

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCS for HB 1029 Personal Identification Information

SPONSOR(S): Criminal Justice Subcommittee

TIED BILLS: **IDEN./SIM. BILLS:** SB 1472

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Criminal Justice Subcommittee		Jones	Cunningham

SUMMARY ANALYSIS

Florida has the nation's highest rate of identity theft in the country. The Federal Trade Commission reports that in 2012, south Florida led the country with 645 identity theft complaints per 100,000 people.

Florida law currently makes it a crime to willfully and without authorization fraudulently use, or possess with intent to fraudulently use, personal identification information concerning an individual without first obtaining that individual's consent.

The bill enhances the penalties for personal identification information crimes against specified victims. The bill amends s. 817.568, F.S., to make it a second degree felony for any person to willfully and without authorization fraudulently use the personal identification information of an individual, without first obtaining their consent, who is:

- 60 years of age or older;
- A disabled adult as defined in s. 825.101(4), F.S.;
- A public servant as defined in s. 838.014, F.S.;
- A veteran as defined in s. 1.01(14), F.S.;
- A first responder as defined in s. 125.01045(2), F.S.;
- An individual who is employed by the State of Florida; or
- An individual who is employed by the U.S. Government.

The bill also requires the court to impose a \$151 surcharge on persons convicted of any crime in s. 817.568, F.S. The bill allocates the surcharge as follows:

- \$75 of the surcharge is deposited into the Department of Law Enforcement Operating Trust Fund for the department to provide grants to local law enforcement agencies in Palm Beach, Broward, and Miami-Dade counties to investigate the criminal use of personal identification information;
- \$75 of the surcharge is deposited into the State Attorneys Revenue Trust Fund for the purpose of funding prosecutions of offenses relating to the criminal use of personal identification information in the Eleventh, Fifteenth, and Sixteenth Circuits; and
- The clerk of the court retains \$1 of each surcharge.

The bill creates s. 817.5686, F.S., to establish the Identity Theft and Fraud Task Force (Task Force) within the Florida Department of Law Enforcement (FDLE). The purpose of the Task Force is to develop strategies and techniques that will assist in the investigation and prosecution of the criminal use of personal identification information in Palm Beach, Broward, and Miami-Dade counties. The bill requires FDLE to adopt rules pursuant to ss. 120.536(1) and 120.54, F.S., to implement the Task Force.

The Criminal Justice Impact Conference has not met to determine the prison bed impact of the proposed committee substitute. However, the bill creates a new second degree felony offense which may have a negative prison bed impact on the Department of Corrections. The bill also may also have a fiscal impact on FDLE and state and local governments. See Fiscal Section.

The bill is effective July 1, 2014.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Identity Theft

Florida has the nation's highest rate of identity theft in the country.¹ The Federal Trade Commission reports that in 2012, south Florida led the country with 645 identity theft complaints per 100,000 people.² Tech security expert Alan Crowetz, believes that Florida's large transient and tourist population may be contributing to Florida's identify theft ranking.³ "You come here, you are on public Wi-Fi and unknown hotels," he said. "If someone rips you off, the next day you may not even be in the same city anymore, ID thieves act fast and often prey on older, less tech-savvy people."⁴

Criminal Use of Personal Identification Information

Section 817.568, F.S., attempts to address the identity theft issue by imposing penalties for the criminal use of personal identification information. The statute makes it a third degree felony⁵ for a person to willfully and without authorization fraudulently use, or possess with intent to fraudulently use, personal identification information concerning an individual without first obtaining that individual's consent. A person who fraudulently uses personal identification information as proscribed above:

- Commits a second degree felony,⁶ punishable by a three-year minimum mandatory sentence, if the pecuniary benefit, the value of the services received, the payment sought to be avoided, or the amount of the injury or fraud perpetrated is \$5,000 or more or if the person fraudulently uses the personal identification information of 10 or more individuals, but fewer than 20 individuals, without their consent;
- Commits a first degree felony,⁷ punishable by a five-year minimum mandatory sentence, if the pecuniary benefit, the value of the services received, the payment sought to be avoided, or the amount of the injury or fraud perpetrated is \$50,000 or more, or if the person fraudulently used the personal identification information of 20 or more but fewer than 30 individuals; or
- Commits a first degree felony, punishable by a 10-year minimum mandatory sentence, if the pecuniary benefit, the value of the services received, the payment sought to be avoided, or the amount of the injury or fraud perpetrated is \$100,000 or more, or if the person fraudulently used the personal identification information of 30 or more individuals.⁸

The penalty is enhanced for crimes when the victim is a minor. Section 817.568(6), F.S., makes it a second degree felony for any person who willfully and without authorization fraudulently uses personal identification information concerning an individual who is less than 18 years of age without first obtaining the consent of that individual or of his or her legal guardian.

"Personal identification information" is defined as any name or number that may be used, alone or in conjunction with any other information, to identify a specific individual including any:

- Name, postal or electronic mail address, telephone number, social security number, date of birth, mother's maiden name, official state-issued or United States-issued driver's license or identification number, alien registration number, government passport number, employer or taxpayer identification number, Medicaid or food assistance account number, bank account number, credit or debit card number, or personal identification number or code assigned to the holder of a debit card by the issuer to permit authorized electronic use of such card;

¹ *Theft a 'huge problem' in South Florida*, Linda Trischitta, SunSentinel, February 17, 2014, http://articles.sun-sentinel.com/2014-02-17/news/fl-fbi-miami-chief-priorities-20140217_1_id-theft-tax-returns-fighting-id (last accessed March 14, 2014).

² *Id.*

³ *South Florida #1 in U.S. for identity theft: Why?*, February 28, 2014, <http://www.firstcoastnews.com/story/news/local/florida/2014/02/28/south-florida-1-in-us-for-identity-theft-why/5892223/> (last accessed March 14, 2014).

⁴ *Id.*

⁵ A third degree felony is punishable by up to five years imprisonment and a \$5,000 fine. Sections 775.082 and 775.083, F.S.

⁶ A second degree felony is punishable by up to 15 years imprisonment and a \$10,000 fine. Sections 775.082 and 775.083, F.S.

⁷ A first degree felony is punishable by up to 30 years imprisonment and a \$10,000 fine. Sections 775.082 and 775.083, F.S.

⁸ Section 817.568(2), F.S.

- Unique biometric data, such as fingerprint, voice print, retina or iris image, or other unique physical representation;
- Unique electronic identification number, address, or routing code;
- Medical records;
- Telecommunication identifying information or access device; or
- Other number or information that can be used to access a person's financial resources.⁹

Effect of the Bill

Section 817.568, F.S.

The bill enhances the penalties for personal identification information crimes against specified victims. The bill amends s. 817.568, F.S., to make it a second degree felony for any person to willfully and without authorization fraudulently use the personal identification information of an individual, without first obtaining their consent, who is:

- 60 years of age or older;
- A disabled adult as defined in s. 825.101(4), F.S.;
- A public servant as defined in s. 838.014, F.S.;
- A veteran as defined in s. 1.01(14), F.S.;
- A first responder as defined in s. 125.01045(2), F.S.;
- An individual who is employed by the State of Florida; or
- An individual who is employed by the U.S. Government.

The bill also requires the court to impose a \$151 surcharge on persons convicted of any crime in s. 817.568, F.S. Payment of the surcharge must be a condition of probation, community control, or any other court-ordered supervision and may not be waived by the court. If a defendant has been ordered to pay restitution in accordance with s. 775.089, F.S., the \$151 surcharge must be included in a judgment. The bill allocates the surcharge as follows:

- \$75 of the surcharge is deposited into the Florida Department of Law Enforcement's (FDLE) Operating Trust Fund for FDLE to provide grants to local law enforcement agencies in Palm Beach, Broward, and Miami-Dade counties to investigate the criminal use of personal identification information;
- \$75 of the surcharge is deposited into the State Attorneys Revenue Trust Fund for the purpose of funding prosecutions of offenses relating to the criminal use of personal identification information in the Eleventh, Fifteenth, and Sixteenth Circuits; and
- The clerk of the court retains \$1 of the surcharge.

Task Force

The bill creates s. 817.5686, F.S., to establish the Identity Theft and Fraud Task Force (Task Force) within the FDLE. The purpose of the Task Force is to develop strategies and techniques that will assist in the investigation and prosecution of the criminal use of personal identification information in Palm Beach, Broward, and Miami-Dade counties.¹⁰

The Task Force must consist of the following members or their designees:

- The Special Agent in Charge of FDLE's Miami Regional Operation Center, who shall serve as chair;
- The Sheriffs of Palm Beach and Broward Counties;
- The Police Chief from the Miami-Dade Police Department;
- The State Attorneys of the Eleventh, Fifteenth, and Sixteenth Circuits; and

⁹ Section 817.568(1)(f), F.S.

¹⁰ The bill provides the following legislative intent language: The Legislature finds that there is a need to develop and implement a strategy to address the investigation and prosecution of the criminal use of personal identification information in Palm Beach, Broward, and Miami-Dade counties.

- Six members appointed by the chair, consisting of two chiefs of police from Palm Beach County, two chiefs of police from Broward County, and two representatives from the Miami-Dade Police Department.¹¹

Members of the Task Force must serve without compensation, but are entitled to reimbursement for per diem and travel expenses in accordance with s. 112.061, F.S. FDLE must provide administrative and support services for the Task Force. The bill requires FDLE to adopt rules pursuant to ss. 120.536(1) and 120.54, F.S., to implement the Task Force.

The Task Force must organize by December 31, 2014, and must meet at least four times per year thereafter. Additional meetings may be held if the chair determines that extraordinary circumstances require such meetings.¹² A majority of the members of the Task Force constitutes a quorum. The chair of the Task Force may appoint subcommittees and subcommittee chairs as necessary in order to address issues related to the Task Force.¹³

The Task Force must coordinate efforts in Palm Beach, Broward, and Miami-Dade counties to:

- Develop strategies and techniques that will assist in the investigation and prosecution of the criminal use of personal identification information; and
- Incorporate other objectives reasonably related to the goals of enhancing the investigation and prosecution of the criminal use of personal identification information and a citizen's ability to prevent and detect identity theft and fraud.

By December 1, 2017, the Task Force must submit a report on its activities to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The report must include any recommendations on how to better investigate and prosecute the criminal use of personal identification information. The Task Force dissolves on December 31, 2017.

B. SECTION DIRECTORY:

Section 1. Amends s. 817.568, F.S., relating to criminal use of personal identification information.

Section 2. Creates s. 817.5686, F.S., relating to Identity Theft and Fraud Task Force.

Section 3. Provides an effective date of July 1, 2014.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The bill requires \$75 of the \$151 surcharge to be deposited into the State Attorneys Revenue Trust Fund for the purpose of funding prosecutions of offenses relating to the criminal use of personal identification information in the Eleventh, Fifteenth, and Sixteenth Circuits. This may have an indeterminate positive impact on state government revenues.

2. Expenditures:

¹¹ The bill specifies that Legislature finds that the task force serves a legitimate state, county, and municipal purpose and that service on the task force is consistent with a member's principal service in public office or employment. Therefore, membership on the task force does not disqualify a member from holding any other public office or from being employed by a public entity.

¹² Members may appear at meetings by electronic means.

¹³ A subcommittee chair serves at the pleasure of the chair.

The Criminal Justice Impact Conference has not met to determine the prison bed impact of the proposed committee substitute. However, the bill creates a new second degree felony offense, which may have a negative prison bed impact on the Department of Corrections.

The bill also establishes the Task Force within FDLE. FDLE must provide administrative and support services for the Task Force, which may have a negative workload impact on FDLE.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

The bill requires \$75 of the \$150 surcharge to be deposited into FDLE's Operating Trust Fund for FDLE to provide grants to local law enforcement agencies in Palm Beach, Broward, and Miami-Dade counties to investigate the criminal use of personal identification information. This may have an indeterminate positive impact on these specific local government's revenues.

2. Expenditures:

The bill does not appear to have any impact on local government expenditures.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

The bill appears to be exempt from the requirements of Article VII, Section 18 of the Florida Constitution because:

- Portions of the bill are criminal law; and
- The bill does not appear to require counties or municipalities to take action requiring the expenditure of funds, reduce the authority that counties or municipalities have to raise revenue in the aggregate, nor reduce the percentage of state tax shared with counties or municipalities.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill provides FDLE with rule-making authority pursuant to ss. 120.536(1) and 120.54, F.S., to implement the Task Force.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES