

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HJR 291 Exempting Law Enforcement Officers from Handgun Purchase Waiting Period
SPONSOR(S): Criminal Justice Subcommittee; Hahnfeldt, Asencio and others
TIED BILLS: CS/HB 673 **IDEN./SIM. BILLS:** SJR 910

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Criminal Justice Subcommittee	11 Y, 0 N, As CS	Homburg	White
2) Judiciary Committee	15 Y, 0 N	Homburg	Camechis

SUMMARY ANALYSIS

Since 1990, article I, section 8(b) of the Florida Constitution, has required a purchaser of a handgun to wait three days, excluding weekends and holidays, before delivery of the handgun, unless the purchaser holds a concealed weapon permit (CWP). Additionally, since 1998, counties in this state have been authorized pursuant to article VIII, section (5)(b) of the Florida Constitution, to adopt waiting periods of three to five days for the purchase of a firearm by an individual other than a CWP holder.

According to an Attorney General Opinion, which construed the constitutional statewide three-day wait period, the exception for a holder of a CWP applies exclusively to individuals who hold such permit and does not apply to individuals who are exempt from the requirements of CWP licensure. Thus, even though active law enforcement officers in this state may carry concealed firearms without a CWP pursuant to state law, such officers must obtain a CWP if they wish to avoid the three-day waiting period to purchase a handgun.

HJR 291 proposes a constitutional amendment to article I, section 8(b) and article VIII, section (5)(b) of the Florida Constitution, to authorize certified law enforcement officers who are employed or appointed by a law enforcement agency in this state to be exempted, like holders of a CWP, from statewide and county waiting periods for a handgun or firearm purchase. Under the amendment, the requirements to constitute a "certified" officer must be prescribed by general law.

The joint resolution requires a nonrecurring expense for the publication of the proposed constitutional amendment in newspapers of general circulation in each county. This is estimated to require \$61,601 payable from the General Revenue Fund in FY 2018-19 for this purpose. This joint resolution does not appear to have a fiscal impact on local governments.

The proposed joint resolution, if passed by the Legislature, would be considered by the electorate at the next general election on November 6, 2018. If adopted at the 2018 general election, the effective date of this resolution is January 8, 2019.

A joint resolution proposing an amendment to the Florida Constitution must be passed by three-fifths of the membership of each house of the Legislature to appear on the next general election ballot. If on the ballot, the constitution requires 60 percent voter approval for passage.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Waiting Periods for Handgun and Firearm Purchases

Statewide Waiting Period

In 1990, the electors approved an amendment to the Florida Constitution, which requires a purchaser of a handgun to wait three days, excluding weekends and holidays, before delivery of the handgun, unless the purchaser holds a concealed weapon permit (CWP). Specifically, article I, section 8(b) through (d) of the Florida Constitution, states:

(b) There shall be a mandatory period of three days, excluding weekends and legal holidays, between the purchase and delivery at retail of any handgun. For the purposes of this section, "purchase" means the transfer of money or other valuable consideration to the retailer, and "handgun" means a firearm capable of being carried and used by one hand, such as a pistol or revolver. Holders of a concealed weapon permit as prescribed in Florida law shall not be subject to the provisions of this paragraph.

(c) The legislature shall enact legislation implementing subsection (b) of this section, effective no later than December 31, 1991, which shall provide that anyone violating the provisions of subsection (b) shall be guilty of a felony.

(d) This restriction shall not apply to a trade in of another handgun.

The Legislature implemented this constitutional provision by adopting s. 790.0655, F.S. This section of law defines "handgun" and "purchase" in the same manner as the Florida Constitution, and also states that the term "retailer" means and includes every person engaged in the business of making sales at retail or for distribution, or use, or consumption, or storage to be used or consumed in this state, as defined in s. 212.02(13).^{1, 2} The section further provides that:

- There is a mandatory three-day waiting period, excluding weekends and legal holidays, between the purchase and the delivery at retail of any handgun.³
- The section does not apply to the purchase of a handgun by a holder of a CWP as defined in s. 790.06, F.S.,⁴ or to a trade-in of another handgun.⁵
- Records of handgun sales must be available for inspection by any law enforcement agency during normal business hours.⁶
- It is a third degree felony⁷ for any retailer or employee or agent of a retailer to deliver a handgun before expiration of the 3-day waiting period and for a purchaser to obtain delivery of a handgun by fraud, false pretense, or false representation.⁸

In 1991, an Attorney General Opinion stated that the exclusion from the three-day waiting day period for holders of a CWP did not apply to law enforcement officers even though such officers are statutorily-exempt from CWP licensure requirements. According to the AGO, s. 790.0655, F.S., reiterates the

¹ s. 790.0655(1)(a), F.S.

² Section 212.03(13), F.S., specifies the identical definition of "retailer" specified in s. 790.0655(1)(a), F.S.

³ s. 790.0655(1)(a), F.S.

⁴ Section 790.06(1), F.S., authorizes the Department of Agriculture and Consumer Services to issue permits to carry concealed weapons or concealed firearms in this state to persons 21 years of age or older who meet specified criteria. Such permit holders may carry a concealed handgun, electronic weapon or device, tear gas gun, knife, or billie, subject to other restrictions provided by law. *Id.*

⁵ s. 790.0655(2), F.S.

⁶ s. 790.0655(1)(b), F.S.

⁷ A third degree felony is punishable by up to five years imprisonment and a \$5,000 fine. ss. 775.082 and 775.083, F.S.

⁸ s. 790.0655(3), F.S.

constitutionally-prescribed exemptions for CWP holders and trade-ins, and, as such, “[w]here the Legislature creates specific exceptions to language in a statute, no other exceptions may be inferred.”⁹

Local-Option Waiting Periods

In 1998, the electors approved an amendment to the Florida Constitution, which authorizes each county to require a criminal history records check and a 3- to 5-day waiting period, excluding weekends and holidays, for the sale of a firearm, unless the purchaser holds a CWP. Specifically, article VIII, section (5)(b) of the Florida Constitution, states:

Each county shall have the authority to require a criminal history records check and a 3 to 5-day waiting period, excluding weekends and legal holidays, in connection with the sale of any firearm occurring within such county. For purposes of this subsection, the term “sale” means the transfer of money or other valuable consideration for any firearm when any part of the transaction is conducted on property to which the public has the right of access. Holders of a concealed weapons permit as prescribed by general law shall not be subject to the provisions of this subsection when purchasing a firearm.

Summary of Waiting Periods in Florida

While there is uniformly a three-day waiting period throughout the state for the purchase of a handgun from a “retailer,” there may be additional waiting periods from three to five days on a county-by-county basis, which apply to the sale of a firearm on any property in the county to which the public has the right of access. For example, Miami-Dade Ordinance 21-20.18, specifies that a purchaser of a firearm¹⁰ must wait five days after the purchase of a firearm on county property to which the public has the right of access¹¹ for delivery of the firearm and must have complied with specified criminal history check requirements. Broward County has a similar set of ordinances which require a five-day waiting period after the purchase of a firearm which is conducted on property that the public has a right to access,¹² as well as a background check requirement.¹³

Pursuant to the constitutional provisions, the state and local-option waiting periods do not apply to holders of a CWP.

Law Enforcement Officers - Authority to Carry without a CWP

As discussed below, active law enforcement officers are authorized to carry a firearm under specified circumstances without a CWP pursuant to a variety of provisions in state law.

With respect to individuals holding an active certification from the Criminal Justice Standards and Training Commission:

- As a law enforcement or correctional officer,¹⁴ s. 790.052, F.S., provides that such individual has the right to carry, on or about his or her person, a concealed firearm, during off-duty hours, at the discretion of his or her superior officers, and may perform those law enforcement functions that he or she normally performs during duty hours, utilizing his or her weapon in a manner which is reasonably expected of on-duty officers in similar situations.

⁹ 91-65 Fla. Op. Att’y Gen. 1(1991).

¹⁰ The term “firearm” is defined to mean, “any weapon which will, is designed to, or may readily be converted to expel a projectile by the action of an explosive; the frame or receiver of any such weapon; and firearm muffler or firearm silencer; any destructive device; or any machine gun. Such term does not include an antique firearm.” Miami-Dade Ordinance 21-20.18(a)(3).

¹¹ The term “property to which the public has the right of access” is defined to mean, “any real or personal property to which the public has a right of access, including property owned by either public or private individuals, firms and entities and expressly includes, but is not limited to, flea markets, gun shows and firearms exhibitions.” Miami-Dade Ordinance 21-20.18(a)(4).

¹² Broward Ordinance §18-96

¹³ Broward Ordinance §18-97(b).

¹⁴ Such officers include the following types as defined in s. 943.10(1), (2), (6), (7), (8), or (9), F.S.: (a) a law enforcement or correctional officer; and (b) a part-time or auxiliary law enforcement or correctional officer. s. 790.052(1), F.S.

- As a law enforcement officer, correctional officer, or correctional probation officer,¹⁵ s. 790.06(5)(b), F.S., provides that such individual is exempt from the section's CWP requirements for carrying a concealed weapon or concealed firearm. It further specifies that if such individual wishes to receive a CWP that he or she is exempt from the background investigation and related fees, but must pay the CWP fees regularly required to be paid by nonexempt applicants, which are currently \$70 for an initial permit.

Finally, s. 790.051, F.S., provides that a law enforcement officer is exempt from the licensing and penal provisions of ch. 790, F.S., when acting at any time within the scope or course of his or her official duties or in the line of or performance of duty.

Effect of the Joint Resolution

The joint resolution amends article I, section 8(b) and article VIII, section (5)(b) of the Florida Constitution, to authorize certified law enforcement officers who are employed or appointed by a law enforcement agency in this state to be exempted, like holders of a CWP, from statewide and county waiting periods for a handgun or firearm purchase. Under the amendment, the requirements to constitute a "certified" officer must be prescribed by general law.

The joint resolution does not provide an effective date.¹⁶ Therefore, it would take effect on the first Tuesday after the first Monday in January following the election at which it was approved by the electorate, which is January 8, 2019.

B. SECTION DIRECTORY:

Not applicable.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues: The joint resolution does not appear to have any impact on state revenues.

2. Expenditures:

Publication Requirement

Article XI, s. 5(d) of the Florida Constitution requires publication of a proposed amendment in a newspaper of general circulation in each county.

The Division of Elections is required to advertise the full text of proposed constitutional amendments twice in a newspaper of general circulation in each county before the election in which the amendment shall be submitted to the electors. The Division is also required to provide each Supervisor of Elections with either booklets or posters displaying the full text of proposed amendments. The cost to advertise constitutional amendments for the 2016 general election was \$117.56 per word.¹⁷

The joint resolution has 524 words; thus, requiring an estimated \$61,601 for publication. These funds must be spent regardless of whether the amendment passes, and are payable from the General Revenue Fund in FY18-19.

¹⁵ Such officers include the following types as defined in s. 943.10(1), (2), (3), (6), (7), (8), or (9), F.S.: (a) a law enforcement or correctional officer; (b) correctional probation officer; and (c) a part-time or auxiliary law enforcement or correctional officer.

¹⁶ While an amendment can specify its effective date, it is common practice in constitutional amendments to simply allow the default effective date to apply.

¹⁷ E-mail correspondence from the Department of State dated January 26, 2017, on file with the Civil Justice & Claims Subcommittee.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues: The joint resolution does not appear to have any impact on local government revenues.
2. Expenditures: The joint resolution does not appear to have any impact on local government revenues.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR: The joint resolution does not appear to have any impact on local government expenditures.

D. FISCAL COMMENTS: None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision: This section does not apply to a proposed constitutional amendment.
2. Other:

Article XI of the Florida Constitution sets forth various methods for proposing amendments to the constitution, along with the methods for approval or rejection of proposals. One method by which constitutional amendments may be proposed is by joint resolution agreed to by three-fifths of the membership of each house of the Legislature.¹⁸ Any such proposal must be submitted to the electors, either at the next general election held more than 90 days after the joint resolution is filed with the Secretary of State, or, if pursuant to law enacted by the affirmative vote of three-fourths of the membership of each house of the Legislature and limited to a single amendment or revision, at an earlier special election held more than 90 days after such filing.¹⁹ If the proposed amendment is approved by a vote of at least 60 percent of the electors voting on the measure, it becomes effective as an amendment to the Florida Constitution on the first Tuesday after the first Monday in January following the election, or on such other date as may be specified in the amendment.²⁰

B. RULE-MAKING AUTHORITY:

The joint resolution does not appear to create the need for rulemaking or rulemaking authority.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

¹⁸ art. XI, s. 1, Fla. Const.

¹⁹ art. XI, s. 5(a), Fla. Const.

²⁰ art. XI, s. 5(e), Fla. Const.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

On March 8, 2017, the Criminal Justice Subcommittee adopted a proposed committee substitute and reported the bill favorably as a committee substitute (CS). The CS differs from the bill as filed in that the original bill applied to law enforcement officers generally; whereas, the CS applies to certified law enforcement officers who are employed or appointed by a law enforcement agency in this state.

This analysis is drafted to the CS as passed by the Criminal Justice Subcommittee.