

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/CS/CS/HB 995 Department of Agriculture and Consumer Services
SPONSOR(S): Regulatory Affairs Committee; Appropriations Committee; Business & Professions Subcommittee; Trumbull and Workman
TIED BILLS: CS/HB 997 **IDEN./SIM. BILLS:** CS/SB 1444

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Business & Professions Subcommittee	13 Y, 0 N, As CS	Butler	Luczynski
2) Appropriations Committee	24 Y, 0 N, As CS	Lolley	Leznoff
3) Regulatory Affairs Committee	18 Y, 0 N, As CS	Butler	Hamon

SUMMARY ANALYSIS

The bill contains modifications to several licensing and consumer services activities under the jurisdiction of the Florida Department of Agriculture and Consumer Services (Department).

Within the Division of Consumer Services, the bill:

- Provides that the Department shall waive the initial license fee for veterans and their spouses for license applications submitted within 60 months of the veteran's discharge from a branch of the United States Armed Forces for certain professions and business entities majority owned by veterans or their spouses;
- Removes language within Florida's Telemarketing Act related to a "mail drop," and clarifies that telemarketing applicants must have an actual physical location for telemarketing operations within Florida;
- Transfers the enforcement of the "Commercial Weight-Loss Practices Act," which provides consumer information, to the Department of Health whom currently substantively regulate dietetics, nutritional practices and other weight-loss related professions;
- Provides an exemption from the inspection requirements for water-related amusement rides at facilities not open to the general public, if:
 - The ride is an incidental amenity operated by a licensed lodging or food service establishment;
 - The ride is an incidental amenity at a private, membership-only facility; or,
 - The ride is located at a nonprofit charitable permanent facility.
- Provides that owner or manager of an amusement ride may use an inspection form approved by the Department instead of the Department's generalized inspection form.

Within the Division of Licensing, the bill:

- Requires the Department to participate in FDLE's Applicant Fingerprint Retention and Notification Program and requires security, private investigation and recovery industry licensees to submit fingerprints and pay retention fees for the state and federal fingerprint retention programs;
- Removes the residency requirement for security industry licensure;
- Provides that the qualifying training required for concealed weapon license holders in Florida must include a live fire demonstration by the trainee in the physical presence of the trainer;
- Provides the Department may send notice by either e-mail or regular mail, without return receipt, for the suspension or revocation of concealed weapons licenses after personal service or service by certified mail is ineffective;
- Removes the notarization requirement for concealed weapon license renewals and requires applications be submitted under oath and under penalty of perjury;
- Provides that approved tax collectors may print and furnish a renewal license to a concealed weapon license holder who submits a renewal application at the tax collector's office;
- Reduces the fees for concealed weapon licenses to \$60 for the initial license and \$50 for the renewal;
- Creates a Florida veteran identification card.

The bill will have a significant fiscal impact on state government and the private sector. See Fiscal Analysis & Economic Impact Statement for more information. The bill appropriates 1 position and \$254,300 from the Division of Licensing Trust Fund to DACS to implement s. 570.695, F.S.

The bill has an effective date of July 1, 2015.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives.

STORAGE NAME: h0995e.RAC

DATE: 4/13/2015

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Current Situation

The mission of the Florida Department of Agriculture and Consumer Services (Department) is to safeguard the public and support Florida's agricultural economy by:

- Ensuring the safety and wholesomeness of food and other consumer products through inspection and testing programs;
- Protecting consumers from unfair and deceptive business practices and providing consumer information;
- Assisting Florida's farmers and agricultural industries with the production and promotion of agricultural products; and
- Conserving and protecting the state's agricultural and natural resources by reducing wildfires, promoting environmentally safe agricultural practices, and managing public lands.

The bill includes modifications to several regulatory and consumer activities under the Department's jurisdiction, specifically the Division of Consumer Services and Division of Licensing. Each proposed change is divided by subject and each subject is followed by a listing of the applicable sections of the bill.

B. SECTION DIRECTORY:

The following includes the Current Situation and Effect of the Bill.

Division of Consumer Services

Military Veteran Fees

There are more than 231,000 veterans of the Afghanistan and Iraq wars that currently live in Florida.¹ One of the greatest challenges facing returning veterans is finding gainful employment in a profession.

In recent years, the Department of Business and Professional Regulation and the Department of Health have begun waiving professional license fees for veterans. Specifically, Chapter 2014-1, Laws of Florida, amended s. 455.213, F.S., to allow the Department of Business and Professional Regulation to waive the initial licensing fee, initial application fee, and initial unlicensed activity fee for a military veteran or his or her spouse within 60 months of discharge. This same bill amended s. 456.013, F.S., and s. 468.304, F.S., to waive similar fees for the Department of Health.

The Department regulates several industries under its Division of Consumer Services, including surveyors and mappers, health studios, telemarketing, intrastate movers, sellers of liquefied petroleum gasoline, pawn broking, motor vehicle repair, and sellers of travel. The Department has received inquiries from individuals who have heard of the waivers offered by the Department of Business and Professional Regulation and the Department of Health asking if similar waivers are available for industries under the Division of Consumer Services.

The bill provides that the Department shall waive the initial license fees for veterans and their spouses for license applications submitted within 60 months of the veteran's discharge from any branch of the United States Armed Services for the following industries and professions: surveyors and mappers (s. 472.015, F.S.), health studios (s. 501.015, F.S.), telemarketing (ss. 501.605 & 501.607, F.S.), intrastate movers (s. 507.03, F.S.), sellers of liquefied petroleum gasoline (s. 527.02, F.S.), pawn broking (s. 539.001, F.S.), motor vehicle repair (s. 559.904, F.S.), and sellers of travel (s. 559.928, F.S.).

¹ Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 3 (Mar. 3, 2015).

Furthermore, initial license fees will be waived for business entities where a veteran or their spouse is the majority owner in the above industries.

Section 1 amends s. 472.015, F.S. (surveyors and mappers), **Section 9** amends s. 501.015, F.S. (health studios), **Section 12** amends s. 501.605, F.S. (telemarketing), **Section 13** amends s. 501.607, F.S. (telemarketing), **Section 14** amends s. 507.03, F.S. (intrastate movers), **Section 15** amends s. 527.02, F.S. (liquefied petroleum gasoline), **Section 16** amends s. 539.001, F.S. (pawnbrokers), **Section 17** amends s. 559.904, F.S. (motor vehicle repair), and **Section 18** amends s. 559.928, F.S. (sellers of travel).

Telemarketing

The Department has regulatory authority over telemarketing businesses and regularly conducts onsite investigations looking for unlicensed or unlawful activity. Telemarketing is regulated under Florida's Telemarketing Act, codified in ss. 501.601 – 501.626, F.S.

Applicants must have an actual physical location for telemarketing operation under s. 501.605, F.S., to become "commercial telephone sellers." A mail drop cannot be the actual physical location of the business.

The bill revises s. 501.605, F.S., to remove an inconsistency in current law asking whether a location is a "mail drop," and should have no effect on the industry.

Section 12 amends s. 501.605, F.S.

Commercial Weight-Loss Practices Act

Currently, the Department is charged with enforcing the "Commercial Weight-Loss Practices Act." This Act requires weight-loss providers to provide consumers with a Weight Loss Consumer Bill of Rights, disclose information about the provider and program, and provide itemized statements.

The Department believes that it has no substantive nexus with this industry, which primarily includes medical staff and weight loss centers that are staffed by dietitians and nutritionists.² Dietetics, nutrition practices, and other weight-loss professions are regulated by Department of Health (DOH), which has experience and expertise related to the weight loss industry.

The Department has previously attempted to repeal this section, but amended the repeal out of their Department bill in 2014 after discussing concerns with opponents.³ The Florida Dietetic Association has an interest in the enforcement of this Act and the Department reports working with the Association to increase consumer awareness about the Act by including information in the consumer calendar and e-newsletters.⁴ However, given the limited expertise, the Department does not believe they are able to enforce this program to the level that the Association desires.

This bill transfers enforcement of the Act to DOH. The Department believes that this transfer will result in a more efficient use of state resources as DOH has primary jurisdiction over dietitians and nutritionists.

Section 10 amends s. 501.0581, F.S. (civil remedies), and **Section 11** amends s. 501.0583, F.S. (penalties and enforcement)

Safety Standards for Amusement Rides

² Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 5 (Mar. 3, 2015).

³ See generally, PCB BPRS 14-01(2014) and HB 7051 (2014)(a version of these bills passed without the "Commercial Weight-Loss Practices Act" repeal language and was enrolled as Chapter 2014-147, Laws of Fla.).

⁴ Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 5 (Mar. 3, 2015).

The Bureau of Fair Rides Inspection (Bureau) of the Department protects citizens and visitors of Florida through their amusement ride inspection program. The Bureau is assigned to carry out the inspection and investigation mandates of s. 616.242, F.S., and enforcement of adopted rules, regulations and codes for amusement rides. The Bureau has statewide responsibility to inspect all amusement rides in the state, except for certain large parks which have more than 1,000 employees and have full time inspectors on staff.

The Department has previously removed inspection requirements for private facilities such as residential community centers not open to the general public, and this bill seeks to clarify and expand that exemption to include lodging or food service establishments under Chapter 509, F.S.

The Department believes that the inspection of water-related amusement rides that are incidental amenities of a licensed lodging or food service establishment and regulated by the Department of Business and Professional Regulation is unnecessary. The Department currently does not monitor waterslides at hotels that are not open to the public and do not allow day rates.

This bill also exempts a facility operating as a charitable entity licensed under Chapter 496, F.S., which is not open to the general public. Although the Department licenses these companies, the Department states that only two companies would be covered by this exemption, and these companies are not open to the general public.

Finally, the bill exempts a private, membership-only facility if the amusement ride is an incidental amenity and the facility is not open to the general public, is not primarily engaged in providing amusement, pleasure, thrills, or excitement, and does not offer day rates.

This bill also allows the use of manufacturer inspection forms to be submitted to the Department in lieu of the Department's form if the manufacturer's form is approved by the Department. Currently, fair ride owners have to fill out a Department form for inspections and for training of employees. These forms are not customized to any specific ride. As a result, fair ride owners frequently fill out the Department form in addition to a form provided by the manufacturer that is specific to the ride being inspected.⁵

The Department believes that use of manufacturer's inspection forms will lead to more detailed and thorough inspections, which will enhance public safety. Fair ride owners must submit their new forms for approval. Once approved, documentation will be kept on file to ensure that management is only using pre-approved forms that have, at a minimum, the same information that is required on the Department's forms. Those who prefer to may continue to use the Department's generic inspection and training forms.

Section 21 amends s. 616.242, F.S.

Ticket Distribution Programs

Operators of nationally televised sporting events often experience a public demand for tickets to attend or participate in the event that far exceeds their supply. As a result, the ability for the general public to have the opportunity to purchase tickets at face value is often severely limited. Random drawings are often used by these event operators to award the ability to purchase tickets to those who wish to attend or participate in the sporting event.

This method of distribution may be considered more reasonable and fair than a 'first come, first serve' system to distribute tickets that are in limited supply.

The bill proclaims that the practice of distributing tickets in this way does not constitute the award of a prize, and that requiring entrants to pay an administrative fee to enter such drawing is not a violation of anti-gambling laws.

⁵ Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 5 (Mar. 3, 2015).

The bill creates s. 849.095, F.S., to define a “ticket distribution program” as a “random drawing by which each entrant pays an administrative fee, not to exceed thirty-five dollars per each separate entry, for a non-transferable opportunity to win the right to purchase, at face value, one or more non-transferable tickets to attend or participate in a sporting event.”

The bill provides the Department enforcement authority of these provisions, and provides that a violation of this section constitutes a deceptive and unfair trade practice under Florida’s Deceptive and Unfair Trade Practices Act actionable.

Section 24 creates s. 849.095, F.S.

Division of Licensing

The Division of Licensing within the Department is responsible for protecting the public from unethical business practices on the part of persons providing private security, private investigative and recovery services to the public through licensure and regulation of those industries pursuant to Chapter 493, F.S. Additionally, the Division is responsible for the issuance of Concealed Weapon or Firearm Licenses in accordance with s. 790.06, F.S.

Recovery Agents

The Division of Licensing works to ensure that the legal authority, rights, and obligations of licensed recovery agents are directed to serving the needs of the people of Florida. A “recovery agency” is defined by s. 493.6101, F.S., to mean “any person who, for consideration, advertises as providing or is engaged in the business of performing repossessions.” A “repossession” can include the recovery of a motor vehicle, mobile home, motorboat, aircraft, personal watercraft, or several other items, performed by an individual who is authorized by the legal owner, lienholder, or lessor to recover, or collect payment in lieu of recovery, an item that was sold or leased under a security agreement that contains a repossession clause.

The bill clarifies that the term “recovery agency” does not include a person who “does not directly perform repossessions, and who, pursuant to a contract with a bank, bank holding company, credit union, or small loan company operating pursuant to chapters 516 and 520, contracts with a licensed recovery agency or a licensed recovery agent for the performance of repossessions by such agency or agent, if such person includes a disclaimer in all advertisements appearing in this state which states that the person does not directly perform any repossessions, but contracts with licensed recovery agents or agencies.”

This clarification will exclude persons who advertise “forwarder” services, or persons who contract with lienors, lessors, or legal owners of secured goods, to assist in repossessions, but do not actually perform the repossessions themselves. Instead, the person contracts with several licensed recovery agents to perform the actual repossessions, should repossession be necessary.

Section 2 amends s. 493.6101, F.S.

Licensee Fingerprint Retention

An individual who wishes to work in the private investigation, recovery, or security industries that are regulated by the Department under Chapter 493, F.S., must provide a set of fingerprints and submit to a criminal history background check. After a person has been licensed, the Department is mandated by s. 493.6118, F.S., to continually monitor weekly criminal arrests and match reports furnished by the Florida Department of Law Enforcement (FDLE) to ensure that licensees remain eligible for licensure during the term of the license. The current process is very time consuming, based only on name-search criteria, and does not guarantee accurate identification.

When a match is found, the Division of Licensing must manually review the demographic information of the arrested person with the demographic information of the matched licensee. Further, the Department is only able to receive match reports from FDLE of arrests that occur in Florida.

The bill requires the Department to participate in FDLE's Applicant Fingerprint Retention and Notification Program (AFRNP) and allows for retention of applicant fingerprints within FDLE's Biometric Identification System (BIS).

A component of the Federal Bureau of Investigation's (FBI) Next Generation Identification (NGI) project includes retaining fingerprints at the national level. In order for entities to participate in the federal program, fingerprints must be retained at the state level and subsequently enrolled through the state program into the FBI's program.

Participation at the statewide level would require payment of an annual fee of \$6.00 for each year that a license is valid. Participation in the fingerprint retention program sponsored by the FBI would require payment of a \$13.00 fee at the time of initial application that would cover the cost of fingerprint retention for as long as a license is valid.

Fingerprint retention technology would completely automate the manual practice of matching arrest records with licensees. Moreover, participation in the fingerprint retention program at the federal level ensures that fingerprint based arrests of licensees in any jurisdiction in the United States would immediately be delivered to the Department. The Department is required to inform the agency that employs the licensee of any arrest, and may take action against the license if appropriate.

Licensees, whose licenses expire prior to January 2016, are currently not required to re-submit their fingerprints or pay the processing and retention fees that are set out in this bill. The bill will require renewal licensees to re-submit their fingerprints and pay the processing and retention fees to be enrolled in the federal and statewide automated biometric identification system if they have not already done so during initial licensure. These licensees will only have to submit fingerprints and pay both processing fees upon the first renewal; all subsequent renewals will only require the licensee to pay statewide retention fees.

Section 3 amends s. 493.6105, F.S. (initial licensure), **Section 5** amends s. 493.6108, F.S. (FDLE retention), **Section 5** amends s. 493.6113, F.S. (renewal), **Section 7** amends s. 493.6115, F.S. (conforming changes), **Section 8** amends s. 493.6118, F.S. (conforming changes).

Residency Requirements

When applying for a private security, private investigative, and repossession license under s. 493.6106, F.S., there is currently a 90-day state residency requirement for a legal resident aliens seeking licensure that is no longer required under Federal law.

The Department of Justice amended regulations of the Bureau of Alcohol, Tobacco, Firearms, and Explosives by removing the 90-day residency requirement for aliens lawfully present in the United States to purchase or acquire firearms in 2012. Deleting the 90-day residency requirement that still exists in Florida law for legal resident aliens will make Florida law consistent with Federal law.

Section 4 amends s. 493.6106, F.S.

Concealed Weapon Licensing Law

Live Fire Requirements

When providing the qualifying training for the Florida concealed weapon license, s. 790.06, F.S., states that a firearms trainer "must maintain records certifying that he or she observed the student safely handle and discharge a firearm;" however, the language is unclear as to whether this observation must be made in the presence of the trainer and not reviewed remotely or from a prerecording. Further, it is unclear if the firearms trainer may use simulated ammunition or firearms to conduct the training.

The bill will create a requirement that a student taking a course, to qualify for a concealed weapon license, must discharge an actual firearm using functional ammunition in the physical presence of a trainer. Thus, firearms instructors will be required to use actual firearms and live ammunition when providing firearms training and the student will be required to discharge a firearm in the physical presence of the trainer, not via Internet video technologies such as Skype. The NRA is supportive of the proposed changes.

Notice of Service Requirements

In order to serve an administrative complaint when an agency seeks to revoke or suspend a license, s. 120.60(5), F.S., requires either personal service or service by certified mail. When an agency cannot personally serve a licensee and service by certified mail is returned undeliverable, the agency must publish notice of revocation or suspension once each week for 4 consecutive weeks in a newspaper published in the county of the licensee's last known address.

A large number of concealed weapons license holders live outside the state of Florida (176,315 as of the end of Fiscal Year 2013-2014).⁶ The publication requirements for notice of license holders out of state has increased costs associated with the publication of legal notices and the Department believes that newspaper publication of a license holder's name and license number may violate s. 790.0601, F.S., which makes the personal identifying information of a concealed weapon license holder confidential and exempt from disclosure.

This bill would provide that legal notification to concealed weapon license holders may be conducted via first-class, postage-paid mail addressed to the licensee at his or her last known mailing address, or by e-mail if the licensee provided an e-mail address after the Department's attempt to provide notice through either personal service or certified mail is ineffective. The proposed statutory change will completely eliminate all future publication costs for the Department.

This change may have some constitutional concerns. See Comments, Constitutional Issues for discussion.

Renewal Notarization

Concealed weapon license holders are required to have renewal affidavits notarized before submitting pursuant to s. 790.06(11), F.S. In order to develop a system to automate the concealed weapon license renewal application process online, the notarization requirement will need to be removed as it is currently impossible to notarize an online submitted form. The Department indicated that a total of 1,282,036 concealed weapons licenses will expire over the next six years, and expects a renewal rate between 53 and 78 percent, for approximately 800,000 license renewals. The Department is concerned that the volume of renewals will be overwhelming without an online, automated system in place to assist.⁷

The bill removes the notarization requirement for concealed weapon licenses renewals and replaces it with a requirement that the form is submitted under oath and under penalty of perjury.

Concealed Weapon License Fees

Concealed weapon license holders are required to pay an initial license fee of \$70, and a renewal fee of \$60. The bill lowers the fees for concealed weapon licenses to \$60 for the initial license, and \$50 for the renewal.

Section 22 amends s. 790.06, F.S.

Tax Collectors

⁶ Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 6 (Mar. 3, 2015).

⁷ Florida Department of Agriculture and Consumer Services, Agency Analysis of House Bill 995, p. 7 (Mar. 3, 2015).

As of July 1, 2014, select tax collectors' offices began accepting Florida Concealed Weapon or Firearm License applications on behalf of the Department. The service was made possible by the implementation of Chapter 2014-205, Laws of Florida. Under the provisions of this bill, the Department can enter into a Memorandum of Understanding (MOU) with any constitutionally elected tax collector in Florida to allow the tax collector to provide concealed weapon license application intake services in his or her county.

The Department reports that this program has been successful and may help alleviate the anticipated workload of increasing new and renewal concealed weapon license applications.

The bill provides that a tax collector who is accepting concealed weapon license applications may now print and furnish a renewal license to a concealed weapon license holder who submits a complete license renewal application to a tax collector's office, after the Department approves the renewal. The Department believes that allowing tax collectors to print concealed weapon licenses at the time of submission of a license renewal application will be major convenience to license holders.

Section 23 amends s. 790.0625, F.S.

Florida Veteran Identification Card

Florida does not have an identification card for veterans, and the Department of Defense (DOD) only issues identification cards to veterans who are authorized to receive medical care and other benefits provided by Federal law.⁸ Some individuals may not be provided an identification card from the DOD, and legislators have heard from constituents who wish for a method of proving their veteran status.

Chapter 2011-96, Laws of Florida, amended ss. 322.14, and 322.051, F.S., to allow a veteran to add a 'V' to his or her driver's license or identification card if the veteran provides a copy of his or her DD-214 discharge papers and pays a \$1 fee. This fee is only required once and is in addition to any replacement or renewal fees.⁹

The bill creates a Florida veteran identification card. Veterans may submit an application to the Department with a copy of their DD Form 214, DD Form 256, or WD AGO discharge papers, a photograph, and a \$15 fee. The Department will use the fees to run the program, and any balance of funds after costs will be distributed to the Friends of Florida State Forests, Inc., for the sole purpose of supporting Operation Outdoor Freedom, a project that provides recreational opportunities to wounded veterans.

The bill provides an appropriation of \$254,300 from the Division of Licensing Trust Fund and one position to DACS to implement s. 570.695, F.S.

Section 19 creates s. 570.695, F.S.

Section 20 provides an appropriation.

Section 25 provides an effective date of July 1, 2015.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

⁸ Department of Defense, *DoD ID Card Frequently Asked Questions (FAQs)*, p. 4 (March 2014) available at http://www.cac.mil/docs/cacmil_faqs.pdf.

⁹ Florida Highway Safety and Motor Vehicles, *New Law Permits Veterans Designation on Florida Driver License*, <http://www.flhsmv.gov/news/pdfs/pr071211veterans.pdf> (last visited Apr. 1, 2015).

Recurring

General Inspection Trust Fund

Although the number of veterans and veterans' spouses who will apply for the waivers is unknown, the Department estimates the revenue loss based on the following information. An estimated 231,000 veterans from the Afghanistan and Iraq wars live in Florida, which is 1.5 percent of the total population based on 2010 Census data. To estimate the potential loss, the Department doubled the percentage (3 percent) to account for spouses of military veterans who may be interested in the waivers. Using FY 2013-2014 data, the Department calculated the potential loss for each program and license type by multiplying the total number of applications from each program by 3 percent to determine the total number of applications waived. The number of applications waived was then multiplied by the corresponding fee according to program/license type to determine the loss of revenue.

	(FY 15-16)	(FY 16-17)	(FY 17-18)
Military Veteran Fee Waiver	(\$49,350)	(\$49,350)	(\$49,350)
Safety Standards for Amusement Rides (2 X \$1,140)	<u>(\$2,280)</u>	<u>(\$2,280)</u>	<u>(\$2,280)</u>
General Inspection Trust Fund Loss	(\$51,630)	(\$51,630)	(\$51,630)

Division of Licensing Trust Fund

Concealed Weapon License Fees

New CW License Fee Reduction (\$10.00)	(\$1,280,000)	(\$1,280,000)	(\$1,280,000)
Renewal CW License Fee Reduction (\$10.00)	<u>(\$1,103,050)</u>	<u>(\$1,743,740)</u>	<u>(\$1,397,430)</u>
Division of Licensing Trust Fund Loss	(\$2,383,050)	(\$3,023,740)	(\$2,677,430)

The Division indicates it can absorb the revenue loss.

<u>Florida Veteran Identification Card</u>	\$546,729	\$820,094	\$820,094
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Based on the state of Virginia's 34 month history of issuing a statewide veteran photo ID card, the department estimates a net percentage of 5.1 percent on the number of eligible veteran cards issued in one year. This analysis reflects receiving and processing ID card applications beginning January 1, 2016, so that year one operating costs are for six months only, with year two costs reflecting 12 months, although at a lower volume, consistent with the state of Virginia's experience.

2. Expenditures:

Recurring

Division of Licensing Trust Fund

Notice of Service of Process for

<u>Out of State Licensees</u>	(\$158,948)	(\$158,948)	(\$158,948)
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The Department expects to reduce expenditures related to publishing costs for notifying out-of-state licensees of revocation or suspension of their concealed weapon license.

Florida Veteran Identification Card

Salary Rate	31,109
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Salaries & Benefits (1FTE) Quality Control/Scheduling Supervisor	\$48,248	\$48,248	\$48,248
OPS (3.0) Data Processing Control Specialists	\$46,500	\$93,000	\$93,000
Expenses Standard Package	\$10,048	\$6,166	\$6,166
Contracted Services	\$12,400	\$12,400	\$12,400
Human Resources Transfer to DMS	<u>\$704</u>	<u>\$704</u>	<u>\$704</u>
Total Recurring Costs	\$117,900	\$160,518	\$160,518
Nonrecurring			
Contracted Services Contracted Programming	\$136,400		
Total Recurring/Nonrecurring Costs	\$254,300	\$160,518	\$160,518
Nonoperating Costs Administrative/Indirect Cost	\$6,860	\$6,860	\$6,860
Information Technology Support	\$4,231	\$4,231	\$4,231
General Revenue Service Charge	\$21,869	\$32,804	\$32,804
Total Nonoperating Costs	\$32,960	\$43,895	\$43,895
Net Loss/Increase	\$259,469	\$615,681	\$615,681

Any balance of funds after costs will be distributed to Friends of Florida State Forests to support Operation Outdoor Freedom.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

The fiscal impact is indeterminate as the number of approved tax collectors wanting to print a renewal license is unknown. In addition, the Department will furnish within existing resources any printers for approved tax collectors wanting to print and furnish a renewal license.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill waives the initial application fee for veterans and their spouses for the following industries and professions: surveyors and mappers, health studios, telemarketing, intrastate movers, LP gas, pawn broking, motor vehicle repair, and travel.

The bill eliminates the licensure fee for facilities operating as a charitable entity that have amusement rides that are not open to the general public and do not allow for day rates.

The bill requires individuals who are seeking licensure or renewing a license under chapter 493 (private investigation, recovery, and security industries) to participate in the state and federal fingerprint retention programs. Participation in the fingerprint retention program sponsored by the FBI would require payment of a \$13.00 fee at the time of initial application that would cover the cost of fingerprint

retention for as long as a license is valid. Participation at the statewide level would require payment of an annual fee of \$6.00 for each year that a license is valid. Licensees, whose permits were issued prior to January 2016, must submit a fingerprint set at the time of renewal to be included in the new retention program. The national background check is \$14.75 and the state background check is \$15.00. Both are one-time fees.

D. FISCAL COMMENTS:

Fingerprint Retention

	(FY 15-16)	(FY 16-17)	(FY 17-18)
New Applicants			
Federal Bureau of Investigation	\$443,118	\$443,118	\$443,118
Florida Department of Law Enforcement	<u>\$204,516</u>	<u>\$204,516</u>	<u>\$204,516</u>
Subtotal:	\$647,634	\$647,634	\$647,634

The Department estimates that 34,086 new applicants with a two-year license pay FBI's one-time \$13.00 fingerprint retention fee for life of license and FDLE's \$6 annual fingerprint retention fee (no charge first year of new license only).

	(FY 15-16)	(FY 16-17)	(FY 17-18)
Renewals			
Federal Bureau of Investigation	\$1,100,288	\$1,100,288	\$ 0
Florida Department of Law Enforcement	<u>\$ 832,650</u>	<u>\$ 832,650</u>	<u>\$513,285</u>
Subtotal:	\$1,932,938	\$1,932,938	\$513,285

The Department estimates 39,650 renewal applicants pay FBI's one-time \$13 fingerprint retention fee for as long as the license is valid and the national background check fingerprint fee of \$14.75. Since the fingerprint retention fee and the background check fee are one-time only, there will be no payment to the FBI for renewals of the two-year license after FY 16-17. The FDLE's fingerprint retention fee is \$6 annually and the state background check fingerprint fee is a one-time only fee of \$15. An estimated 1,020 of the 39,650 have three-year licenses and are captured in FY 17-18.

These fees will be collected by the Department and deposited in the Division of Licensing Trust Fund where they will then be disbursed to the FBI or FDLE for the administration of their fingerprint retention programs.

The bill provides an appropriation of \$254,300 from the Division of Licensing Trust Fund and one position to DACS to implement s. 570.695, F.S.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not Applicable. This bill does not appear to require counties or municipalities to spend funds or take action requiring the expenditures of funds; reduce the authority that counties or municipalities have to raise revenues in the aggregate; or reduce the percentage of state tax shared with counties or municipalities.

2. Other:

Notice of Service Requirements

Procedural Due Process: Generally

The Due Process Clauses of the Fifth and Fourteenth Amendments intend fair process. "An elementary and fundamental requirement of due process in any proceeding that is to be accorded finality is notice reasonably calculated, under all the circumstances, to apprise interested parties of

the pendency of the action and afford them an opportunity to present their objection.”¹⁰ The degree to which due process protections apply varies with the nature of the interests implicated.¹¹

The bill’s allowance for the Department to deliver notice by regular mail or e-mail may implicate procedural due process concerns because it may not, under all the circumstances, apprise an interested party of the action. The Department will have difficulty proving that notice was effective when using these methods of delivering notice, and will have to rely upon the rebuttable presumption that notice sent through regular mail is received by the intended party.

At least one District Court has found that notice mailed through regular mail meets state and federal due process requirements when the initial correspondence is sent certified and returned unclaimed, and then subsequent uncertified correspondence reaches the addressee uneventfully.¹²

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 10, 2015, the Business & Professions Subcommittee adopted one amendment. The amendment reduced the fee for initial and renewal concealed weapon licenses. The bill was reported favorably as a committee substitute.

On March 30, 2015, the Appropriations Committee adopted one amendment. The amendment creates a Florida veteran identification card and provides an appropriation. The bill was reported favorably as a committee substitute.

On April 9, 2015, the Regulatory Affairs Committee adopted three amendments. The amendments:

- Revise the service of notice requirements for the revocation or suspension of a concealed carry license or the suspension of the processing of an application for a concealed carry license to provide that the Department may send notice through regular mail or e-mail after attempting to provide notice through personal service or certified mail proves ineffective.
- Clarify the definition of a “recovery agent” to exclude certain persons who contract with lienholders, lessors, or legal owners of secured goods to provide repossession services, but do not perform the actual repossession.
- Provides that a “ticket distribution program” which is a random drawing that awards an entrant with the ability to purchase a ticket to attend or participate in an event does not offend Florida’s gambling prohibitions and is legal within the state.

The staff analysis is drafted to reflect the committee substitute.

¹⁰ *Mullane v. Central Hanover Bank & Trust Co.*, 339 U.S. 306, 314 (1950).

¹¹ *Mathews v. Eldridge*, 424 U.S. 319 (1976); *Hadley v. Dept. of Admin.*, 411 So.2d 184 (Fla. 1982).

¹² *Shelley v. State, Dep’t of Fin. Servs.*, 846 So. 2d 577, 577 (Fla. 3d DCA 2003).