



Fiscal Impact Statement for Proposed Legislation

Virginia Criminal Sentencing Commission

House Bill No. 1781 (Patron – Filler-Corn)

LD#: 13103503

Date: 1/7/2013

Topic: Financial exploitation of incapacitated adults

Fiscal Impact Summary:

- **State Adult Correctional Facilities:**
\$50,000 *
- **Local Adult Correctional Facilities:**
Cannot be determined
- **Adult Community Corrections Programs:**
Cannot be determined

- **Juvenile Correctional Centers:**
Cannot be determined
- **Juvenile Detention Facilities:**
Cannot be determined

* The estimated amount of the necessary appropriation cannot be determined for periods of imprisonment in state adult correctional facilities; therefore, Chapter 3 of the Acts of Assembly of 2012, Special Session I, requires the Virginia Criminal Sentencing Commission to assign a minimum fiscal impact of \$50,000.

Summary of Proposed Legislation:

The proposal adds §§ 18.2-178.1 and 19.2-386.35, regarding the financial exploitation of incapacitated adults, to the *Code of Virginia*. The proposed § 18.2-178.1 provides that it is a felony to knowingly, without legal justification, by deception, intimidation, undue influence, coercion, harassment, duress, or misrepresentation, use, obtain, convert, or take control of an incapacitated adult's property or financial resources with the intent to permanently deprive the victim thereof. This offense would be punishable by one to twenty years of imprisonment and a fine of not more than \$2,500. If the violation is committed by a caregiver or a person in a position of trust, it is a Class 3 felony. The proposed § 18.2-178.1 also defines the terms "caregiver," "financial resources," "position of trust," "property," "undue influence," and "incapacitated adult." The proposal overlaps with many existing felony property crimes, including grand larceny (§ 18.2-95), obtaining money or property by false pretenses (§ 18.2-178), forging and uttering (§ 18.2-172), and identity theft (§ 18.2-186.3).

The proposed § 19.2-386.35 provides for the lawful seizure by a law-enforcement officer and forfeiture to the Commonwealth of property used in connection with the financial exploitation of incapacitated adults.

Analysis:

The number of offenses committed against incapacitated adults, as defined in the proposal, is not known. However, the Incident-Based Reporting (IBR) Repository System maintained by the Virginia State Police is designed to capture the age of victim for incidents that are reported to police. According to 2010 and 2011 IBR data, there were 1,954 arrests for property/fraud crimes committed against victims who were 70 years of age or older (see table below). Approximately 62% of these arrests were associated with

incidents involving monetary or property loss valued at \$200 or more, which could make the offender subject to felony prosecution. Data are not sufficiently detailed to determine how many of these victims would be considered incapacitated adults under the proposal or how many incidents involve younger victims who would meet the criteria for being an incapacitated adult.

**Arrests Associated with Incidents Reported to Police
Involving Victims 70 Years of Age or Older**

	2010	2011
Arrests for Property/Fraud Crimes		
Monetary/property loss not specified	66	74
Monetary/property loss valued at \$200 or more	625	577
Monetary/property loss valued at less than \$200	321	291
Total	1,012	942

Property/fraud crimes include burglary, larceny, motor vehicle theft, stolen property, fraud, forgery, embezzlement, extortion/blackmail, arson, and vandalism.

Source: Electronic criminal incident reports submitted to the Incident-Based Reporting (IBR) Repository System administered by the Virginia State Police as analyzed by the Department of Criminal Justice Services Research Center

Impact of Proposed Legislation:

State adult correctional facilities. By creating new felony offenses associated with certain property crimes when the victim is an incapacitated adult and providing for enhanced penalties when the offender is a caregiver or a person in a position of trust, the proposal may increase the future state-responsible (prison) bed space needs of the Commonwealth. However, the databases available to the Commission do not contain sufficient detail to estimate the number of convictions that may be affected by the proposal or how many offenders may receive lengthier sentences as a result. Therefore, the magnitude of the impact cannot be quantified.

Local adult correctional facilities. The proposal could also affect the local-responsible (jail) bed space needs of the Commonwealth. However, the magnitude of the impact cannot be determined.

Adult community corrections programs. The net impact of the proposal on community corrections resources cannot be determined.

Virginia's sentencing guidelines. Because the proposal defines new felony offenses, convictions under the proposed § 18.2-178.1 would not be covered by the sentencing guidelines as the primary, or most serious, offense. Such a conviction, however, could augment the guidelines recommendation if the most serious offense at sentencing is covered by the guidelines. No adjustment to the guidelines is necessary under the proposal.

Juvenile correctional centers. The Department of Juvenile Justice reports that, while this proposal could cause an increase in commitments, the impact of this proposal on bed space for juvenile correctional centers cannot be determined.

Juvenile detention facilities. The Department of Juvenile Justice reports that this proposal's impact on juvenile detention center bed space needs cannot be determined.

Pursuant to § 30-19.1:4, the estimated amount of the necessary appropriation cannot be determined for periods of imprisonment in state adult correctional facilities; therefore, Chapter 3 of the Acts of Assembly of 2012, Special Session I, requires the Virginia Criminal Sentencing Commission to assign a minimum fiscal impact of \$50,000.

Pursuant to § 30-19.1:4, the estimated amount of the necessary appropriation cannot be determined for periods of commitment to the custody of the Department of Juvenile Justice.

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