

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

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Prepared By: The Professional Staff of the Committee on Regulated Industries

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BILL: SB 342

INTRODUCER: Senators Bradley and Margolis

SUBJECT: Florida Clean Indoor Air Act

DATE: January 6, 2014

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Oxamendi</u>	<u>Imhof</u>	<u>RI</u>	<u>Pre-meeting</u>
2.	_____	_____	<u>CA</u>	_____
3.	_____	_____	<u>CJ</u>	_____

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**I. Summary:**

SB 432 authorizes municipalities and counties to restrict smoking in playground areas if that property is owned by the municipality or county. The bill defines the term “playgrounds” to mean “a designated independent area in the community or neighborhood that is designed solely for children and has one or more playground structures.”<sup>1</sup> The restricted areas must be identified by “No Smoking” signs that delineate the area where smoking is restricted.

The bill requires a law enforcement officer, before issuing a citation for a violation, to first direct the violator to stop smoking and to advise him or her of the penalties for a violation. If the person continues to smoke in violation of the law enforcement officer’s directive, the officer must then ask the person to leave the premises. The law enforcement officer may issue the citation, punishable as provided in s. 386.208, F.S., if the person refuses to leave the premises. The citation may be in addition to any other penalty that may be applicable.

Any ordinances adopted by a municipality or county under the authority provided in this bill would be subject to the fines provided in s. 386.208, F.S., of not more than \$100 for a first violation and not more than \$500 for a subsequent violation.

The bill provides an effective date of July 1, 2014.

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<sup>1</sup> The definition is similar to the definition of the term “playground in s. 775.215(1)(c), F.S, relating to residency restriction for persons convicted of certain sex offenses, which defines the term “playground” to mean “a designated independent area in the community or neighborhood that is designated solely for children and has one or more play structures.” The principal difference between the two definitions is that the bill requires that the area designated must be “designed” for children and s. 775.215(1)(c), F.S., requires that the designated area must be “designated” for children. The bill also uses the term “playground structures” and s. 775.215(1)(c), F.S., uses the term “play structures.”

## II. Present Situation:

The Florida Clean Indoor Air Act (act) in part II of ch. 386, F.S., regulates tobacco smoking in Florida. The legislative purpose of the act is to protect people from the health hazards of secondhand tobacco smoke and to implement the Florida health initiative in s. 20, Art. X of the State Constitution.<sup>2</sup>

### Florida Constitution

On November 5, 2002, the voters of Florida approved Amendment 6 to the State Constitution, which prohibits tobacco smoking in enclosed indoor workplaces. Codified as s. 20, Art. X, Florida Constitution, the amendment defines an “enclosed indoor workplace,” in part, as “any place where one or more persons engages in work, and which place is predominantly or totally bounded on all sides and above by physical barriers . . . without regard to whether work is occurring at any given time.” The amendment defines “work” as “any persons providing any employment or employment-type service for or at the request of another individual or individuals or any public or private entity, whether for compensation or not, whether full or part-time, whether legally or not.” The amendment provides limited exceptions for private residences “whenever they are not being used commercially to provide child care, adult care, or health care, or any combination thereof,” retail tobacco shops, designated smoking guest rooms at hotels and other public lodging establishments, and stand-alone bars.

The constitutional amendment directs the Legislature to implement the “amendment in a manner consistent with its broad purpose and stated terms.” The amendment requires that the implementing legislation have an effective date of no later than July 1, 2003, and requires that the implementing legislation must also provide civil penalties for violations; provide for administrative enforcement; and require and authorize agency rules for implementation and enforcement. The amendment further provides that the Legislature may enact legislation more restrictive of tobacco smoking than that provided in the Florida Constitution.

### Florida’s Clean Indoor Air Act

The Legislature implemented the smoking ban by enacting ch. 2003-398, L.O.F., effective July 1, 2003, which amended pt. II of ch. 386, F.S., and created s. 561.695, F.S., of the Beverage Law. The act, as amended, implements the constitutional amendment’s prohibition. Specifically, s. 386.204, F.S., prohibits smoking in an enclosed indoor workplace, unless the act provides an exception. The act adopts and implements the amendment’s definitions and adopts the amendment’s exceptions for private residences whenever not being used for certain commercial purposes;<sup>3</sup> stand-alone bars;<sup>4</sup> designated smoking rooms in hotels and other public lodging establishments;<sup>5</sup> and retail tobacco shops, including businesses that manufacture, import, or distribute tobacco products and tobacco loose leaf dealers.<sup>6</sup>

Section 386.207, F.S., provides for enforcement of the act by the Department of Health (DOH) and the Department of Business and Professional Regulation (DBPR) within each department’s

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<sup>2</sup> Section 386.202, F.S.

<sup>3</sup> Section 386.2045(1), F.S. *See also* definition of the term “private residence” in s. 386.203(1), F.S.

<sup>4</sup> Section 386.2045(4), F.S. *See also* definition of the term “stand-alone bar” in s. 386.203(11), F.S.

<sup>5</sup> Section 386.2045(3), F.S. *See also* definition of the term “designated guest smoking room” in s. 386.203(4), F.S.

<sup>6</sup> Section 386.2045(2), F.S. *See also* definition of the term “retail tobacco shop” in s. 386.203(8), F.S.

specific areas of regulatory authority. Sections 386.207(1) and 386.2125, F.S., grant rulemaking authority to the DOH and the DBPR and require that the departments consult with the State Fire Marshal during the rulemaking process.

Section 386.207(3), F.S., provides penalties for violations of the act by proprietors or persons in charge of an enclosed indoor workplace.<sup>7</sup> The penalty for a first violation is a fine of not less than \$250 and not more than \$750. The act provides fines for subsequent violations in the amount of not less than \$500 and not more than \$2,000. Penalties for individuals who violate the act are provided in s. 386.208, F.S., which provides for a fine in the amount of not more than \$100 for a first violation and not more than \$500 for a subsequent violation. The penalty range for an individual violation is identical to the penalties for violations of the act before the implementation of the constitutional smoking prohibition.

### **Smoking Prohibited Near School Property**

Section 386.212(1), F.S., prohibits smoking by any person under 18 years of age in, on, or within 1,000 feet of the real property comprising a public or private elementary, middle, or secondary school between the hours of 6 a.m. and midnight. The prohibition does not apply to any person occupying a moving vehicle or within a private residence.

### **Enforcement**

Section 386.212(2), F.S., authorizes law enforcement officers to issue citations in the form as prescribed by a county or municipality to any person violating the provisions of s. 386, F.S., and prescribes the information that must be included in the citation.

The issuance of a citation under s. 386.212(2), F.S., constitutes a civil infraction punishable by a maximum civil penalty not to exceed \$25, or 50 hours of community service or, where available, successful completion of a school-approved anti-tobacco “alternative to suspension” program.<sup>8</sup>

If a person fails to comply with the directions on the citation, the person would waive his or her right to contest the citation and an order to show cause may be issued by the court.<sup>9</sup>

### **Regulation of Smoking Preempted to State**

Section 386.209, F.S., provides that the act expressly preempts regulation of smoking to the state and supersedes any municipal or county ordinance on the subject.

As an exception to the state’s preemption of smoking regulation, s. 386.209, F.S., permits school districts to further restrict smoking by persons on school district property,

Regarding the issue of preemption, a recent Florida Attorney General Opinion concluded that the St. Johns Water Management District could not adopt a regulation prohibiting smoking by all persons on district property.<sup>10</sup> The Attorney General reasoned that s. 386.209, F.S., represents a clear expression of the legislative intent that the act preempts the field of smoking regulation for

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<sup>7</sup> The applicable penalties for violations by designated stand-alone bars are set forth in s. 561.695(8), F.S.

<sup>8</sup> Section 386.212(3), F.S.

<sup>9</sup> Section 386.212(4), F.S.

<sup>10</sup> Fla. AGO 2011-15 (July 21, 2011). *See also*, Fla. AGO 2005-63 (November 21, 2005), which opined that a municipality is preempted from regulating smoking in a public park other than as prescribed by the Legislature.

indoor and outdoor smoking. The Attorney General noted that the 2011 amendment of s. 386.209, F.S.,<sup>11</sup> to authorize school districts to prohibit smoking on school district property and concluded that further legislative authorization would be required for the water management district to regulate smoking on its property.

### III. Effect of Proposed Changes:

The bill creates an additional exemption to the preemption of smoking regulation to the state in s. 386.209, F.S.

The bill amends s. 386.209, F.S., to authorize municipalities and counties to restrict smoking in playground areas if that property is owned by the municipality or county. The bill defines the term “playgrounds.” to mean “a designated independent area in the community or neighborhood that is designed solely for children and has one or more playground structures.”<sup>12</sup> The restricted areas must be identified by “No Smoking” signs that delineate the area where smoking is restricted.

The bill requires a law enforcement officer, before issuing a citation for a violation, to first direct the violator to stop smoking and to advise him or her of the penalties for a violation. If the person continues to smoke in violation of the law enforcement officer’s directive, the officer must then ask the person to leave the premises. The law enforcement officer may issue the citation, punishable as provided in s. 386.208, F.S., if the person refuses to leave the premises. The citation may be in addition to any other penalty that may be applicable.

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### IV. Constitutional Issues:

#### A. Municipality/County Mandates Restrictions:

None.

#### B. Public Records/Open Meetings Issues:

None.

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<sup>11</sup> Chapter 2011-108, L.O.F.

<sup>12</sup> The definition is similar to the definition of the term “playground in s. 775.215(1)(c), F.S., relating to residency restriction for persons convicted of certain sex offenses, which defines the term “playground” to mean “a designated independent area in the community or neighborhood that is designated solely for children and has one or more play structures.” The principal difference between the two definitions is that the bill requires that the area designated must be “designed” for children and s. 775.215(1)(c), F.S., requires that the designated area must be “designated” for children. The bill also uses the term “playground structures” and s. 775.215(1)(c), F.S., uses the term “play structures.”

C. Trust Funds Restrictions:

None.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

Municipal and county governments that opt to restrict smoking in playground areas may incur indeterminate expenses related to the enactment of the ordinance to make the designation and in the procurement, installation, and maintenance of the required “no smoking” signs.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill substantially amends section 386.209 of the Florida Statutes.

**IX. Additional Information:**

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.