

Forfeited Asset Sharing Program MANUAL



Virginia Department of Criminal Justice Services
www.dcjs.virginia.gov

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I. THE FORFEITED ASSET SHARING PROGRAM

The Virginia Constitution requires all property accruing to the Commonwealth by forfeiture to be paid into a separate, permanent and perpetual school fund known as the Literary Fund. Va. Const. art. VIII, § 8. The Virginia Constitution also allows the General Assembly to enact general laws exempting payment into the Literary Fund for “the proceeds from the sale of all property seized and forfeited to the Commonwealth for a violation of the criminal laws of this Commonwealth proscribing the manufacture, sale or distribution of a controlled substance or marijuana.” In 1991 the General Assembly enacted such a law, now codified in Title 19.2, Chapter 22.1, § 19.2-386.22 of the *Code of Virginia*, exempting payment into the Literary Fund of forfeitures obtained by law-enforcement agencies seizing property used in the substantial connection of illegal distribution or sale of controlled substances or marijuana. Drug dealers purchase assets with drug profits or hide drug profits in various bank accounts and in legitimate businesses, and Virginia’s asset forfeiture law provides law-enforcement agencies with an important tool to recover the assets or profits resulting from the dealer’s illegal activities.

There are no restrictions as to the types of property that may be seized. According to the *Code of Virginia*, § 19.2-386.22, *all money and property* used in substantial connection with the manufacture, sale, or distribution of controlled substances or marijuana can be seized by a law-enforcement agency. Also, anything of value furnished or intended to be furnished in exchange for controlled substances or marijuana is subject to seizure. Further, all money and property, real or personal, traceable to an exchange, including any interest or profits derived from the investment of such money or property, can be seized. Commonly seized items include cash, vehicles, cellular phones, televisions, handguns, and jewelry. As long as an item can be substantially connected to the illegal manufacture, sale, or distribution of controlled substances or marijuana, it can be seized. The only exception to this is real estate, which cannot be seized unless the violation carries a minimum five-year sentence. An item can be seized any time within three years after the discovery of the last act providing grounds for the seizure. In other words, a law-enforcement agency can arrest a drug dealer today and have up to three years to investigate their financial dealings and property holdings to determine what is linked to the drug activity.

Before an item is actually seized, the law-enforcement agency should consider whether the agency has the resources to manage the property; the value of the property; and the impact on the violator. Simply stated, is it worth the time, effort, and money to seize the asset? There may be situations when a seizure, although completely within the scope of the law, would not be practical or profitable to pursue. Examples of these types of situations include vehicles owned by innocent parties, vehicles for which the cost to sell would exceed the value of the vehicle, real property that is heavily mortgaged, or a small amount of assets from a juvenile.

Once an item is seized, the law-enforcement agency must decide whether it would like to pursue forfeiture under Virginia’s Forfeited Asset Sharing Program (FASP) or under federal statutes. There are several advantages to using Virginia’s program:

- The jurisdiction(s) sharing in the forfeiture will receive a high percentage of the proceeds. Virginia law requires 90% of all proceeds to be returned to the jurisdiction(s) that participated in the seizure (under federal law, the minimum federal share is 20%).
- FASP regulations direct the Commonwealth to return the full 90%, regardless of agency size or size of the jurisdiction.
- Once seized assets have been forfeited and the appropriate paperwork is filed with the Virginia Department of Criminal Justice Services (DCJS), the Commonwealth is obligated under the Prompt Payment Act, § 2.2-3437 et seq. of the *Code of Virginia*, to return the local share of the proceeds within 30 days. In contrast, the turnaround time for federal forfeitures is three to six months, sometimes longer.

- DCJS will process all seizures valued \$500.00 and greater. All seizures valued under \$500.00 can be kept by the locality. This minimum amount also applies to the value of all miscellaneous assets such as cellular phones, pagers, scales, small electronics, etc. The federal forfeiture program has minimum thresholds that exceed the state limits.

It is possible for a law-enforcement agency to report seized items to both the state and federal programs. For example, an agency may seize cash, vehicles, jewelry, and pagers under the state law and on the same case seize a horse farm under the federal statute. In this case, it is actually to the law-enforcement agency's advantage to split the reporting of the seized items because they can rely on the U.S. Marshals Service to care for the farm until completion of the forfeiture process.

All other non-drug-related seizures made pursuant to Title 19.2, Chapter 22.1, should not be reported to DCJS. Questions regarding seizure procedures and payment into the Literary Fund should be addressed to their localities and Commonwealth's attorneys.

Seizures under federal statute should not be reported to DCJS. Questions regarding federal asset forfeiture can be answered by referring to the "Guide to Equitable Sharing for State, Local, and Tribal Law Enforcement Agencies," U.S. Department of Justice and U.S. Department of Treasury, 2018.

II. HOW TO REPORT A SEIZURE

After property has been seized, the law-enforcement agency's first step is to immediately notify their Commonwealth's attorney in writing. According to § 19.2-386.3 of the *Code of Virginia*, the Commonwealth's attorney, on behalf of the seizing agency, shall file a Notice of Seizure for Forfeiture (Notice) with the clerk of the circuit court within 21 days of the written notification from the seizing agency. This Notice must describe the seized property, the grounds for seizure, the date of seizure, and all known owners and lienholders of record. The clerk must then mail the Notice to the last known address of all identified owners and lienholders. Law-enforcement officers should inquire with their Commonwealth's attorney for their preferred process for notifying them of any forfeiture.

Law-enforcement agencies must also promptly notify DCJS that certain property has been seized through DCJS Form 998, the Asset Seizure Reporting Form. Often, Commonwealth's attorneys require a copy of DCJS Form 998 before continuing the process with the clerk of the circuit court. DCJS Form 998 must be filed by the seizing agency within 21 days of seizure.

Form 998 should be completed through the FASP website. New users can submit their registration with their email and password at <https://fasp.dcjs.virginia.gov>. A Registration Form signed by their agency head must also be submitted to DCJS staff to gain access to the online system. This form is available in the training document on the FASP website: <https://www.dcjs.virginia.gov/forfeited-asset-sharing-program>. Contact FASP staff for any questions about this form.

Signed registration forms must be mailed or emailed to:

**Virginia Department of Criminal Justice Services
Forfeited Asset Sharing Program
1100 Bank Street, 12th Floor
Richmond, VA 23219
Email: fasp@dcjs.virginia.gov**

New users in the FASP database will receive notification their registration has been approved via email.

It is important to include all participating agencies on the DCJS Form 998 if there is a joint seizure. In most cases, the Commonwealth's attorney having jurisdiction has an agreement to receive a share and should be included in a joint seizure. It is also important to indicate if the Virginia State Police is involved, as their report and payment are different from local agencies.

Information on subjects or on the case may be added in the comments section. For each seized asset, the form provides space to list the address of the person from whom the asset was seized as well as lienholder information.

Once a Form 998 is submitted by a law-enforcement agency, DCJS will assign a number to the form and notify the law-enforcement agency via email. Submitting agencies will receive a second email indicating whether a particular Form 998 submission has been "accepted" or "rejected". Common reasons for rejection are no Commonwealth's attorney listed for sharing, incorrect jurisdictions included, or seized asset(s) not listed. In the event a law-enforcement agency's Form 998 is rejected, correction(s) should be made by editing and resubmitting the original Form 998. Submitting agencies should not create and submit a new Form 998 since this will assign a new DCJS number to the forfeiture and cause case duplication in the FASP system.

III. INFORMATION FILING AND THE COURT PROCESS

Within 90 days of the seizure, or at the same time as the filing of the Notice, the Commonwealth's Attorney must file an Information with the circuit court. This Information initiates the civil forfeiture process. The Information must list all known owners and lienholders; specifically describe the seized property; set forth the grounds for forfeiture; ask that the property be sold or otherwise disposed of; and ask that all interested parties be notified to appear and show cause why such property should not be forfeited to the state. ***If an Information is not filed within this ninety-day time period, the property must be released to the owner or lienholder.***

Within 30 days of receiving the Notice and Information, the owner and/or lienholder must file, under oath, an answer to the Information. Any defendant in the forfeiture case must outline their claim, their right to the ownership or interest in the property, and the reason(s) why forfeiture should not take place and any exemption that might apply. If the owner and/or lienholder does not file an answer to the Information, they are in default. Default simply means that the owner does not wish to contest the forfeiture. In these cases, the court can rule on the method of disposal of the forfeited item(s). If the law-enforcement agency requests that the property be returned "in-kind" for law-enforcement use, the court may rule on that request. Once the court orders the property forfeited, the law-enforcement agency then begins the steps necessary to report the forfeiture to DCJS.

In some cases, the owner of the seized items will oppose the forfeiture. In these instances, a civil trial date will be set. Pursuant to § 19.2-386.1 of the *Code of Virginia*, the civil forfeiture action must be stayed pending the outcome of the associated criminal case. Property seized must be returned to the owner or person in whose custody the property was found if such owner or person is not found guilty in the criminal case, unless the forfeiture is made pursuant to a plea agreement or such owner or person does not request the return of the property in writing within 21 days from the termination of the stay of the forfeiture action.

This delay should not deter law-enforcement officers from pursuing forfeiture actions. Again, once the court has ruled on the matter and the necessary papers are filed with DCJS, the Commonwealth is bound by the Prompt Payment Act to return the appropriate share to the localities within 30 days.

After the court rules on a forfeiture case, the next step is to report the forfeiture to DCJS.

IV. FILING PROCEEDS REPORT WITH DCJS FOLLOWING FORFEITURE

Upon adjudication of the civil forfeiture case and the completion of all court-ordered instructions, the seizing agency must file certain required documents with DCJS for the use of the forfeited property or money. The required documents include the Seized Property Disposition Sharing Decision Form (DCJS Form 999). Information from the Form 998 will carry over to the Form 999 in the FASP system.

Allowable deductions and additions to the forfeiture amount are entered online. Agencies must attach proof of sale and copies of bills to closing paperwork. These costs can be deducted from the total amount sent to DCJS. For example, if a vehicle is seized, towed, stored, forfeited, and eventually sold, the seizing agency can deduct the costs of those actions from any proceeds before the remaining amount is sent to DCJS. Receipts for such expenses must be submitted to DCJS. *Guardian Ad Litem* fees or money ordered to be returned to an owner must be fulfilled by the issuing agency *before* funds are sent to DCJS.

Form 999 must be printed out and signed before sending to DCJS with appropriate documents, including all relevant court orders.

A check for proceeds in the amount of all forfeited cash that matches the court order must be mailed with the signed Form 999.

“Proceeds” means actual cash forfeited, and the cash value returned from the sale of forfeited property.

Proceeds includes property that may have been returned in-kind and sold within one year or less from the date of court-ordered forfeiture for a value of \$500.00 or more.

Property Returned In-Kind:

Law-enforcement agencies are permitted to choose the proper disposition for the return of “in-kind property” (when applicable). “In-kind” return means the property can be used by the agency to further promote law enforcement. Use of this property reduces the cost of new purchases.

In most cases DCJS will provide an in-kind letter and a Department of Motor Vehicles letter if a vehicle is forfeited and requested “in-kind.”

Sale of forfeited property must be by public sale or other commercially feasible means, which may include a bidding process on an internet site.

Notes on Virtual Currency:

Virtual currency (Bitcoin, Litecoin, etc.) must be converted to cash after court forfeiture in the manner specified in the court order, and proceeds submitted to DCJS for disbursement. Pursuant to § 19.2-386.12 of the *Code of Virginia*, the court may authorize in the order of forfeiture any “other commercially feasible means” for converting virtual currency to cash. Agencies are encouraged to determine their own feasible means to convert virtual currency based on availability in their jurisdiction (virtual currency ATMs, online exchanges, etc.) and ask the Commonwealth’s Attorney to include the means in the court order. Upon submission of funds to DCJS, agencies must include a copy of the receipts indicating the virtual currency amount (which must match the court order), the currency in U.S. dollars (USD), the means of conversion, and any fees associated with the conversion.

Law-enforcement agencies should establish an internal policy and procedures specifying how to hold and convert virtual currency to currency in USD for forfeiture.

The following example illustrates a typical entry on a Form 999. In this example, the proceeds from the sale of the forfeited vehicle would be calculated by taking the sale price of the car (\$8,000) and deducting the total costs incurred (\$1,375). A check for the amount of \$6,625 would then be sent to DCJS for disbursal.

Only those costs incurred during the management of the seized property can be deducted. **Costs incurred during the investigation and arrest of the property owner cannot be deducted.** Further, the Forfeited Asset Sharing Program does not allow for deductions for storage in the law-enforcement agency's property or evidence rooms or departmental storage lots. DCJS will not be involved in the storage or management of the assets seized for forfeiture. Seizing agencies may need to set aside funds to compensate storage lots and other vendors until final disposition allows for the sale of the property.

In cases where costs have been incurred on a seized item and the item was not forfeited, the law-enforcement agency can petition the Commonwealth's Criminal Fund for reimbursement. Seizing agencies can also petition the Criminal Fund in the case where the costs incurred exceed the proceeds from the sale of the forfeited property.

Any proceeds for forfeited property sold *after* one year from the date of the court-ordered forfeiture may be retained by the seizing agency and distributed among the sharing agencies. When the in-kind property is sold, the seizing agency is required to notify DCJS and submit a new Form 999 so DCJS can close that asset.

A copy of any special sharing agreement arranged by the participating agencies and offices should be provided to FASP staff to ensure disbursements are properly made. The Form 999 must include sharing percentages that equal 100 percent of the proceeds. Once the required paperwork is received to disburse forfeited funds, the funds will be released to all agencies included in the share that are certified in FASP. DCJS will email (mail if requested) a copy of each agency's share and case information after a distribution is keyed into all DCJS databases and entered for payment in the state accounting system. It is imperative to inform DCJS of personnel changes so the key individuals needing disbursement information receive these emails.

Send all closing documents (signed Form 999, check, court order, expense documentation, bills of sale, etc.) to:

**Virginia Department of Criminal Justice Services
Forfeited Asset Sharing Program
1100 Bank Street, 12th Floor
Richmond, VA 23219**

Again, training and a user guide are available at <https://www.dcjs.virginia.gov/forfeited-asset-sharing-program>. These documents provide step-by-step instructions.

V. SHARING AGREEMENTS

Drug investigations are often conducted by two or more law-enforcement agencies through a task force. When items are seized for forfeiture as a result of the investigations, the participating agencies will share in the proceeds. In many cases, only cash is seized, or the agreement among the task force agencies may be that all forfeited property will be reduced to cash and a percentage of the cash disbursed to each agency. For example, if there are five agencies in a task force, the proceeds could be divided equally among the agencies, each one receiving 20% of the proceeds.

However, if one or more items forfeited is to be returned in-kind to one of the participating agencies, an agreement will need to be worked out by the head law-enforcement officers of each department. This can be illustrated through the following hypothetical example:

Three agencies participate in an investigation that results in the seizure and forfeiture of \$5,000.00 in U.S. currency and a 2010 Toyota 4-Runner. One of the participating agencies would like the car returned in-kind, but the other two agencies want equitable compensation. An agreement could be made that would allow one agency to have the car returned in-kind and, in doing so, release its claim to the forfeited cash. The cash would then be divided between the other two agencies. DCJS would need written authorization confirming this agreement.

When an agreement is reached by participating agencies on the percentage of the proceeds that will be returned, DCJS will honor those agreements. Distributions need not be divided equally among the participants; however, all participants must agree on them. Once a task force has been formed and a sharing agreement for forfeited assets has been signed, the task force *must* send a copy of the signed agreement to DCJS. DCJS keeps a file of task force agreements on hand, and refers to them quite often. Newly formed task forces must submit a copy of their signed sharing agreement when sending the Form 999, court order, and check for proceeds to DCJS.

Many law-enforcement agencies have a signed sharing agreement with their Commonwealth's Attorney. A copy of these agreements should also be submitted to DCJS staff.

VI. HOW TO SET UP ACCOUNTS TO RECEIVE STATE ASSET FORFEITURE MONEY

Section 19.2-386.14 (B) of the *Code of Virginia* states, “the Department (DCJS) shall distribute each share directly to the appropriate treasury of the participating agency.” According to the Auditor of Public Accounts, the following procedures represent both best accounting practices and sound internal controls.

Law-enforcement agencies should establish a separate revenue account/accounting code/fund through their local treasurer's office for the proceeds from DCJS, Forfeited Asset Sharing Program. If applicable, this account may also receive any interest income generated by the funds. This account will be solely for the use of sharing proceeds. Any funds distributed by DCJS to a task force should also go through a government locality or state agency.

The account must also be separate from that in which federal funds or restitution money (unless for repayment of buy money or other reason) may be received. Federal and state funds cannot be comingled.

The payment information should be matched with cases and maintained in a filing system which would allow auditors to inspect asset forfeiture files if requested by DCJS.

In order to be certified with DCJS to receive funds, law-enforcement agencies in Virginia must file an annual certification report and sharing agreement with DCJS. The report is due by September 30th of each year. The reporting period is July 1 to June 30, which is the state fiscal year and not calendar year.

The Virginia Annual Certification Report and Sharing Agreement and instructions can be found at www.dcjs.virginia.gov/forfeited-asset-sharing-program/forms. The report must be sent to DCJS with original signatures and the report must balance with the locality's treasury.

Law-enforcement agencies should also establish an internal procedure to recommend expenditures from the revenue account. In many small agencies, the chief of police or sheriff determines the purposes for which the funds are used. In larger agencies, committees have been formed to recommend expenditures to the agency head. The agency head must authorize all expenditures from the state revenue sharing account.

Further, law-enforcement agencies should establish an internal procedure to track tangible property placed into official use for law-enforcement purposes. All proceeds from the sale of such property must be deposited into the agency's State Asset Forfeiture account held with the local treasurer's office. Agencies should obtain approval for expenditures from their governing body, such as town council or city manager's office, if appropriate.

Upon final approval, law-enforcement agencies should issue contracts or purchase orders to formally disburse deposited assets for goods and services. Agencies should deduct expenditures from the account balance and maintain a record of all expenditures from the revenue account/accounting code/fund. These expenditures must be in accordance with the FASP Manual and all required procurement procedures the locality requires.

VII. USES OF EQUITABLY SHARED PROPERTY

According to § 19.2-386.14 (D) of the *Code of Virginia*, "all forfeited property, including its proceeds or cash equivalent, received by a participating state or local agency pursuant to this section shall be used to promote law enforcement, which may include expenditures to strengthen relationships between the community and law enforcement, encourage goodwill between the community and law enforcement, or promote cooperation with law enforcement, but shall not be used to supplant existing programs or funds." For the sake of consistency, Virginia has chosen to adopt certain aspects of the federal guidelines.

A. General Guidance Concerning Use

1. **Equitably Shared Property Should Not be Anticipated** — Law-enforcement agencies should not "spend it before they get it" or anticipate receipts because:
 - a. the completion of the forfeiture is uncertain;
 - b. the amount of the sharing that will ultimately be approved is also uncertain; and
 - c. net proceeds have not been determined.
2. **Increase and Not Replace (Supplement vs. Supplant)** — Sharing must be used to *increase* or *supplement* the resources of the receiving state or local law-enforcement agency. Shared resources **shall not be used** to replace, or *supplant*, the resources of the recipient. In determining whether the sharing increased or supplemented the receiving agency, the **total law-enforcement budget will be considered** as opposed to any particular item or items within the budget. In other words, the receiving law-enforcement agency's aggregate budget must benefit directly from the sharing. If, for example, a police department receives \$100,000 in equitable sharing, only to

have its budget cut \$100,000 by the city council, the police department has received no direct benefit whatsoever. Rather, the city as a whole has received the benefit of the equitable sharing.

3. **Use of Interest Income** — Interest on forfeited cash or proceeds is subject to the same restrictions as the shared cash or proceeds.
4. **Prohibited Sharing** — Forfeited firearms may not be shared with foreign countries or state or local law-enforcement agencies. The law-enforcement agency that will take custody of forfeited firearms should be named in the Order of Forfeiture.
5. DCJS will withhold funds from state and local law-enforcement agencies for the following reasons: (1) if the governing body of the locality directs expenditures of shared assets; (2) if DCJS determines there is misuse of asset forfeiture funds; (3) if the Annual Report required by September 30th of each year is not submitted by that date. Funds will remain withheld until the non-compliant situation is rectified.
6. Asset forfeiture funds must be used in a reasonable and necessary manner and not create the appearance of waste or extravagance.
7. The ability of a person employed by a seizing agency to purchase a forfeited asset seized by such agency is governed by the provisions of the State and Local Government Conflict of Interests Act (*Code of Virginia* § 2.2-3100 et seq.) and, under certain circumstances, any such purchase by the employee or a member of the employee's immediate family may be prohibited by the Act. Before any such purchase is made, an employee should seek advice from the seizing agency's counsel.
8. Periodically a civil forfeiture order is reversed on appeal or amended due to some circumstance. In these cases, DCJS will recall all asset forfeiture funds from the sharing agencies. The seizing agency will receive a refund of the total amount submitted, and will then re-submit the Form 999 with the new court order and check if necessary for sharing.
9. Upon sale of an item purchased with forfeiture funds, the proceeds are to be returned to the forfeiture account.
10. The agency head must authorize all expenditures from the state revenue sharing account.

B. Uses of Shared Cash or Proceeds of Forfeited Property

1. **Permissible Uses:** Subject to laws, rules, regulations, and orders of the state or local jurisdiction governing the use of public funds available for law-enforcement purposes, the following expenses are pre-approved as permissible uses of shared funds and property. This list of expenses is not intended to be all-inclusive.
 - a. **Activities Calculated to Enhance Future Investigations** — The support of investigations and operations that may result in further seizures and forfeitures, e.g., payments to informants; “buy,” “flash,” or reward money; and the purchase of evidence.
 - b. **Law-Enforcement Training** — The training of investigators, prosecutors, and law-enforcement support personnel in any area that is necessary to perform official law-enforcement duties. Some examples of such training are the following: (1) asset forfeiture in general (statutory requirements, policies, procedures, case law); (2) the Fourth Amendment (search and seizure, probable cause, drafting affidavits, confidential informant reliability); (3) ethics and the National Code of Professional Conduct for Asset Forfeiture; (4) due process rights; (5) protecting the rights of innocent third-parties (individuals and lienholders); (6) use of computers or other equipment used in or in support of law-enforcement duties; and (7) any other training required for an employee's regular duties. This includes training and conference fees, speaker fees, or other costs to produce curricula for training. **The payment of college tuition, hospitality suites at conferences, and other indirect training expenses using asset forfeiture funds is not allowed.**

- c. **Law-Enforcement Equipment and Operations** — The purchase of body armor, firearms, radios, cellular telephones, office supplies, computer equipment, software to be used in support of law-enforcement purposes, vehicles (e.g., patrol vehicles, surveillance vehicles), electronic surveillance equipment, or uniforms; leasing of office and other space; utility costs; recruitment and advertising costs; agency accreditation or agency membership dues (payment of dues for individuals is impermissible); and leasing or purchase of other types of equipment that support law-enforcement activities. Forensic labs and equipment and related training and certification expenses are permissible.
- d. **Detention Facilities** — The costs associated with construction, expansion, improvement, or operation of detention facilities managed by the recipient agency.
- e. **Law-Enforcement Facilities and Equipment** — The costs associated with basic and necessary facilities to perform official law-enforcement duties, including their construction, updating, remodeling, furniture, safes, file cabinets, telecommunications equipment, etc. Costs related to construction and remodeling are only permissible if the law-enforcement agency or locality owns the property.
- f. **Drug Education and Awareness Programs** — The costs associated with conducting drug education and awareness programs by law-enforcement agencies.
- g. **Pro Rata Funding** — The costs associated with supporting multi-agency items or facilities. **Example:** A town purchases a new computerized payroll system, and the police department payroll represents 20% of the total use of the payroll system. The police department may use shared money to fund its pro rata share (20%) of the operating and maintenance expenses of the system.
- h. **Joint Law-Enforcement and Public Safety Operations** — Costs associated with purchasing equipment and/or providing operations to be used jointly by law-enforcement and public safety agencies. Examples: dispatch center, defibrillators, boats and diving equipment used for enforcement and search and rescue, emergency operations center, etc. Equipment to be used by non-law enforcement personnel *only*, such as fire and EMS vehicles, is not included.
- i. **Asset Accounting and Tracking** — The costs associated with the accounting, auditing, and tracking of revenues and expenditures of equitable shared cash, proceeds, and tangible property.
- j. **Salaries** — Many of the costs of the activities described above could entail the payment of salaries of the personnel involved. Due to the extreme sensitivity of asset forfeiture work, **the payment of salaries of sworn law-enforcement officers** is limited to the following categories:
 - 1) Overtime.
 - 2) The first year's salaries *only* for new law-enforcement officers that supplement the workforce.
 - 3) Salaries of officers assigned to non-traditional positions in approved specialized programs, which do not generally involve traditional law-enforcement functions. Example: DARE program officers.
 - 4) Salaries of sworn law-enforcement officers hired to replace officers assigned to a federal task force. A law-enforcement agency may expend equitably shared funds to pay the salaries of replacement officers for the life of the task force and up to six months after the task force has disbanded.
- k. Payments expressly authorized by law, such as the Community Oriented Policing Services (COPS) program established by the Violent Crime Control and Law Enforcement Act of 1994, which expressly permits state and local law-enforcement agencies to use equitably shared asset forfeiture funds to meet the local match requirements of that program.
- l. **Contracts for Services** — Payment for a contracted service that supports law enforcement is permitted. Examples include: expert witnesses, translation and language assistance services, auditor of state asset forfeiture funds, grant writer, etc. Payment on these contracts based on a percentage of the forfeitures is not allowed. Contracts for law-enforcement functions are *not* allowed, such as hiring an investigator, attorney, or other civilian personnel to perform tasks typically or previously performed by agency or jurisdiction personnel.

- m. **Law-Enforcement Travel and Per Diem Allocations** — Costs associated with travel and transportation to perform or in support of law-enforcement duties and activities. All related costs must be in accordance with the jurisdiction’s per diem policy and must not create the appearance of extravagance or impropriety.
- n. **Purchase of Food and Beverages** — Asset forfeiture funds may be used to pay for food and beverages (non-alcoholic) during training (see above), for officers during undercover operations, or while involved in local emergency operations.
- o. **Law-Enforcement Awards and Memorials** — Costs associated with the purchase of plaques, certificates, and challenge coins for law-enforcement personnel in recognition of a law-enforcement achievement, activity, or training. Asset forfeiture funds may not be used to pay awards in the form of cash or cash equivalents or stored value cards. Shared funds may be used to pay the costs for commemorative plaques, displays, or memorials on law-enforcement property that serve to recognize or memorialize a law-enforcement officer’s contributions, such as a memorial plaque or stone in honor of an agency’s officers killed in the line of duty. The plaque, display, or memorial must not create the appearance of extravagance.
- p. **Matching Grants** — Costs for an agency’s matching contribution or share in a state or federal grant program for items other than salaries are allowed.
- q. **Support of Community-Based Organizations** — Transfers of shared funds from a state or local law-enforcement agency to community-based non-profit organizations (501(c)(3) or (4)) whose stated missions are supportive of and consistent with a law-enforcement effort, policy, and/or initiative. An agency may expend up to a total of \$25,000 annually to transfer to such organizations. Examples include a drug treatment facility, job skills program, or a youth program featuring drug and crime prevention education.
- r. **Expenditures to strengthen relationships between the community and law enforcement** — Expenditures intended to strengthen relationships between the community and law enforcement, encourage goodwill between the community and law enforcement, or promote cooperation with law enforcement are permitted. Expenditures may be in any amount. Examples include sponsorships of charitable events which benefit the community or a charitable organization, donations to community organizations, and the purchase of fixed assets for use in the community, such as streetlights or speed bumps. Law-enforcement agencies must be recognized for the contribution, not individual office holders. Law-enforcement agencies with expenditures of this type must submit a memorandum of explanation with the FASP Annual Report detailing how the expenditure complies with this section.

Again, the above expenses are not meant to be all-inclusive.

2. Impermissible Uses:

- a. **Uses of Forfeited Property by Non-Law Enforcement Personnel** — Use of a shared vehicle or other forfeited tangible property by civilian personnel for non-law enforcement business is not permitted. The agency must be a participant in the sharing program to receive shared vehicles or other forfeited property.
- b. **Payment of Non-Law-Enforcement Expenses** — For example, shared funds may be used to pay the expenses for drug testing of law-enforcement personnel, but may not be used for the testing of all municipal employees.
- c. **Uses Contrary to the Laws of the State or Local Jurisdiction** — Shared funds may not be used for any purpose that would constitute an improper use of state or local law-enforcement funds under the laws, rules, regulations, and orders of the state or local jurisdiction of which the agency is a part, including the Virginia Public Procurement Act and any local procurement rule or policy.
- d. **Non-Official Government Use of Shared Assets** — Any use that creates the appearance that shared funds are being used for political or personal purposes is not permitted.
- e. **Creation of Endowments or Scholarships** — Asset forfeiture funds may not be used to create or establish endowments or scholarships.

- f. **Costs Related to Lawsuits** — Asset forfeiture funds may not be used to pay attorney fees, settlement payments, or any other related costs of lawsuits involving the agency or governing body or their employees.

VIII. DISPUTED DISTRIBUTIONS

An underlying goal of FASP is to increase the cooperative efforts among the various law-enforcement agencies throughout the Commonwealth. Investigations that deal specifically with controlled substances at the onset could very possibly expand into burglary, robbery, and homicide. Very often, as a result of monetary rewards provided by diverse markets, drug dealers will establish links in several jurisdictions. Neighboring jurisdictions often find themselves working cases on the same individuals, for similar crimes.

As of June 2020, there are over 50 ongoing narcotics task force operations in the Commonwealth. At any given time, however, two or more law-enforcement agencies may enter into a short-term arrangement to investigate, conduct a raid, or seize property for forfeiture in drug trafficking. Agencies involved almost always cooperate on the sharing of the seized and forfeited property, whether the cooperation occurs through a formal task force or an impromptu arrangement. Unfortunately, a dispute over the forfeited proceeds can arise. The Criminal Justice Services Board (CJSB) has developed a plan to handle such disputes. The CJSB's Rules and Regulations for the Forfeited Asset Sharing Program are outlined in Appendix E; § 7C and D discuss disputed distributions.

Any law-enforcement agency that has established, or wishes to establish, a claim for a share of the forfeited proceeds, and cannot reach an agreement on the disbursement of the proceeds with the other agency or agencies involved, may petition the CJSB for a proportional share. This petition must be on agency letterhead and must outline how the disputing agency feels the proceeds should be disbursed. The petition must be filed with DCJS within 21 days of the entry of the court forfeiture order. DCJS will then distribute copies of the petition to the other participating agencies, who then have 14 days to respond to the petition. Once the responses have been received, DCJS will prepare a decision package for the Forfeited Assets Distribution Committee (FADC). The FADC is comprised of members of the CJSB. The Chairperson of the FADC will arrange a hearing on the dispute. The hearing will be held within 45 days of the receipt of the petition.

The FADC will base its decision on several factors: the petitioner's role in the investigation which led to the seizure and eventual forfeiture, the petitioner's contribution to the prosecution, and how other forfeited assets (if any) were distributed. The FADC will then decide how the proceeds are to be disbursed. All agencies involved in the dispute have the right to appeal the decision to the full CJSB. The appeal must be filed with DCJS within 10 days of the FADC decision. Any appeals of the FADC decision will be heard at the next regularly scheduled CJSB meeting. The CJSB decision will be final.

Law-enforcement agencies are encouraged to make sharing decisions prior to the court forfeiture action. A sample agreement is found in Appendix F. Ideally, through planning and cooperation, these disputes can be avoided.

IX. SUMMARY

The FASP is the administrative process that enables local law-enforcement agencies to utilize Virginia's drug asset forfeiture law. Neither the law nor the program is designed as a money-making venture, but rather as tools to be used in combatting illegal drug trafficking.

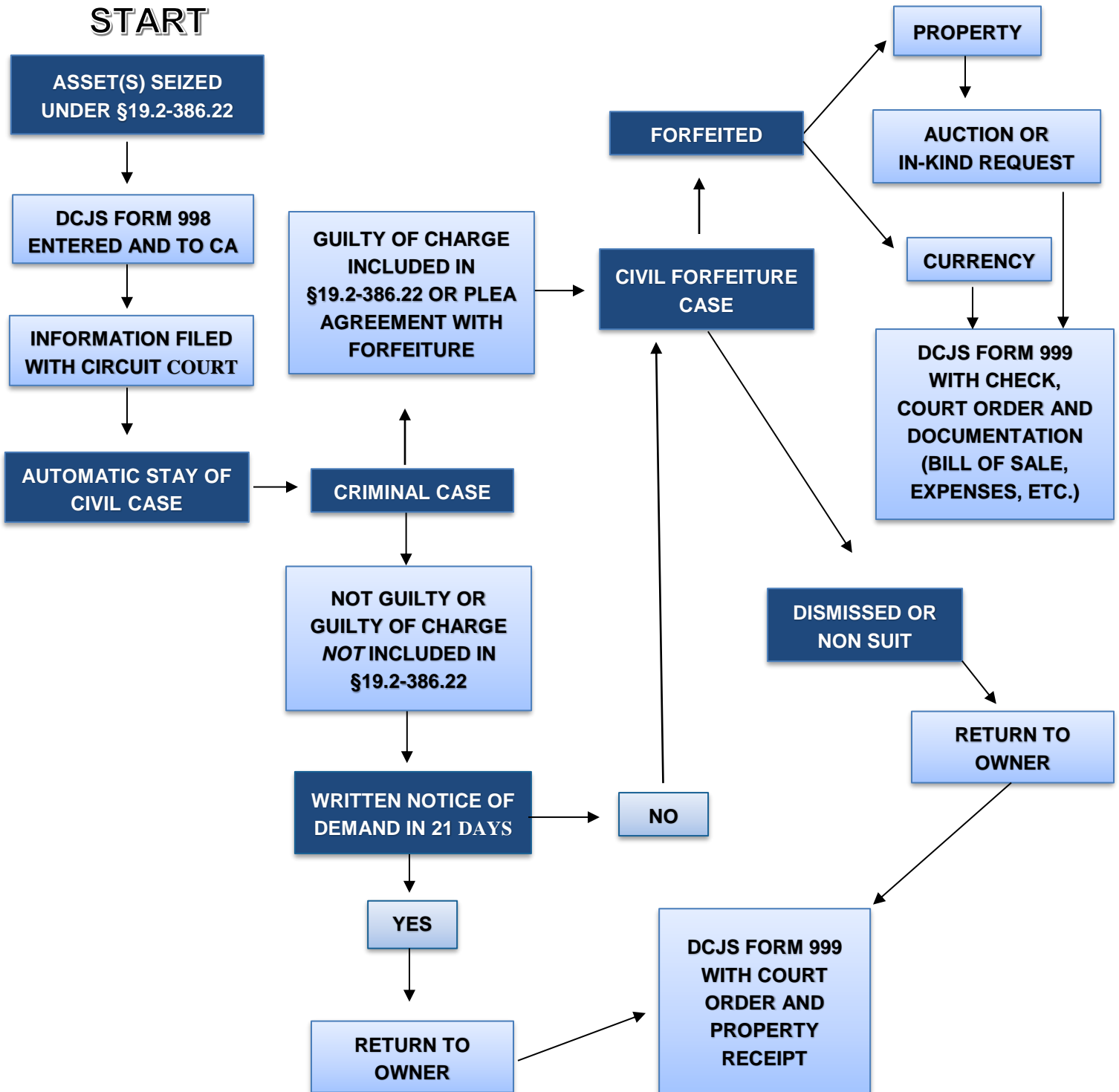
Virginia is fortunate to have one of the most comprehensive drug asset forfeiture laws in the United States. Through the cooperation and efforts of the law-enforcement community, this program will take its place as one of the most used and effective of the mechanisms in the effort to stop the flow of illegal drugs.

APPENDICES

- A. Flow Chart: Forfeited Asset Sharing Program: Manufacture, Sale, Distribution of Drugs**
- B. Filing Online: <https://fasp.dcjs.virginia.gov/>**
- C. *Constitution of Virginia*: Article VIII. Education Section 8. The Literary Fund**
- D. *Code of Virginia*: Applicable Statutes for Forfeitures, Manufacture, Sale, Distribution of Drugs**
- E. Criminal Justice Services Board Rules and Regulations for Asset Sharing Program**
- F. Sample Task Force Agreement**
- G. Sample Court Documents**
- H. Sample Agency Policy Statement**

APPENDIX A

Flow Chart: Forfeited Asset Sharing Program
Manufacture, Sale, Distribution of Drugs



APPENDIX B

Filing Online

To gain access to the Forfeited Asset Sharing Program (FASP), follow the steps below:

1. Register on the website at: <https://fasp.dcjs.virginia.gov/>. You will see the page below. Click in one of the two places indicated:

The screenshot shows the registration page for the Forfeited Asset Sharing Program. At the top, there is a navigation bar with links for 'Home', 'About', 'Contact', 'Register', and 'Log in'. Below this is the Virginia Department of Criminal Justice Services logo and name, along with the tagline 'Improving and promoting public safety in the Commonwealth'. The main form area includes an 'Email' field, a 'Password' field, a 'Remember me?' checkbox, and a 'Log in' button. Two red arrows point to the 'Register as a new user' link and the 'Log in' button.

2. Enter email. This will be your user ID, and you will be able to enter a password of your choosing. Password requirements are: at least eight characters with a combination of upper and lower case, a numerical character, and a special character (ex: Police#1).
3. Complete form through phone number field.
4. Primary Agency: choose the agency you work directly for. Ex: Va. State Police.
5. Multi Agency User: If you enter asset forfeiture for a task force or another agency, click this box and list all task forces or agencies you enter forfeitures for.
6. Select User Role: You are a *ProgramAdmin* if you enter 998s and/or 999s for an agency. You are *ProgramViewOnly* if you only view what admins have entered.
7. A registration approval form signed by your agency head is required to access the online system. Please allow at least one day for your registration to be approved. FASP staff will contact you with any questions. You will receive an email stating you have been approved.
8. You will then be able to log into the website with your email and the password you entered..
9. If you forget your password, click on “Forgot your password?” on the sign-in page. A temporary password will be emailed to you. You may also change your password by clicking on your email in the upper right hand corner of the log in page.

FORFEITED ASSET SHARING PROGRAM MANUAL

- Please take the time to review available documents to learn more about the online FASP system. A training presentation is available at <https://www.dcjs.virginia.gov/forfeited-asset-sharing-program> on the upper right-hand side below the Forfeited Asset Sharing Program manual. Click the link “Database Training”.
- A user guide is also available if you prefer by clicking “FASP User Guide” on the same web page.
- The DCJS Form 999 may be printed for submission once complete; it ***will be saved*** into the database, and will be viewable by DCJS staff immediately.
- The DCJS Form 999, including signatures, should be sent to DCJS at the address listed below:

**Virginia Department of Criminal Justice Services
Forfeited Asset Sharing Program
1100 Bank Street, 12th Floor
Richmond, VA 23219**

APPENDIX C

Article VIII. Education
Section 8. The Literary Fund

The General Assembly shall set apart as a permanent and perpetual school fund the present Literary Fund; the proceeds of all public lands donated by Congress for free public school purposes, of all escheated property, of all waste and unappropriated lands, of all property accruing to the Commonwealth by forfeiture except as hereinafter provided, of all fines collected for offenses committed against the Commonwealth, and of the annual interest on the Literary Fund; and such other sums as the General Assembly may appropriate. But so long as the principal of the Fund totals as much as eighty million dollars, the General Assembly may set aside all or any part of additional moneys received into its principal for public school purposes, including the teachers' retirement fund.

The General Assembly may provide by general law an exemption from this section for the proceeds from the sale of all property seized and forfeited to the Commonwealth for a violation of the criminal laws of this Commonwealth proscribing the manufacture, sale or distribution of a controlled substance or marijuana. Such proceeds shall be paid into the state treasury and shall be distributed by law for the purpose of promoting law enforcement.

APPENDIX D

Code of Virginia: Applicable Statutes for Forfeitures, Manufacture, Sale, Distribution of Drugs**§ 19.2-386.1. Commencing an action of forfeiture.**

- A. Except as otherwise specifically provided by law, whenever any property is forfeited to the Commonwealth by reason of the violation of any law, or if any statute provides for the forfeiture of any property or money, or if any property or money be seized as forfeited for a violation of any of the provisions of this *Code*, the Commonwealth shall follow the procedures set forth in this chapter.
- B. An action against any property subject to seizure under the provisions of Chapter 22.2 (§ [19.2-386.15](#) et seq.) shall be commenced by the filing of an information in the clerk's office of the circuit court. Any information shall be filed in the name of the Commonwealth by the attorney for the Commonwealth or may be filed by the Attorney General if so requested by the attorney for the Commonwealth. Venue for an action of forfeiture shall lie in the county or city where (i) the property is located, (ii) the property is seized, or (iii) an owner of the property or the person in whose custody the property is found could be prosecuted for the illegal conduct alleged to give rise to the forfeiture. Such information shall (a) name as parties defendant all owners and lienholders then known or of record and the trustees named in any deed of trust securing such lienholder, (b) specifically describe the property, (c) set forth in general terms the grounds for forfeiture of the named property, (d) pray that the same be condemned and sold or otherwise be disposed of according to law, and (e) ask that all persons concerned or interested be notified to appear and show cause why such property should not be forfeited. In all cases, an information shall be filed within three years of the date of actual discovery by the Commonwealth of the last act giving rise to the forfeiture or the action for forfeiture will be barred.
- C. Any action of forfeiture commenced under this section shall be stayed until the court in which the owner of the property or the person in whose custody the property is found is being prosecuted for an offense authorizing the forfeiture finds the owner or the person in whose custody the property is found guilty of any offense that authorizes forfeiture of such property, and any property eligible for forfeiture under the provisions of any statute shall be forfeited only upon such finding of guilt of the owner or the person in whose custody the property is found, regardless of whether the owner or the person in whose custody the property is found has been sentenced. If no such finding is made by the court, all property seized shall be released from seizure no later than 21 days from the date the stay terminates. However, property that has been seized may be forfeited pursuant to the procedures set forth in this chapter even though no finding of guilt is made if (i) such forfeiture is ordered by a court pursuant to a lawful plea agreement or (ii) the owner of the property or the person in whose custody the property was found has not submitted a written demand for the return of the property with the law-enforcement agency that seized the property within 21 days from the date the stay terminates.

(1989, c. 690; 1991, c. 560; 2002, cc. [588](#), [623](#); 2004, c. [995](#); 2012, cc. [283](#), [756](#); 2020, c. [1000](#))

§ 19.2-386.2. Seizure of named property.

- A. When any property subject to seizure under Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other provision under the *Code* has not been seized at the time an information naming that property is filed, the clerk of the circuit court or a judge of the circuit court, upon motion of the attorney for the Commonwealth wherein the information is filed, shall issue a warrant to the sheriff or other state or local law-enforcement officer authorized to serve criminal process in the jurisdiction where the property is located, describing the property named in the complaint and authorizing its immediate seizure.
- B. In all cases of seizure of real property, a notice of lis pendens shall be filed with the clerk of the circuit court of the county or city wherein the property is located and shall be indexed in the land records in the name or names of those persons whose interests appear to be affected thereby.

- C. When any property is seized for the purposes of forfeiture under Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other Forfeiture provision under the *Code*, the agency seizing the property shall, as soon as practicable after the seizure, conduct an inventory of the seized property and shall, as soon as practicable, provide a copy of the inventory to the owner. An agency's failure to provide a copy of an inventory pursuant to this subsection shall not invalidate any forfeiture.
- D. When any property is seized for the purposes of forfeiture under Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other forfeiture provision under the *Code*, and an information naming that property has not been filed, neither the agency seizing the property nor any other law-enforcement agency may request, require, or in any manner induce any person who asserts ownership, lawful possession, or any lawful right to the property to waive his interest in or rights to the property until an information has been filed.

(1989, c. 690; 2002, cc. 588, 623; 2004, c. 995; 2006, c. 766; 2012, cc. 283, 756; 2015, c. 769; 2016, cc. 203, 423)

§ 19.2-386.2:1. Notice to Commissioner of Department of Motor Vehicles; duties of Commissioner.

If the property seized is a motor vehicle required by the motor vehicle laws of Virginia to be registered, the attorney for the Commonwealth shall forthwith notify the Commissioner of the Department of Motor Vehicles, by certified mail, of such seizure and the motor number of the vehicle so seized, and the Commissioner shall promptly certify to such attorney for the Commonwealth the name and address of the person in whose name such vehicle is registered, together with the name and address of any person holding a lien thereon, and the amount thereof. The Commissioner shall also forthwith notify such registered owner and lienor, in writing, of the reported seizure and the county or city wherein such seizure was made.

The certificate of the Commissioner, concerning such registration and lien, shall be received in evidence in any proceeding, either civil or criminal, under any provision of this chapter, in which such facts may be material to the issue involved.

(2012, cc. 283, 756; 2016, cc. 203, 423)

§ 19.2-386.3. Notice of seizure for forfeiture and notice of motion for judgment.

- A. If an information has not been filed, then upon seizure of any property under Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other provision under the *Code*, the agency seizing the property shall forthwith notify in writing the attorney for the Commonwealth in the county or city in which the seizure occurred, who shall, within 21 days of receipt of such notice, file a notice of seizure for forfeiture with the clerk of the circuit court. Such notice of seizure for forfeiture shall specifically describe the property seized, set forth in general terms the grounds for seizure, identify the date on which the seizure occurred, and identify all owners and lien holders then known or of record, including the treasurer of the locality in which the seized property is located. The clerk shall forthwith mail by first-class mail notice of seizure for forfeiture to the last known address of all identified owners and lien holders. When property has been seized under Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other provision under the *Code* prior to filing an information, then an information against that property shall be filed within 90 days of the date of seizure or the property shall be released to the owner or lien holder.
- B. Except as to corporations, all parties defendant shall be served, in accordance with § [8.01-296](#), with a copy of the information and a notice to appear prior to any motion for default judgment on the information. The notice shall contain a statement warning the party defendant that his interest in the property shall be subject to forfeiture to the Commonwealth unless within 30 days after service on him of the notice, or before the date set forth in the order of publication with respect to the notice, an answer under oath is filed in the proceeding setting forth (i) the nature of the defendant's claim, (ii) the exact right, title or character of the ownership or interest in the property and the evidence thereof, and (iii) the reason, cause, exemption or defense he may have against the forfeiture of his interest in the

property, including but not limited to the exemptions set forth in § [19.2-386.8](#). Service upon corporations shall be made in accordance with § [8.01-299](#) or subdivision 1 or 2 of § [8.01-301](#); however, if such service cannot be thus made, it shall be made by publication in accordance with § [8.01-317](#).

(1989, c. 690; 1991, c. 560; 1996, c. 673; 2002, cc. 588, 623; 2004, c. 995; 2011, c. 83; 2012, cc. 283, 756)

§ 19.2-386.4. Records and handling of seized property.

Any agency seizing property under § [19.2-386.2](#), Chapter 22.2 (§ [19.2-386.15](#) et seq.), or other provision under the *Code*, pending forfeiture and final disposition, may do any of the following:

1. Place the property under constructive seizure by posting notice of seizure for forfeiture on the property or by filing notice of seizure for forfeiture in any appropriate public record relating to property;
2. Remove the property to a storage area for safekeeping or, if the property is a negotiable instrument or money, deposit it in an interest-bearing account;
3. Remove the property to a place designated by the circuit court in the county or city wherein the property was seized; or
4. Provide for another custodian or agency to take custody of the property and remove it to an appropriate location within or without the jurisdiction of the circuit court in the county or city wherein the property was seized or in which the complaint was filed.

A report regarding the type of property subject to forfeiture and its handling pursuant to this section and § [19.2-386.5](#), and the final disposition of the property shall be filed by the seizing agency with the Department of Criminal Justice Services in accordance with regulations promulgated by the Board.

(1989, c. 690; 1991, c. 560; 2002, cc. 588, 623; 2004, c. 995; 2012, cc. 283, 756.)

§ 19.2-386.5. Release of seized property.

At any time prior to the filing of an information, the attorney for the Commonwealth in the county or city in which the property has been seized pursuant to Chapter 22.2 (§ [19.2-386.15](#) et seq.) or other provision under the *Code* may, in his discretion, upon the payment of costs incident to the custody of the seized property, return the seized property to an owner or lien holder, without requiring that the owner or lien holder post bond as provided in § [19.2-386.6](#), if he believes the property is properly exempt from forfeiture pursuant to § [19.2-386.8](#).

(1989, c. 690; 2002, cc. 588, 623; 2004, c. 995; 2012, cc. 283, 756.)

§ 19.2-386.6. Bond to secure possession.

If the owner or lien holder of the named property desires to obtain possession thereof before the hearing on the information filed against the same, such property shall be appraised by the clerk of the court where such information is filed. The clerk shall promptly cause the property to be appraised at its fair cash value, and forthwith make return thereof in writing to the court. Any appraisal fee shall be taxed as costs as provided in § [19.2-386.12](#). Upon the return of the appraisal, the owner or lien holder may give a bond payable to the Commonwealth, in a penalty of the amount equal to the appraised value of the property plus the court costs which may accrue, with security to be approved by the clerk and conditioned for the performance of the final judgment of the court, on the trial of the information. A further condition shall be that, if upon the hearing on the information, the judgment of the court is that such property, or any part thereof, or

such interest and equity as the owner or lien holder may have therein, is forfeited, judgment may thereupon be entered against the obligors on such bond for the penalty thereof, without further or other proceedings against them thereon, to be discharged by the payment of the appraised value of the property so seized and forfeited, and costs. Upon such judgment, execution may issue, on which the clerk shall endorse, "No security to be taken." Upon giving of the bond, the property shall be delivered to the owner or lien holder. (1989, c. 690.)

§ 19.2-386.7. Sale of property liable to deterioration.

If the property seized is perishable or liable to deterioration, decay, or injury by being detained in custody pending the proceedings, the circuit court for the county or city in which the information is filed or in which the property is located, may order the same to be sold upon such notice as the court, in its discretion, may deem proper and hold the proceeds of sale pending the final disposition of such proceedings. (1989, c. 690.)

§ 19.2-386.8. Exemptions.

The following exemptions shall apply to property otherwise subject to forfeiture:

1. No conveyance used by any person as a lawfully certified common carrier in the transaction of business as a common carrier may be forfeited under the provisions of this section unless the owner of the conveyance was a consenting party or privy to the conduct giving rise to forfeiture or knew or had reason to know of it.
2. No conveyance may be forfeited under the provisions of this section for any conduct committed by a person other than the owner while the conveyance was unlawfully in the possession of a person other than the owner in violation of the criminal laws of this Commonwealth, or any other state, the District of Columbia, the United States or any territory thereof.
3. No owner's interest may be forfeited under this chapter if the court finds that:
 - a. He did not know and had no reason to know of the conduct giving rise to forfeiture;
 - b. He was a bona fide purchaser for value without notice;
 - c. The conduct giving rise to forfeiture occurred without his connivance or consent, express or implied; or
 - d. The conduct giving rise to forfeiture was committed by a tenant of a residential or commercial property owned by a landlord, and the landlord did not know or have reason to know of the tenant's conduct.
4. No lien holder's interest may be forfeited under this chapter if the court finds that:
 - a. The lien holder did not know of the conduct giving rise to forfeiture at the time the lien was granted;
 - b. The lien holder held a bona fide lien on the property subject to forfeiture and had perfected the same in the manner prescribed by law prior to seizure of the property; and
 - c. The conduct giving rise to forfeiture occurred without his connivance or consent, express or implied.

In the event the interest has been sold to a bona fide purchaser for value in order to avoid the provisions of this chapter, the Commonwealth shall have a right of action against the seller of the property for the proceeds of the sale.

(1989, c. 690; 2005, c. 883.)

§ 19.2-386.9. Appearance by owner or lien holder.

Any person claiming to be an owner or lien holder of the named property may appear at any time within thirty days after service on him of notice to appear or on or before the date certain set forth in any order of publication under [§ 8.01-317](#) or such longer time as the court in its discretion may allow to prevent a miscarriage of justice. Any person without actual or constructive notice of the forfeiture proceedings claiming to be an owner or lienholder may appear at any time before final judgment of the trial court and be made a party to the action.

Such appearance shall be by answer, under oath, which shall clearly set forth (i) the nature of the defendant's claim; (ii) the exact right, title or character of the ownership or interest in the property and the evidence thereof; and (iii) the reason, cause, exemption or defense he may have against the forfeiture of the property.

(1989, c. 690; 1991, c. 560.)

§ 19.2-386.10. Forfeiture; default judgment; remission; trial

A. A party defendant who fails to appear as provided in § [19.2-386.9](#) shall be in default. The forfeiture shall be deemed established as to the interest of any party in default upon entry of judgment as provided in § [19.2-386.11](#). Within 21 days after entry of judgment, any party defendant against whom judgment has been so entered may petition the Department of Criminal Justice Services for remission of his interest in the forfeited property. For good cause shown and upon proof by a preponderance of the evidence that the party defendant's interest in the property is exempt under subdivision 2, 3, or 4 of § [19.2-386.8](#), the Department of Criminal Justice Services shall grant the petition and direct the state treasury to either (i) remit to the party defendant an amount not exceeding the party defendant's interest in the proceeds of sale of the forfeited property after deducting expenses incurred and payable pursuant to subsection B of § [19.2-386.12](#) or (ii) convey clear and absolute title to the forfeited property in extinguishment of such interest.

If any party defendant appears in accordance with § [19.2-386.9](#), the court shall proceed to trial of the case, unless trial by jury is demanded by the Commonwealth or any party defendant. At trial, the Commonwealth has the burden of proving by clear and convincing evidence that the property is subject to forfeiture under this chapter. Upon such a showing by the Commonwealth, the claimant has the burden of proving by a preponderance of the evidence that the claimant's interest in the property is exempt under subdivision 2, 3, or 4 of § [19.2-386.8](#).

B. The information and trial thereon shall be independent of any criminal proceeding against any party or other person for violation of law.

(1989, c. 690; 1991, c. 560; 2016, cc. [203](#), [423](#), [664](#); 2020, c. [1000](#))

§ 19.2-386.11. Judgment of condemnation; destruction.

A. If the forfeiture is established, the judgment shall be that the property be condemned as forfeited to the Commonwealth subject to any remission granted under subsection A of § [19.2-386.10](#) and further that the same be sold, unless (i) a sale thereof has been already made under § [19.2-386.7](#), (ii) the court determines that the property forfeited is of such minimal value that the sale would not be in the best interest of the Commonwealth or (iii) the court finds that the property may be subject to return to a participating agency. If the court finds that the property may be subject to return to an agency participating in the seizure in accordance with subsection C of § [19.2-386.14](#), the order shall provide for storage of the property until the determination to return it is made or, if return is not made, for sale of the property as provided in this section and § [19.2-386.12](#). If sale has been made, the judgment shall be against the proceeds of sale, subject to the rights of any lien holder whose interest is not forfeited. If the property condemned has been delivered to the claimant under § [19.2-386.6](#), further judgment shall be against the obligors in the bond for the penalty thereof, to be discharged by the payment of the appraised value of the property, upon which judgment, process of execution shall be awarded and the clerk shall endorse thereon, "No security is to be taken."

B. Forfeited cash and negotiable instruments shall be disposed of pursuant to the provisions of § [19.2-386.12](#).

C. Contraband, the sale or possession of which is unlawful, weapons and property not sold because of the minimal value thereof, may be ordered destroyed by the court.

(1989, c. 690; 1991, c. 560; 1993, c. 484.)

§ 19.2-386.12. Sale of forfeited property.

- A. Any sale of forfeited property shall be made for cash, after due advertisement. The sale shall be by public sale or other commercially feasible means authorized by the court in the order of forfeiture and shall vest in the purchaser a clear and absolute title to the property sold subject to the rights of any lien holder whose interest is not forfeited. The proceeds of sale, and whatever may be realized on any bond given under § [19.2-386.6](#), and any money forfeited shall be paid over to the state treasury into a special fund of the Department of Criminal Justice Services in accordance with § [19.2-386.14](#).
- B. In all cases of forfeiture under this section, the actual expenses incident to the custody, preservation, and management of the seized property prior to forfeiture, the actual expenses incident to normal legal proceedings to perfect the Commonwealth's interest in the seized property through forfeiture, and the actual expenses incident to the sale thereof, including commissions, shall be taxed as costs and shall be paid to the person or persons who incurred these costs out of the net proceeds from the sale of such property. If there are no proceeds, the actual expenses shall be paid by the Commonwealth from the Criminal Fund. Actual expenses in excess of the available net proceeds shall be paid by the Commonwealth from the Criminal Fund. The party or parties in interest to any forfeiture proceeding commenced under this section shall be entitled to reasonable attorney's fees and costs if the forfeiture proceeding is terminated in favor of such party or parties. Such fees and costs shall be paid by the Commonwealth from the Criminal Fund. The residue, if any, shall be paid and disbursed as provided in subsection A of § [19.2-386.10](#) and § [19.2-386.14](#) and regulations promulgated by the Criminal Justice Services Board.

(1989, c. 690; 1991, c. 560.)

§ 19.2-386.13. Writ of error and supersedeas.

For the purpose of review on a writ of error or supersedeas, a final judgment or order in the cause shall be deemed a final judgment or order within the meaning of subsection A of § [8.01-670](#).

(1989, c. 690; 2005, c. 681.)

§ 19.2-386.14. Sharing of forfeited assets.

- A. All cash, negotiable instruments, and proceeds from a sale conducted pursuant to § [19.2-386.7](#) or [19.2-386.12](#), after deduction of expenses, fees, and costs as provided in § [19.2-386.12](#), shall, as soon after entry of the forfeiture as is practicable, be distributed in a manner consistent with this chapter and Article VIII, Section 8 of the Constitution of Virginia.
- A1. All cash, negotiable instruments and proceeds from a sale conducted pursuant to § [19.2-386.7](#) or [19.2-386.12](#), after deduction of expenses, fees and costs as provided in § [19.2-386.12](#), shall, as soon after entry of the forfeiture as is practicable, be paid over to the state treasury into a special fund of the Department of Criminal Justice Services for distribution in accordance with this section. The forfeited property and proceeds, less 10 percent, shall be made available to federal, state and local agencies to promote law enforcement in accordance with this section, which may include expenditures to strengthen relationships between the community and law enforcement, encourage goodwill between the community and law enforcement, or promote cooperation with law enforcement, and regulations adopted by the Criminal Justice Services Board to implement the asset-sharing program.

The 10 percent retained by the Department shall be held in a nonreverting fund, known as the Asset Sharing Administrative Fund. Administrative costs incurred by the Department to manage and operate the asset-sharing program shall be paid from the Fund. Any amounts remaining in the Fund after payment of these costs shall be

used to promote state or local law-enforcement activities. Distributions from the Fund for these activities shall be based upon need and shall be made from time to time in accordance with regulations promulgated by the Board.

- B. Any federal, state or local agency or office that directly participated in the investigation or other law-enforcement activity which led, directly or indirectly, to the seizure and forfeiture shall be eligible for, and may petition the Department for, return of the forfeited asset or an equitable share of the net proceeds, based upon the degree of participation in the law-enforcement effort resulting in the forfeiture, taking into account the total value of all property forfeited and the total law-enforcement effort with respect to the violation of law on which the forfeiture is based. Upon finding that the petitioning agency is eligible for distribution and that all participating agencies agree on the equitable share of each, the Department shall distribute each share directly to the appropriate treasury of the participating agency.

If all eligible participating agencies cannot agree on the equitable shares of the net proceeds, the shares shall be determined by the Criminal Justice Services Board in accordance with regulations which shall specify the criteria to be used by the Board in assessing the degree of participation in the law-enforcement effort resulting in the forfeiture.

- C. After the order of forfeiture is entered concerning any motor vehicle, boat, aircraft, or other tangible personal property, any seizing agency may (i) petition the Department for return of the property that is not subject to a grant or pending petition for remission or (ii) request the circuit court to order the property destroyed. Where all the participating agencies agree upon the equitable distribution of the tangible personal property, the Department shall return the property to those agencies upon finding that (a) the agency meets the criteria for distribution as set forth in subsection B and (b) the agency has a clear and reasonable law-enforcement need for the forfeited property.

If all eligible participating agencies cannot agree on the distribution of the property, distribution shall be determined by the Criminal Justice Services Board as in subsection B, taking into consideration the clear and reasonable law-enforcement needs for the property which the agencies may have. In order to equitably distribute tangible personal property, the Criminal Justice Services Board may require the agency receiving the property to reimburse the Department in cash for the difference between the fair market value of the forfeited property and the agency's equitable share as determined by the Criminal Justice Services Board.

If a seizing agency has received property for its use pursuant to this section, when the agency disposes of the property (1) by sale, the proceeds shall be distributed as set forth in this section; or (2) by destruction pursuant to a court order, the agency shall do so in a manner consistent with this section.

- D. All forfeited property, including its proceeds or cash equivalent, received by a participating state or local agency pursuant to this section shall be used to promote law enforcement, which may include expenditures to strengthen relationships between the community and law enforcement, encourage goodwill between the community and law enforcement, or promote cooperation with law enforcement, but shall not be used to supplant existing programs or funds. The Board shall promulgate regulations establishing an audit procedure to ensure compliance with this section.
- E. On or after July 1, 2012, but before July 1, 2014, local seizing agencies may contribute cash funds and proceeds from forfeited property to the Virginia Public Safety Foundation to support the construction of the Commonwealth Public Safety Memorial. Any funds contributed by seizing agencies shall be contributed only after an internal analysis to determine that such contributions will not negatively impact law-enforcement training or operations.
- F. The Department shall report annually on or before December 31 to the Governor and the General Assembly the amount of all cash, negotiable instruments, and proceeds from sales conducted pursuant to § [19.2-386.7](#) or [19.2-386.12](#) that were forfeited to the Commonwealth, including the amount of all forfeitures distributed to the Literary Fund. Such report shall also detail the amount distributed by the Department to each federal, state, or local agency or office pursuant to this section, and the amount each state or local agency or office received from federal asset forfeiture proceedings. Any state or local agency that receives a forfeited asset or an equitable share of the net proceeds of a forfeited asset from the Department or from a federal asset forfeiture proceeding shall inform the Department, in a manner prescribed by the Department, of (i) the offense on which the forfeiture is based listed in the

information filed pursuant to § 19.2-386.1, (ii) any criminal charge brought against the owner of the forfeited asset, and (iii) if a criminal charge was brought against the owner of the forfeited asset, the status of the charge, including whether the charge is pending or resulted in a conviction. The Department shall include such information in the annual report. The Department shall ensure that such report is available to the public.

(1991, c. 560; 2012, cc. [126](#), [283](#), [373](#), [756](#); 2016, cc. [203](#), [423](#); 2018, c. [666](#); 2022, c. [266](#).)

§ 19.2-386.22. Seizure of property used in connection with or derived from illegal drug transactions.

- A. The following property shall be subject to lawful seizure by any officer charged with enforcing the provisions of Article 1 (§ [18.2-247](#) et seq.) of Chapter 7 of Title 18.2: (i) all money, medical equipment, office equipment, laboratory equipment, motor vehicles, and all other personal and real property of any kind or character, used in substantial connection with (a) the illegal manufacture, sale or distribution of controlled substances or possession with intent to sell or distribute controlled substances in violation of § [18.2-248](#), (b) the sale or distribution of marijuana or possession with intent to distribute marijuana in violation of subdivisions (a)(2), (a)(3) and (c) of § [18.2-248.1](#), or (c) a drug-related offense in violation of § [18.2-474.1](#); (ii) everything of value furnished, or intended to be furnished, in exchange for a controlled substance in violation of § [18.2-248](#) or for marijuana in violation of § [18.2-248.1](#) or for a controlled substance or marijuana in violation of § [18.2-474.1](#); and (iii) all moneys or other property, real or personal, traceable to such an exchange, together with any interest or profits derived from the investment of such money or other property. Under the provisions of clause (i), real property shall not be subject to lawful seizure unless the minimum prescribed punishment for the violation is a term of not less than five years.
- B. All seizures and forfeitures under this section shall be governed by the procedures contained in Chapter 22.1 (§ [19.2-386.1](#) et seq.).

(Code 1950, § 18.1-346; 1960, c. 358; 1970, c. 650; 1972, c. 799; 1973, c. 171; 1975, cc. 14, 15, § 18.2-249; 1976, c. 132; 1979, c. 435; 1982, c. 462; 1985, c. 569; 1986, cc. 449, 485; 1988, cc. 575, 753; 1989, cc. 638, 690; 1993, c. 825; 1999, c. 269; 2004, c. 995; 2011, cc. 384, 410; 2014, cc. 674, 719.)

APPENDIX E

**Criminal Justice Services Board Rules and
Regulations for Asset Sharing Program**

RULES RELATING TO THE FORFEITED ASSET SHARING PROGRAM

Pursuant to the provisions of §§ 19.2-386.4, 386.10, and 386.14, the Criminal Justice Services Board hereby promulgates the following regulations for the Forfeited Asset Sharing Program:

§ 1. Definitions

The following words and terms, when used in these regulations, shall have the following meaning, unless the context clearly indicates otherwise:

Agency means any federal, state or local agency or office that directly participated in the investigation or other law-enforcement activity which led directly or indirectly to the seizure and forfeiture.

Agency administrator means any Chief of Police, Sheriff, and Commonwealth's Attorney or agency head of a federal, state or local agency, or office.

Asset means any property or interest in property, whether tangible or intangible, real or personal.

Board means the Criminal Justice Services Board.

Chief Administrative Officer means the officer vested with the administrative and executive function of a political subdivision (e.g. city manager, county manager, etc.), or in the case of an executive branch agency, the director, administrator, superintendent or other equivalent position as provided by law, unless such agency operates under a Supervisory Board as defined in *Code of Virginia* §9-6.25:3, in which case the chairman of the Supervisory Board shall be deemed "Chief Administrative Officer."

Department or DCJS means the Department of Criminal Justice Services.

Designated Seizing Agency means the agency or office which initiates the seizure, or which retains possession of the seized property. Designated seizing agency may include the agency chosen by mutual decision of the participating agencies.

Director means the chief administrative officer of the Department of Criminal Justice Services.

In-kind Property in this context means the actual property, other than cash, seized, forfeited and returned to the seizing agency for law enforcement purposes. In-kind property includes property that is exchanged for original in-kind property.

Proceeds means actual cash forfeited, and the cash value returned from the sale of forfeited property, including property that may have been returned "in-kind" and sold during a one year period or for a value greater than \$500.

§ 2. Applicability

The following regulations apply to all agencies or offices, in so far as they participate in the seizure and forfeiture of drug assets under Virginia law.

§ 3. Asset Seizure

- A. Property subject to seizure under §19.2-386.22, that is seized with the intent to forfeit to the Commonwealth and retain the property or proceeds for law enforcement use pursuant to Chapter 22.1 of Title 19.2 must be reported to the Department provided that the property or cash value exceeds five hundred dollars (\$500).
- B. The agency administrator of the designated seizing agency will file a DCJS Form 998, Asset Seizure Reporting Form, within twenty-one (21) days of seizure. This form calls for detailed information regarding the description and location of property. If more than one agency participates in the seizure the names and addresses of agency administrators shall be reported to the Department on the Form 998.

§ 4. Report of Proceeds, Costs and Asset Sharing Agreements

Once the court has ordered disposition of the forfeited asset(s) pursuant to § 19.2-386.11, the designated seizing agency will file a DCJS Form 999, Seized Property Disposition/Sharing Decision Form, with the Department. This form should be accompanied by:

- 1. Copy of the court order.
- 2. Petition for In-Kind Property
- 3. List of Costs Incurred to Manage Seized Assets
- 4. Cashier's Check or Money Order in the amount of the Net Forfeited Proceeds (total proceeds minus amount for costs incurred that are allowable under §19.2-386.12 or other costs if approved by the court) made payable to the Treasurer of Virginia

§ 5. Remission of Innocent Property Interests

- 1. Petitions for remission by innocent property holders or innocent lien holders shall be filed with the Virginia Department of Criminal Justice Services, at 1100 Bank Street, 12th Floor Richmond, VA 23219. Petitions for remission shall contain such information as will allow the Department to identify the forfeiture involved, including the name of the Circuit Court from which the forfeiture was ordered. The petition shall clearly and specifically allege the grounds upon which petitioner seeks remission, and the statutory basis for relief.

§ 6. Valuation of "In-Kind" Property for purposes of distribution

- 1. Valuation of In-Kind property shall be done in all cases of distribution upon which there is not agreement among participating jurisdictions.
- 2. Evidence of value shall be submitted by the agency seeking possession of the property, and may be submitted by any participating agency.
- 3. Evidence of value may be submitted in any form, including appraisals, assessments, references to "book value", etc., as the submitting agency deems necessary to establish the Fair Market Value (FMV) of the property.
- 4. Final determination of Fair Market Value shall be made by the Criminal Justice Services Board based upon a review of all evidence of value presented to it.
- 5. The cost of an appraisal will be recognized as a cost incident to the custody, preservation, and management of the property, and may be reimbursed to the agency submitting the appraisal from total forfeiture funds prior to the distribution of net proceeds. If there are not proceeds to be distributed, the cost of appraisal will not be reimbursed.

§ 7. Distribution Procedures for Proceeds and “In-Kind” Property

- A. Distribution of “In-Kind” property when all parties are in agreement.
 - 1. The submission of a DCJS Form 999, with all attachments, including the agreement between the law-enforcement agencies shall constitute a petition for return of in-kind property when there is agreement between the agencies as to the disposition of such in-kind property. These petitions shall be treated by the Department as approved, provided that the clear and reasonable law-enforcement need for the forfeited property has been demonstrated [§ 19.2-386.14(C)(ii)] in the petition.
 - 2. If the Department cannot ascertain the “clear and reasonable law-enforcement need for the forfeited property”, it may seek such additional information as will allow it to make the determination.
 - 3. If the Department is unable to determine the “clear and reasonable law-enforcement need for the forfeited property” it shall submit the question to the next regularly scheduled meeting of the Criminal Justice Services Board for determination.

- B. Distribution of disputed “in-kind” property.
 - 1. Any participating agency or office may petition the Department for the return of any forfeited motor vehicle, boat or aircraft, or other tangible personal property within ten (10) days of the court’s finding of compliance with § 19.2-386.14(A)(iii).
 - 2. The petition for return of “in-kind” property shall be on the petitioning agency’s letterhead, and shall contain the name, address, telephone number, and name of the agency administrator in the participating jurisdictions known to have been involved in the seizure and forfeiture.
 - 3. Petitions shall be filed with the Department at 1100 Bank Street, 12th floor, Richmond, VA 23219.
 - 4. Upon receipt of a disputed petition for distribution of “in-kind” property, the Department shall notify the Chairman of the Criminal Justice Services Board, and the process for resolution contained in the section of these regulations for Joint Agency Sharing of Forfeited Assets shall be implemented. This shall include the mailing of notices for responsive petitions.
 - 5. Findings by the committee or the Board shall include, without limitation, the following:
 - a. A determination of the Fair Market Value of the “in-kind” property.
 - b. A determination of the proportional share due to each participating jurisdiction involved in the forfeiture.
 - c. An amount, if any, which a participating agency must pay to the Department to keep the property, and set a reasonable time for the agency to pay that amount to the Department.
 - d. A determination of the “clear and reasonable law-enforcement need for the forfeited property”.

- C. Joint Agency Sharing of Forfeited Assets
 - 1. In all cases in which there is agreement between participating agencies for the distribution of proceeds or in-kind property, distribution shall be made by the Department according to the terms of the agreement contained on Form 999, or evidence of agreement attached to that form, subject to a petition challenging the agreement and subject to concurrence by the Board of a reasonable law-enforcement need for the in-kind property pursuant to § 7.A (3).
 - 2. Any agency or office not in agreement as to the distribution of forfeited proceeds may petition the Criminal Justice Services Board for a proportional share of the proceeds.
 - 3. The petition shall be filed on the letterhead of the participating agency and shall identify all other participating agencies or offices.
 - 4. The petition shall identify the proportional share of proceeds to which the petitioning agency believes it is entitled and the grounds upon which it relies for that determination.
 - 5. The petition shall be filed at the Department of Criminal Justice Services, 1100 Bank Street, 12th floor, Richmond, VA 23219.
 - 6. The petition shall be filed within twenty-one (21) days of the entry of the court’s forfeiture order in the case.

7. Upon receipt of the petition for participation in distribution, the Department shall forward copies of the petition to all known participating agencies or offices with a request for a responsive petition.
8. The Agency Administrator shall file responsive petitions at DCJS within fourteen (14) days of receipt.
9. Upon receipt at DCJS of all petitions related to a particular forfeiture, or upon expiration of the time for receipt of all petitions, DCJS shall prepare a decision package for the Forfeited Assets Distribution Committee.

D. Hearing

1. Upon receipt of a petition raising any question or contesting any distribution with the authority of these regulations, the petition shall be referred to the Chairman of the Forfeiting Assets Distribution Committee (FADC) of the Criminal Justice Services Board.
2. The Chairman of the FADC shall designate a time and place for the committee to meet.
3. Meetings shall be held no later than forty-five (45) days after receipt of a petition for contested distribution, unless continued from time to time as required.
4. All participating agencies or offices shall be notified of the time and place of the meeting.
5. The FADC or Board shall consider the following criteria in reviewing petitions brought before it:
 - a. General:

The degree of participation in the law-enforcement effort resulting in the forfeiture, taking into account the total value of all property forfeited and the total law-enforcement effort with respect to the violation of law on which the forfeiture is based.
 - b. Specific:
 1. Whether the agency or office originated the information that lead to the seizure, and whether the agency obtained such information by use of its investigative assets, or through fortuitous events;
 2. Whether the agency provided unique or indispensable assistance;
 3. Whether the agency initially identified the asset or seizure;
 4. Whether the agency seized other assets during the course of the same investigation and whether such seizures were made pursuant to state law;
 5. Whether the agency could have achieved forfeiture under federal law, with favorable consideration given to an agency which could have forfeited the assets on its own, but joined forces with another agency to produce a more effective investigation;
 6. Upon reviewing all petitions and arguments in the case, and after weighing the factors and criteria listed in these regulations, the FADC or Board shall determine, by majority vote, the proportional share of the proceeds, and shall direct the Department to distribute the proceeds according to law;
 7. A decision of the FADC will be final for purposes of distribution of forfeited assets, unless, within ten (10) days of the FADC decision, a participating agency notifies the Department of an appeal to the Criminal Justice Services Board;
 8. Appeals of FADC decisions shall be placed on the agenda of the next Criminal Justice Services Board meeting;
 9. Appeals of FADC decisions will be heard by the full Board upon the report of the Committee, and upon such additional evidence and information as introduced during the meeting by participating agencies or offices.
 10. The decision on appeal by the Criminal Justice Services Board shall be final.

§ 8. Certification

- A. Prior to disbursement of proceeds by the Department, the chief administrative officer of the participating jurisdiction shall sign, on its official stationary, the following certification:

“I certify that the proceeds applied for and any income or interest derived there from will be used for law enforcement purposes, and will not be used to supplant existing funds from any source whatsoever.”

- B. Agencies or offices that participate in the distribution of property or proceeds under Chapter 22. 1 of Title 19.2, agree to maintain records of the use and handling of the respective proceeds or property and any income or interest derived there from for a period of three years from receipt. The Department may audit the records of the forfeited assets at any time during those three years, and shall report the findings of any such audit to the Criminal Justice Services Board.

- C. The Department requires that all participants in the Forfeited Asset Sharing Program submit an annual financial statement of receipts and expenditures related to the program, certifying that the proceeds applied for and any income or interest derived there from was used for law-enforcement purposes and was not used to supplant existing funds from any source. This certification and a financial statement must be submitted to the Department six months after the close of the designated fiscal year.

APPENDIX F

Sample Task Force Agreement

**Memorandum of Understanding
Regional Narcotic Enforcement Task Force**

Introduction

In _____, the chief law-enforcement officials in the towns/cities of _____, _____, and _____, with the counties of _____, _____, and _____, counties in conjunction with the Virginia State Police, Bureau of Criminal Investigation, identified the need for a regional narcotics enforcement task force, the primary purpose of which would be to initiate enforcement action directed at those individuals/organizations that have been identified as major multi-jurisdictional violators. It was the considered opinion of those present that such a Task Force would have a positive multi-jurisdictional impact on illegal drug trafficking in these jurisdictions.

The Regional Narcotic Enforcement Task Force's goals and objectives will be to target, investigate, and prosecute individuals/organizations who deal in quantity of narcotics and who impact the jurisdictions signatory to this agreement.

The Task Force will not be restricted to any particular narcotics.

These goals and objectives will be accomplished by making maximum use of the full range of law-enforcement techniques and skills available to the participants.

Agreement

This agreement for furnishing police services is made and entered into this ____ day of _____, _____ by and among signatories hereto.

WHEREAS: All parties agree that it is to their mutual benefit to cooperate in the enforcement of the controlled substance laws as set forth in the *Virginia Code* § 18.2-247 et seq., as amended.

Now, therefore, the parties jointly resolve and agree to the establishment of a Regional Narcotics Task Force, hereinafter referred to as "TASK FORCE", the purpose of which is to improve the enforcement of the controlled substance laws as set forth in *Virginia Code* § 18.2-248 et seq., as amended, and the parties further agree to the following:

- A. The Task Force will be governed by a Command Group, the members of which will be comprised of the Chiefs of Police of the towns/cities of _____, _____, and _____ and the Sheriffs of _____, _____, and _____ counties, along with a supervisor of the Virginia State Police, Bureau of Criminal Investigation. The purpose of the Command Group is to set the goals and objectives of the Task Force, meet and establish the policy and procedures that the Task Force will operate under. These policies and procedures will be attached as a part of this agreement as Addendum #1.
- B. The Task Force coordinator will be supervised by the Command Group. The Task Force coordinator will prepare and distribute a monthly report of activities of the Task Force to each member of the Command Group. He will also take minutes of Command Group Meetings.

- C. A minimum of one (1) experienced officer from each jurisdiction, and the Virginia State Police, Bureau of Criminal Investigation will be detailed to the Task Force for a minimum of one year. During the period of this agreement a member of the Virginia State Police/Bureau of Criminal Investigation will coordinate the Task Force. Any replacement assigned will join the Task Force two (2) weeks prior to the date of change to help ensure continuity on the Task Force.
- D. All salaries, overtime, pension, relief, disability, Workers' Compensation, other expenses and benefits enjoyed by Task Force members in their parent organization shall extend to their assignment to this Task Force.
- E. Conduct which requires disciplinary action against a Task Force member will be reported to the appropriate official of the member's agency for action.
- F. Each party shall identify the other parties to this agreement from all claims by third parties for property damage or personal injury which may arise out of the activities of such parties officers assigned to the Task Force. Each party shall waive any and all claims against all the other parties hereto which may arise out of the Task Force's activities.
- G. Participating police officers serving under this agreement shall not become involved with matters other than those pertaining to possible violations of narcotics laws, except as required by State Law, nor shall they make arrests outside of their individual jurisdictions when conducting general investigative activities not associated with a narcotics investigation, except as required by State Law.

All participating agencies will provide the following equipment to support the activities of the officers assigned to the Task Force:

- A. Undercover type vehicles, including costs of repair and maintenance.
- B. Technical equipment, including tape recorder, binoculars, 35 mm camera, telephone, pager, vest and other support items when available.

The cost, if necessary for secretarial assistance, office space, utility, telephone and any other expenses shall be shared equally by participating agencies.

The Virginia State Police, Bureau of Criminal Investigation agrees to provide equipment for the Task Force activities as follows:

- A. Virginia State Police radio and communications system to each full-time Task Force member, when available.
- B. Virginia State Police, Bureau of Criminal Investigation agrees to seek special State Police authority for members assigned on a full-time basis to this Task Force. Such authority to be used only as specified/authorized in written instruction to be provided.
- C. Virginia State Police, Bureau of Criminal Investigation, through its Drug Trust Account and Criminal Investigation funds, agrees to provide:
 - 1. Assistance for payments to informants for information and services in Task Force cases. The amount to be in accordance with Virginia State Police, Bureau of Criminal Investigation policy concerning payment to informants.

2. Assistance for the purchase of drugs as evidence in Task Force cases in keeping with Virginia State Police, Bureau of Criminal Investigation policy.
3. Flash rolls for furtherance of Task Force investigations, on an as-needed basis, in keeping with Virginia State Police, Bureau of Criminal Investigation policy.
 - a. Accounting for funds indicated in 1, 2, and 3, will be reported in the same method and on the same forms as prescribed by the Virginia State Police, Bureau of Criminal Investigation policies.

All parties agree that all assets seized by the task force will be shared equally among all participating agencies, however, prior to the sharing of any assets seized by this task force during an investigation, all expenses for informants and/or drug purchases made in that investigation with funds from participating agencies will be reimbursed to those agencies to the extent that forfeited assets are available.

This agreement shall remain in effect until terminated by the parties hereto, upon written notice, setting forth the date of such termination. Withdrawal from this agreement by one party hereto shall be made by written notice to the other parties thirty (30) days prior to said withdrawal. Withdrawal by one party shall terminate the agreement among the signatories hereto.

IN WITNESS HEREOF, the parties hereto have executed this agreement.

ATTEST:

County of BY: _____

County of BY: _____

County of BY: _____

Town/City of BY: _____

Town/City of BY: _____

Town/City of BY: _____

Virginia State Police BY: _____

APPENDIX G

Sample Court Documents

Virginia
IN THE CIRCUIT COURT OF THE CITY OF
WARRANT FOR THE ARREST OF PROPERTY

IN RE: {DESCRIPTION OF THE PROPERTY}

TO: Any authorized law-enforcement officer

The Commonwealth of Virginia, by counsel, having made information that the above referenced property was used in substantial connection with, or represents the proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana, **YOU ARE COMMANDED** to forthwith take into custody the above referenced property and to keep it safely and in good order until this property is disposed of by this Court.

By: _____

Deputy Clerk

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

IN RE:
{DESCRIPTION OF PROPERTY}

TO: {LIST NAME(S) AND
ADDRESS(ES) OF ALL OWNERS
OR LIENHOLDERS OF RECORD}

Docket #: _____

NOTICE OF SEIZURE

TAKE NOTICE that on {DATE OF SEIZURE}, the above referenced property was seized by law-enforcement authorities of the Commonwealth of Virginia at {LOCATION OF SEIZURE} because it was involved in a violation of §19.2-386.22 of the *Code of Virginia* (1950), as amended, in that it was used in substantial connection with, or represents proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana.

COMMONWEALTH OF VIRGINIA

By: _____
Commonwealth's Attorney

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

COMMONWEALTH OF VIRGINIA

V.

{DESCRIPTION OF THE PROPERTY}

Docket #: _____

and

**{LIST THE NAME AND ADDRESS OF
EACH OWNER OR LIENHOLDER}**

NOTICE TO APPEAR

WHEREAS, the Commonwealth of Virginia, by counsel, has informed this Court that property in which you may have an interest was used in substantial connection with, or represents proceeds from, the manufacture, sale, distribution, or the possession with intent to distribute a controlled substance or marijuana.

THEREFOR, each owner or lienholder of record is advised that if there is an objection to the forfeiture of their interest in this property, they must appear according to law within thirty days of service upon them of this information or by the date set forth in any order of publication and file an answer under oath setting forth (i) the nature of their claim, (ii) the exact right, title, or character of the ownership or interest in the property and the evidence thereof, and (iii) the reason, cause, exemption, or defense they may have against the forfeiture of their interest in the property.

Clerk of the Circuit Court

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

COMMONWEALTH OF VIRGINIA

V.

{DESCRIPTION OF THE PROPERTY}

Docket #: _____

and

{LIST THE NAME(S) AND ADDRESS(ES) OF
EACH OWNER OR LIENHOLDER}

INFORMATION

COMES NOW the Commonwealth of Virginia, by {NAME OF PROSECUTOR}, Commonwealth's Attorney, and informs the Court that on or about {DATE OF SEIZURE}, the defendant property was used in substantial connection with, or represents the proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana in violation of §19.2-386.22 of the *Code of Virginia* (1950) as amended.

WHEREFORE, the Commonwealth requests that said property be condemned and forfeited to the Commonwealth according to law.

COMMONWEALTH OF VIRGINIA

By: _____
{NAME OF PROSECUTOR}
Commonwealth's Attorney

COMMONWEALTH OF VIRGINIA
{JURISDICTION}, to-wit:

This day personally appeared before me, a Notary Public in and for the City and State aforesaid, {NAME OF PROSECUTOR} and made oath that the above statements are, to the best of {HIS/HER} knowledge, true and accurate.

Given under my hand this _____ day of _____, _____.

NOTARY PUBLIC

My Commission expires: _____

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

COMMONWEALTH OF VIRGINIA

V.

{DESCRIPTION OF THE PROPERTY}

and

{NAME OF EACH OWNER OR LIENHOLDER}

Docket #: _____

ORDER OF FORFEITURE

THIS CAUSE came to be heard upon the Information filed by the Commonwealth to appear and show cause why {DESCRIPTION OF THE PROPERTY} should not be forfeited to the Commonwealth under the provisions of §19.2-386.1 et seq. of the Code of Virginia (1950) as amended; and

IT APPEARING to the Court that {NAME OF OWNER} appeared by counsel; and

IT FURTHER APPEARING to the Court that {NAME OF LIENHOLDER} appeared in person; and

IT FURTHER APPEARING to the Court that said property was used in substantial connection with, or represents the proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana in violation of §19.2-386.22 of the Code of Virginia (1950) as amended; and

IT FURTHER APPEARING to the Court that {NAME OF LIENHOLDER} did not know of, and had no reason to know of, the illegal conduct giving rise to this forfeiture;

IT IS THEREFORE ADJUDGED, ORDERED, and DECREED that {DESCRIPTION OF THE PROPERTY} be forfeited to the Commonwealth and condemned and sold according to law; and

IT IS FURTHER ORDERED that the proceeds of such sale shall be distributed as follows: 1) All expenses relating to the storage, maintenance, and sale of the property shall be paid; 2) Satisfaction of the lien held by {NAME OF LIENHOLDER} in the amount of {BALANCE OF LIEN}; and 3) the balance, if any, to be paid over to the Department of Criminal Justice Services for distribution according to law.

ENTER this _____ day of _____, _____.

Judge

I ask for this:

Attorney for the Commonwealth

** This form is for use when the property is to be sold and there is an innocent lienholder.

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

COMMONWEALTH OF VIRGINIA

V.

{DESCRIPTION OF THE PROPERTY}

Docket #: _____

and

{NAME AND ADDRESS OF EACH
OWNER OR LIENHOLDER}

ORDER OF FORFEITURE

THIS CAUSE came to be heard upon the Information filed by the Commonwealth to appear and show cause why {DESCRIPTION OF THE PROPERTY} should not be forfeited to the Commonwealth under the provisions of §19.2-386.1 et seq. of the *Code of Virginia* (1950) as amended; and

IT APPEARING to the Court that {NAME OF OWNER} appeared/failed to appear according to law after proper notice of this action; and

IT FURTHER APPEARING to the Court that said property was used in substantial connection with, or represents the proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana in violation of §19.2-386.22 of the *Code of Virginia* (1950) as amended; and

IT FURTHER APPEARING to the Court that this property is suitable for law-enforcement use;

IT IS THEREFORE ADJUDGED, ORDERED, and DECREED that {DESCRIPTION OF THE PROPERTY} be stored pending disposition by the Department of Criminal Justice Services of any petition for the return of said property for law-enforcement use.

ENTER this ____ day of _____, ____.

Judge

I ask for this:

Attorney for the Commonwealth

** This form is for use when the property is to be returned "In-Kind".

Virginia
IN THE CIRCUIT COURT OF THE CITY OF

COMMONWEALTH OF VIRGINIA

V.

{DESCRIPTION OF THE PROPERTY SEIZED}

Docket #: _____

and

{NAME OF EACH OWNER
OR LIENHOLDER}

ORDER OF FORFEITURE

THIS CAUSE came to be heard upon the Information filed by the Commonwealth to appear and show cause why {DESCRIPTION OF THE PROPERTY} should not be forfeited to the Commonwealth under the provisions of §19.2-386.1 et seq. of the *Code of Virginia* (1950) as amended; and

IT APPEARING to the Court that {NAME OF OWNER(S)} failed to appear according to law after proper notice of this action; and

IT FURTHER APPEARING to the Court that said property was used in substantial connection with, or represents the proceeds from, the manufacture, sale, or distribution of controlled substances or marijuana in violation of §19.2-386.22 of the *Code of Virginia* (1950) as amended;

IT IS THEREFORE ADJUDGED, ORDERED, and DECREED that {DESCRIPTION OF THE PROPERTY} be forfeited to the Commonwealth and condemned and sold according to law; and

IT IS FURTHER ORDERED that the proceeds of such sale shall be distributed as follows: 1) All expenses relating to the storage, maintenance, and sale of the property shall be paid; 2) the balance, if any, to be paid over to the Department of Criminal Justice Services for distribution according to law.

ENTER this ____ day of _____, ____.

Judge

I ask for this:

Attorney for the Commonwealth

** This form is for use when there is a default judgment & no lienholder

APPENDIX H

Sample Agency Policy Statement

Police/Sheriff's Department General Order

Subject: ASSET FORFEITURES

Number: _____

Effective Date: _____

Review Date: _____

Amends/Supersedes: _____

Approved: _____

Police Chief/Sheriff

NOTE: This rule or regulation is for internal use only, and does not enlarge an officer's civil or criminal liability in any way. It should not be construed as the creation of a higher standard of safety or care in an evidentiary sense, with respect to third party claims. Violations of this directive, if proven, can only form the basis of a complaint by this department, and then only in a non-judicial administrative setting.

INDEX WORDS: asset forfeiture
narcotics
drug enforcement

I. POLICY:

A constitutional amendment to state law permits law-enforcement agencies to benefit directly from the seizures made in narcotics or drug investigations. Formerly, in order to receive financial assistance through seized assets, law-enforcement agencies had to use the federal forfeiture process. We intend to aggressively enforce narcotics and dangerous drugs laws, and where our personnel make a substantial seizure of property according to state law, we will begin forfeiture proceedings. Whatever assets we recover through the forfeiture process, whether money or property, will be applied to legitimate enforcement needs, primarily to carry out other drug enforcement strategies. Under no circumstances will personnel select enforcement targets because of the expected financial gain accruing to the department: enforcement strategies are not dictated by profit.

II. PURPOSE:

To outline the department's participation in asset forfeitures from drug enforcement cases, and to state responsibilities of the asset forfeiture coordinator.

III. DEFINITIONS:

- A. Asset forfeiture coordinator (AFC): the officer designated by the chief/sheriff to be conversant in state forfeiture law (to wit, Chapter 22.1 of Title 19.2 of the *Code of Virginia* Chapter 22.1), to identify assets in case records and implement legal process to appropriate these assets for department use. The AFC will also perform as liaison to the Forfeiture Asset Dispute Committee, Criminal Justice Research Board, other state and federal agencies, and the courts, as needed.

- B. Designated seizing agency: the agency or office that initiates the seizure, or which retains possession of the seized property. The designated seizing agency may be the agency chosen by mutual decision of the participating agencies.

C. Assets: Includes both in-kind property and proceeds. In-kind property consists of whatever an agency can put to immediate use. Anything of value seized in association with a drug transaction is an asset for purposes of this order. Proceeds refer to whatever money is raised through sale of property of a kind not immediately useful.

IV. PROCEDURES:

A. Responsibilities of the asset forfeiture coordinator (AFC).

1. Review all police reports to identify property subject to forfeiture.
2. Ensure that all seizures for forfeitures are reported to the Department of Criminal Justice Services
3. Report to the assistant chief of police/chief deputy on all matters pertaining to forfeiture proceedings.
4. Choose and coordinate with vendors hired to manage seized property.
5. Coordinate, when possible, with other agency representatives, as designated by the chief/sheriff, for “pre-seizure” planning meetings to evaluate target assets to ascertain ownership and the existence of liens or encumbrances.
 - a. The planning effort will make every reasonable effort to identify innocent lienholders to avoid inconveniencing them.

B. If the agency wishes to participate in state forfeiture procedures, the AFC shall:

1. Coordinate with the Commonwealth’s Attorney to enter a default judgment against persons who fail to respond to the court within 30 days to defend against seizure of their property.
2. Apply to DCJS for return of in-kind property for legitimate law-enforcement use.
3. Coordinate with the Commonwealth’s Attorney, or other officials as necessary to obtain a commercial sale of property in appropriate cases.
4. Coordinate with other agencies participating in a regional drug enforcement task force to agree on which agency will become the designated seizing agency for purposes of forfeiture proceedings. Negotiate with participating law-enforcement agencies for a suitable division of assets.
 - a. Where agencies seize property pursuant to membership in a regional task force, the AFC will forward to DCJS a copy of the interagency agreement or contract that authorizes the task force.
 - b. The AFC will assist inter-jurisdictional coordination to ensure that localities maintain separate forfeitures accounts and auditing procedures. Similarly, the AFC will track cases in which the department is involved but is not the primary seizing agency.
5. Ensure that the locality’s certification (that the proceeds will be used for law-enforcement purposes only and will not supplant existing resources) is submitted to DCJS, and renewed annually by the county/city manager.
6. Ensure that money seized is forwarded to DCJS in check form. Coordinates with the local finance officer, as necessary.

[NOTE: If the Finance officer is a member of the law-enforcement agency, the following responsibilities should be included in the agency order. If the finance officer serves the town or county, then the following responsibilities should be included in a job description or other town/county document]

C. The agency finance officer shall:

1. Prepare checks to DCJS as soon as possible upon receipt by the agency of forfeited funds from drug transactions.
2. Prepare and maintain records on all property accruing to the agency through drug forfeitures and retain these records for a minimum of three years.
3. Annually conduct an audit of all property seized attendant to drug transactions, including an audit of all property subjected to forfeiture proceedings. Forward a copy of all audits to DCJS upon request.
4. Compile and retain a file of all receipts for cash or property obtained and sold or otherwise disposed of through asset forfeiture procedures.

D. If the agency elects to pursue forfeiture through federal proceedings, then the AFC will notify DCJS.