at the time the property owner is arrested of the violation or subsequent to the arrest violation, if the person entitled to notice is notified at the time of the seizure or by certified mail, return receipt requested, that there is a right to an adversarial preliminary hearing after the seizure to determine whether probable cause exists to believe that such property has been or is being used in violation of a criminal law that renders the property a contraband article the Florida Contraband Forfeiture Act.

 Seizing agencies shall make a diligent effort to notify the person entitled to notice of the seizure. Notice provided by certified mail must be mailed within 5 working days after the seizure and must state that a person entitled to notice may request an adversarial preliminary hearing within 15 days after receiving such notice. When a postseizure, adversarial

preliminary hearing as provided in this section is desired, a request must be made in writing by certified mail, return receipt requested, to the seizing agency. The seizing agency shall set and notice the hearing, which must be held within 10 days after the request is received or as soon as practicable thereafter.

105

106

107

108

109

110

111

112

113

114

115

116

117

118

119

120

121

122

123

124

125

126

127

128

129

130

- (b) Real property may not be seized or restrained, other than by lis pendens, subsequent to the arrest of the owner of the property for a violation of a criminal law that renders the property a contraband article the Florida Contraband Forfeiture Act until the persons entitled to notice are afforded the opportunity to attend the preseizure adversarial preliminary hearing. A lis pendens may be obtained by any method authorized by law. Notice of the adversarial preliminary hearing shall be by certified mail, return receipt requested. The purpose of the adversarial preliminary hearing is to determine whether probable cause exists to believe that such property has been used in violation of a criminal law that renders the property a contraband article the Florida Contraband Forfeiture Act. The seizing agency shall make a diligent effort to notify any person entitled to notice of the seizure. The preseizure adversarial preliminary hearing provided herein shall be held within 10 days after of the filing of the lis pendens or as soon as practicable.
- (c) When an adversarial preliminary hearing is held, the court shall review the verified affidavit and any other

Page 5 of 19

supporting documents and take any testimony to determine whether there is probable cause to believe that the <u>owner of the property violated a criminal law that renders the property a contraband article property was used, is being used, was attempted to be used, or was intended to be used in violation of the Florida Contraband Forfeiture Act. If probable cause is established, the court shall authorize the seizure or continued seizure of the subject contraband. A copy of the findings of the court shall be provided to any person entitled to notice.</u>

- d) If the court determines that probable cause exists to believe that the owner of the property violated a criminal law that renders the property a contraband article such property was used in violation of the Florida Contraband Forfeiture Act, the court shall order the property restrained by the least restrictive means to protect against disposal, waste, or continued illegal use of such property pending disposition of the forfeiture proceeding. The court may order the claimant to post a bond or other adequate security equivalent to the value of the property.
- (6) (a) Property may not be forfeited under the Florida
 Contraband Forfeiture Act unless the seizing agency establishes
 by a preponderance of the evidence that the owner either knew,
 or should have known after a reasonable inquiry, that the
 property was being employed or was likely to be employed in
 criminal activity.
 - (a) (b) A bona fide lienholder's interest that has been

Page 6 of 19

perfected in the manner prescribed by law prior to the seizure may not be forfeited under the Florida Contraband Forfeiture Act unless the seizing agency establishes by a preponderance of the evidence that the lienholder had actual knowledge, at the time the lien was made, that the property was being employed or was likely to be employed in criminal activity. If a lienholder's interest is not subject to forfeiture under the requirements of this section, such interest shall be preserved by the court by ordering the lienholder's interest to be paid as provided in s. 932.7055.

(b) (c) Property titled or registered between husband and wife jointly by the use of the conjunctives "and," "and/or," or "or," in the manner prescribed by law prior to the seizure, may not be forfeited under the Florida Contraband Forfeiture Act unless the seizing agency establishes by a preponderance of the evidence that the coowner either knew or had reason to know, after reasonable inquiry, that such property was employed or was likely to be employed in criminal activity.

(c) (d) A vehicle that is rented or leased from a company engaged in the business of renting or leasing vehicles, which vehicle was rented or leased in the manner prescribed by law prior to the seizure, may not be forfeited under the Florida Contraband Forfeiture Act, and no fine, penalty, or administrative charge, other than reasonable and customary charges for towing and storage, shall be imposed by any governmental agency on the company which rented or leased the

vehicle, unless the seizing agency establishes by prependerance of the evidence that the renter or lessor had actual knowledge, at the time the vehicle was rented or leased, that the vehicle was being employed or was likely to be employed in criminal activity. When a vehicle that is rented or leased from a company engaged in the business of renting or leasing vehicles is seized under the Florida Contraband Forfeiture Act, upon learning the address or phone number of the company, the seizing law enforcement agency shall, as soon as practicable, inform the company that the vehicle has been seized and is available for the company to take possession upon payment of the reasonable and customary charges for towing and storage.

- Section 3. Subsections (8), (9), and (11) of section 932.704, Florida Statutes, are amended to read:
 - 932.704 Forfeiture proceedings.-

- (8) (a) Upon clear and convincing evidence that the contraband article was being used in violation of the Florida Contraband Forfeiture Act, The court shall order the seized property forfeited to the seizing law enforcement agency upon clear and convincing evidence that:
- 1. The property has been or is being used in violation of a criminal law that renders the property a contraband article.
 - 2. The claimant is the owner of the property.
- 3. The owner was prosecuted for the criminal violation that formed the basis for the forfeiture proceeding, and has:
 - a. Been placed into a pretrial intervention program;

Page 8 of 19

209	b.	Been	placed	into	а	diversion	program;
-----	----	------	--------	------	---	-----------	----------

- c. Been placed into a program for confidential informants, as defined in s. 914.28;
 - d. Entered a plea of guilty;

- e. Entered a plea of nolo contendere; or
- <u>f.</u> Been found guilty at trial, regardless of adjudication of guilt.
- (b) The final order of forfeiture by the court shall perfect in the law enforcement agency right, title, and interest in and to such property, subject only to the rights and interests of bona fide lienholders, and shall relate back to the date of seizure.
- (9) (a) When the claimant prevails at the conclusion of the forfeiture proceeding, if the seizing agency decides not to appeal, the seized property shall be released immediately to the person entitled to possession of the property as determined by the court. If the court finds that a perfected security interest applies to the property or the criminal case that formed the basis for the forfeiture proceeding was discharged by acquittal, dismissal, or nolle prosequi, the seizing agency shall return the property to the owner within 5 days thereafter Under such circumstances, the seizing agency shall not assess any towing charges, storage fees, administrative costs, or maintenance costs against the claimant with respect to the seized property or the forfeiture proceeding.
 - (b) When the claimant prevails at the conclusion of the

Page 9 of 19

235

236

237

238

239

240

241

242

243

244

245

246

247

248

249

250

251

252

253

254

255

256

257

258

259

260

forfeiture proceeding, any decision to appeal must be made by the chief administrative official of the seizing agency, or his or her designee. The trial court shall require the seizing agency to pay to the claimant the reasonable loss of value of the seized property when the claimant prevails at trial or on appeal and the seizing agency retained the seized property during the trial or appellate process. The trial court shall also require the seizing agency to pay to the claimant any loss of income directly attributed to the continued seizure of income-producing property during the trial or appellate process. If the claimant prevails under this subsection on appeal, the seizing agency shall immediately release the seized property to the person entitled to possession of the property as determined by the court, pay any cost as assessed by the court, and may not assess any towing charges, storage fees, administrative costs, or maintenance costs against the claimant with respect to the seized property or the forfeiture proceeding.

(11) (a) The Department of Law Enforcement, in consultation with the Florida Sheriffs Association and the Florida Police Chiefs Association, shall develop guidelines and training procedures to be used by state and local law enforcement agencies and state attorneys in implementing the Florida Contraband Forfeiture Act. At least annually, each state or local law enforcement agency that seizes property for the purpose of forfeiture shall periodically review such seizures of assets made by the agency's law enforcement officers, any

Page 10 of 19

settlements, and <u>any</u> forfeiture proceedings initiated by the <u>law</u> enforcement agency, to determine whether they such seizures, settlements, and forfeitures comply with the Florida Contraband Forfeiture Act and the guidelines adopted under this subsection. If the review suggests deficiencies, the state or local law enforcement agency shall promptly take action to comply with the Florida Contraband Forfeiture Act.

- $\underline{\text{(b)}}$ The determination $\underline{\text{as to}}$ of whether an agency will file a civil forfeiture action $\underline{\text{is}}$ must be the sole responsibility of the head of the agency or his or her designee.
- (c) (b) The determination as to of whether to seize currency must be made by supervisory personnel. The agency's legal counsel must be notified as soon as possible after a determination is made.
- (d) The employment, salary, promotion, or other compensation of any law enforcement officer may not be dependent on the ability of the officer to meet a quota for seizures.
- (e) A seizing agency shall adopt and implement written policies, procedures, and training to ensure compliance with all applicable legal requirements regarding seizing, maintaining, and the forfeiture of property under the Florida Contraband Forfeiture Act.
- (f) When property is seized for forfeiture, the probable cause supporting the seizure must be promptly reviewed by supervisory personnel. The seizing agency's legal counsel must be notified as soon as possible of all seizures and shall

Page 11 of 19

conduct a review to determine whether there is legal sufficiency to proceed with a forfeiture action.

- (g) Each seizing agency shall adopt and implement written policies and procedures promoting the prompt release of seized property as may be required by the act or by agency determination when there is no legitimate basis for holding seized property. To help ensure that property is not wrongfully held after seizure, each law enforcement agency must adopt written policies and procedures ensuring that all asserted claims of interest in seized property are promptly reviewed for potential validity.
- (h) The settlement of any forfeiture action must be consistent with the Florida Contraband Forfeiture Act and the policy of the seizing agency.
- (i) Law enforcement agency personnel involved in the seizure of property for forfeiture shall receive basic training and continuing education as required by the Florida Contraband Forfeiture Act. Each agency shall maintain records demonstrating each law enforcement officer's compliance with this requirement. Among other things, the training must address the legal aspects of forfeiture, including, but not limited to, search and seizure and other constitutional considerations.
- Section 4. Subsection (3) and paragraph (c) of subsection (5) of section 932.7055, Florida Statutes, are amended to read: 932.7055 Disposition of liens and forfeited property.—
 - (3) If the forfeited property is subject to a lien

Page 12 of 19

preserved by the court as provided in s. $\underline{932.703(6)(a)}$ $\underline{932.703(6)(b)}$, the agency shall:

- (a) Sell the property with the proceeds being used towards satisfaction of any liens; or
- (b) Have the lien satisfied prior to taking any action authorized by subsection (1).

(5)

- agency, that wishes to receive such funds shall apply to the sheriff or chief of police for an appropriation and its application shall be accompanied by a written certification that the moneys will be used for an authorized purpose. Such requests for expenditures shall include a statement describing anticipated recurring costs for the agency for subsequent fiscal years. An agency or organization that receives money pursuant to this subsection shall provide an accounting for such moneys and shall furnish the same reports as an agency of the county or municipality that receives public funds. Such funds may be expended in accordance with the following procedures:
- 1. Such funds may be used only for school resource officer, crime prevention, safe neighborhood, drug abuse education, or drug prevention programs or such other law enforcement purposes as the board of county commissioners or governing body of the municipality deems appropriate.
- 2. Such funds shall not be a source of revenue to meet normal operating needs of the law enforcement agency.

Page 13 of 19

thereafter, Any local law enforcement agency that acquires at least \$15,000 pursuant to the Florida Contraband Forfeiture Act within a fiscal year must expend or donate no less than 25 15 percent of such proceeds for the support or operation of any drug treatment, drug abuse education, drug prevention, crime prevention, safe neighborhood, or school resource officer program or programs program(s). The local law enforcement agency has the discretion to determine which program or programs program(s) will receive the designated proceeds.

Notwithstanding the drug abuse education, drug treatment, drug prevention, crime prevention, safe neighborhood, or school resource officer minimum expenditures or donations, the sheriff and the board of county commissioners or the chief of police and the governing body of the municipality may agree to expend or donate such funds over a period of years if the expenditure or donation of such minimum amount in any given fiscal year would exceed the needs of the county or municipality for such program or programs program(s). Nothing in this section precludes The minimum requirement for expenditure or donation of forfeiture proceeds in excess of the minimum amounts established in this subparagraph does not preclude expenditures or donations in excess of that amount herein.

Section 5. Section 932.7061, Florida Statutes, is created to read:

Page 14 of 19

365

366

367

368

369

370

371

372

373

374

375

376

377

378

379

380

381

382

383

384

385

386

387

388

389

390

932.7061 Reporting seized property for forfeiture. Every law enforcement agency shall submit an annual report to the Department of Law Enforcement indicating whether the agency has seized or forfeited property under the Florida Contraband Forfeiture Act. A law enforcement agency receiving or expending forfeited property or proceeds from the sale of forfeited property in accordance with the Florida Contraband Forfeiture Act shall submit a completed annual report by October 10 documenting the receipts and expenditures. The report shall be submitted in an electronic form, maintained by the Department of Law Enforcement in consultation with the Office of Program Policy Analysis and Government Accountability, to the entity that has budgetary authority over such agency and to the Department of Law Enforcement. The annual report must, at a minimum, specify the type, approximate value, court case number, type of offense, disposition of property received, and amount of any proceeds received or expended. The Department of Law Enforcement shall submit an annual report to the Office of Program Policy Analysis and Government Accountability compiling the information and data in the annual reports submitted by the law enforcement agencies. The annual report shall also contain a list of law enforcement agencies that have failed to meet the reporting requirements and a summary of any action taken against the noncomplying agency by the office of Chief Financial Officer.

Page 15 of 19

The law enforcement agency and the entity having

391 budgetary control over the law enforcement agency may not 392 anticipate future forfeitures or proceeds therefrom in the 393 adoption and approval of the budget for the law enforcement 394 agency. 395 Section 6. Section 932.7062, Florida Statutes, is created 396 to read: 932.7062 Penalty for noncompliance with reporting 397 398 requirements.—A seizing agency that fails to comply with the 399 reporting requirements in s. 932.7061 is subject to a civil fine 400 of \$5,000, to be determined by the Chief Financial Officer and 401 payable to the General Revenue Fund. However, such agency is not 402 subject to the fine if, within 60 days after receipt of written 403 notification from the Department of Law Enforcement of 404 noncompliance with the reporting requirements of the Florida 405 Contraband Forfeiture Act, the agency substantially complies 406 with those requirements. The Department of Law Enforcement shall 407 submit any substantial noncompliance to the office of Chief 408 Financial Officer, which shall be responsible for the 409 enforcement of this section. 410 Section 7. Paragraphs (a) and (c) of subsection (9) of section 322.34, Florida Statutes, are amended to read: 411 412 322.34 Driving while license suspended, revoked, canceled, 413 or disqualified.-(9) (a) A motor vehicle that is driven by a person under 414 415 the influence of alcohol or drugs in violation of s. 316.193 is 416 subject to seizure and forfeiture under ss. 932.701-932.7062

Page 16 of 19

932.706 and is subject to liens for recovering, towing, or storing vehicles under s. 713.78 if, at the time of the offense, the person's driver license is suspended, revoked, or canceled as a result of a prior conviction for driving under the influence.

- (c) Notwithstanding s. 932.703(1)(e) or s. 932.7055, when the seizing agency obtains a final judgment granting forfeiture of the motor vehicle under this section, 30 percent of the net proceeds from the sale of the motor vehicle shall be retained by the seizing law enforcement agency and 70 percent shall be deposited in the General Revenue Fund for use by regional workforce boards in providing transportation services for participants of the welfare transition program. In a forfeiture proceeding under this section, the court may consider the extent that the family of the owner has other public or private means of transportation.
- Section 8. Paragraph (a) of subsection (4) of section 323.001, Florida Statutes, is amended to read:
- 323.001 Wrecker operator storage facilities; vehicle holds.—
 - (4) The requirements for a written hold apply when the following conditions are present:
- (a) The officer has probable cause to believe the vehicle should be seized and forfeited under the Florida Contraband Forfeiture Act, ss. 932.701-932.7062 932.706;
 - Section 9. Paragraph (b) of subsection (3) of section

Page 17 of 19

443	328.07, Florida Statutes, is amended to read:						
444	328.07 Hull identification number required.—						
445	(3)						
446	(b) If any of the hull identification numbers required by						
447	the United States Coast Guard for a vessel manufactured after						
448	October 31, 1972, do not exist or have been altered, removed,						
449	destroyed, covered, or defaced or the real identity of the						
450	vessel cannot be determined, the vessel may be seized as						
451	contraband property by a law enforcement agency or the division,						
452	and shall be subject to forfeiture pursuant to ss. 932.701-						
453	932.7062 932.706 . Such vessel may not be sold or operated on the						
454	waters of the state unless the division receives a request from						
455	a law enforcement agency providing adequate documentation or is						
456	directed by written order of a court of competent jurisdiction						
457	to issue to the vessel a replacement hull identification number						
458	which shall thereafter be used for identification purposes. No						
459	vessel shall be forfeited under the Florida Contraband						
460	Forfeiture Act when the owner unknowingly, inadvertently, or						
461	neglectfully altered, removed, destroyed, covered, or defaced						
462	the vessel hull identification number.						
463	Section 10. Paragraph (c) of subsection (2) of section						
464	817.625, Florida Statutes, is amended to read:						
465	817.625 Use of scanning device or reencoder to defraud;						
466	penalties.—						
467	(2)						
468	(c) Any person who violates subparagraph (a)1. or						

Page 18 of 19

subparagraph (a)2. shall also be subject to the provisions of ss. $932.701-\underline{932.7062}$ $\underline{932.706}$.

Section 11. This act shall take effect July 1, 2016.

Page 19 of 19