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.)

	Prepared By:	The Professional Sta	aff of the Health Re	egulation Committee
BILL:	SB 1130			
INTRODUCER:	Senator Sobel			
SUBJECT:	The Practice of Tattooing			
DATE:	April 10, 2009 REVISED:			
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I. Summary:

The bill creates the Tattoo Practice and Tattoo Establishment Act. The bill requires the Department of Health (DOH), in consultation with the professional tattooing industry in Florida, to establish requirements for licensure and registration of tattooists and tattoo establishments. The bill requires applicants for tattoo licensure to sit for a licensure examination and obtain letters of recommendation from licensed tattooists as part of the licensure requirements. The DOH is authorized to inspect tattoo establishments for compliance with sanitation standards. The bill provides penalties, licensure fees, and grants rulemaking authority to the DOH to implement the tattooist and tattoo establishment regulation. The provisions of the bill would take effect July 1, 2009.

This bill creates part XVII, chapter 468, Florida Statutes, consisting of sections 468.85, 468.851, 468.852, 468.853, 468.854, 468.855, 468.856, 468.857, 468.858, 468.859, 468.86, and 468.861.

II. Present Situation:

Current Regulation of Tattooing in Florida

Section 877.04, F.S., makes it unlawful for any person to tattoo the body of any human being, except that tattooing may be performed by a person licensed to practice medicine or dentistry under chapters 458 and 459 or chapter 466, F.S., or by a person under his or her general supervision as defined by the Board of Medicine.

The Board of Medicine has adopted Rule 64B8-2.002, Florida Administrative Code, which defines "general supervision," as applied to tattooing under s. 877.04(1), F.S., to mean the

supervision of the tattooist by a supervising physician, osteopathic physician, or dentist, which supervision shall not require the physical presence of the supervisor when procedures are performed, but shall require the following items:

- The supervising physician, osteopathic physician, or dentist, initially upon assuming duties as the supervisor and semiannually thereafter, must review and inspect the techniques, procedures, and equipment utilized by the tattooist in the performance of tattooing.
- The supervising physician, osteopathic physician, or dentist shall provide semi-annual training for the tattooist in the areas of infection control, sterilization, and emergency procedures.
- The supervising physician, osteopathic physician, or dentist and the tattooist must develop jointly written procedures regarding the medical condition for individuals to receive tattoos, treatment of routine minor problems resulting during or from tattooing, and detailed procedures to be followed in the event of emergency situations developing during the performance of or as a result of tattooing. These written procedures must be maintained in a readily available location on the premises of the tattooist and a copy must be maintained by the supervising physician, osteopathic physician, or dentist. Such written procedures must be readily available for inspection and review by agents of any or all of the following: The DOH, the Board of Medicine, the Board of Osteopathic Medicine, and the Board of Dentistry.

Sunrise Act

The Sunrise Act, codified in s. 11.62, F.S., requires the Legislature to consider specific factors in determining whether to regulate a new profession or occupation. The act requires that all legislation proposing regulation of a previously unregulated profession or occupation be reviewed by the Legislature based on a showing of the following: (1) that substantial risk of harm to the public is a risk of no regulation, which is recognizable and not remote; (2) that the skill and training the profession requires are specialized and readily measurable; (3) that other forms of regulation do not or cannot adequately protect the public; and (4) that the overall cost-effectiveness and economic impact of the proposed regulation is favorable. The act requires proponents of regulation of a previously unregulated profession to provide the agency that is proposed to have jurisdiction over the regulation and the legislative committees of reference information concerning the effect of proposed legislation to initially regulate a previously unregulated profession on the agency's resources to implement and enforce the regulation.

The proponents of the regulation completed a sunrise questionnaire and estimate that there are about 800 tattoo studios in Florida. The DOH picks up biomedical waste ¹ from approximately 600 studios in Florida. The DOH and the Department of Environmental Protection jointly regulate biomedical waste generators. ² The proponents have been unable to document any record of harm to the general public. There are no nationally recognized training standards for tattooing, but training seminars occur during tattoo conventions that cover various aspects of owning and operating a tattoo studio. The proponents indicated that tattooists typically train through an

¹ See section 381.0098(2)(d), F.S., which defines "sharps" as those biomedical wastes which as a result of their physical characteristics are capable of puncturing, lacerating, or otherwise breaking the skin when handled.

² See Rule 64E-16.011, Florida Administrative Code.

apprenticeship, and there is no testing method to define the requisite knowledge, skills, and abilities of tattooists. The proponents indicated that at least seven states have tattoo regulations.³

Threat of Blood-borne Pathogens With Tattooing

The United States Food and Drug Administration (FDA) officials note that potential risks in acquiring a tattoo include: infection from dirty needles, allergies from pigments used with tattoos, scarring, and in rare cases complications in the tattoo area during an magnetic resonance imaging. The FDA has not approved any pigments for injection into the skin. The use of henna has not been approved by the FDA. The FDA recommends that potential blood donors defer their donation for at least one year after being tattooed, unless the donor received the tattoo in a state that regulates tattooing.

The U.S. Centers for Disease Control and Prevention (CDC) has noted that a risk of HIV transmission exists if any tattoo instruments contaminated with blood are used inappropriately between clients. The CDC recommends single-use instruments intended to penetrate the skin be used once, then disposed of.⁵

Application of Permanent Makeup

In addition to tattooing, persons in Florida are engaged in the application of permanent makeup, which may also be characterized as a subset of tattooing. The Commission for Independent Education with the Florida Department of Education licenses 12 permanent schools in Florida that teach permanent makeup.

Health Care Professions

Chapter 456, F.S., provides the general regulatory provisions for health care professions within the Division of Medical Quality Assurance in the Department of Health. The organization of the Department of Health is created in s. 20.43, F.S., including the Division of Medical Quality Assurance, which is responsible for various boards and professions established within the division.

III. Effect of Proposed Changes:

The bill creates part XVII of chapter 468, F.S., consisting of ss. 468.85-468.861, F.S.

Section 468.85 – The bill states that part XVII of ch. 468, F.S., may be cited as the Tattoo Practice and Tattoo Establishment Act.

Section 468.851 – The bill provides definitions for the purpose of the Tattoo Practice and Tattoo Establishment Act.

³ See Iowa, Kansas, Louisiana, Mississippi, Oklahoma, Oregon, and Texas.

⁴ See FDA's website at:< http://www.cfsan.fda.gov/~dms/cos-204.html> (Last visited on April 10, 2009).

⁵ See CDC website at: http://www.cdc.gov/hiv/resources/qa/qa27.htm (Last visited on April 10, 2009).

"Active license or registration" means a current license or registration issued by the DOH which is not suspended or revoked.

"Apprentice tattooist" means a person registered with the DOH to learn tattooing under the direct supervision of a licensed tattooist.

"Department" means the Department of Health.

"Direct supervision" means supervision by a licensed tattooist who is physically on the premises of the tattoo establishment.

"Guest tattooist" means a person who has a professional background in tattooing in another state, who is registered with the DOH to learn tattooing under the direct supervision of a licensed tattooist, and whose registration expires after 45 days and may not be renewed for 6 months.

"In-service hours" means the number of hours that an autoclave is in operation.

"Intern tattooist" means a person who has a professional background in tattooing in another state and who is registered with the DOH to learn tattooing under the direct supervision of a licensed tattooist.

"Tattoo" means a mark or design made on or under the skin by a process of piercing and engraving a pigment, dye, or ink in the skin.

"Tattoo establishment" means any permanent location, place, area, structure, or business used for the practice of tattooing or the instruction of tattooing.

"Tattooist" means a person licensed under part XVII, ch. 468, F.S., to practice tattooing or provide instruction on tattooing.

Section 468.852 – The bill prohibits any person from practicing tattooing in Florida unless the person is licensed as a tattooist or is registered as an intern tattooist, an apprentice tattooist, or a guest tattooist under part XVII, ch. 468, F.S. A business may not be identified as a tattoo establishment unless it is licensed under part XVII, ch. 468, F.S.

The DOH must establish requirements for licensure and registration, in consultation with the professional tattooing industry in Florida, and must develop forms by which to verify an applicant's training and employment before licensure or registration.

Section 468.853 – The bill exempts a Florida-licensed medical physician or osteopathic physician, when the physician is practicing his or her profession, from the requirements of part XVII, ch. 468, F.S.

Section 468.854 – The bill prohibits a person from operating a tattoo establishment or practicing tattooing unless the person holds an active license or registration and practices in accordance with part XVII, ch. 468, F.S. A person may not practice tattooing: on a minor; an impaired customer; or a customer who has exuding sores, weeping dermatitis, or a contagious disease,

excluding the common cold. A person who is a tattooist may not practice tattooing when he or she has exuding sores, weeping dermatitis, or a contagious disease, excluding the common cold.

Section 468.855 – The bill specifies qualifications for obtaining licensure or registration relating to tattooing. Any person who desires to be licensed as a tattooist must successfully pass the licensure examination for tattooing from the DOH; submit a completed application to the DOH and pay the application fee; and submit proof of completion of an education course on blood-borne pathogens and communicable diseases.

Persons seeking tattooist licensure on or before December 31, 2009, must submit written recommendations for licensure from five professional tattooists who are practicing in Florida and demonstrate 5 years of previous practice of professional tattooing. The licensure applicants must also submit proof of status as a professional tattooist by: submitting an occupational license from any local government as a tattooist, providing proof of employment in or ownership of property that has an occupational license for the purpose of tattooing, or submitting copies of prior federal income tax filings as a professional tattooist.

Persons seeking tattooist licensure after December 31, 2009, must submit written recommendations for licensure from five tattooists who have been licensed for at least 3 years and have supervised an intern tattooist or apprentice tattooist for a minimum of 1 year.

Applicants for registration as an intern tattooist must submit a completed application and application fee and proof of direct supervision by a licensed tattooist.

Applicants for registration as an apprentice tattooist must submit a completed application and application fee and proof of direct supervision by a licensed tattooist.

An applicant for a tattoo establishment license must submit a completed application and application fee to the DOH and the DOH must verify that the establishment, furnishings, and equipment are clean and in good repair; the floors, tables, and chairs in the tattoo station and sterilization area are constructed of smooth surfaces that can be sanitized; running water is installed in the establishment in compliance with local ordinances; there is a functioning toilet that is easily accessible to customers; there is at least one sink for hand washing which is easily accessible to the tattooist and equipped with running water, antibacterial soap, and single-use disposable towels; there are a sufficient number of trash cans; the establishment is in compliance with local building, occupational, zoning, and health codes; all water-carried sewage is disposed of by a public sewage system or a system that is in compliance with local ordinances; and there is a functioning autoclave on the premises for sterilizing tatoo-related equipment.

The DOH must renew a license or registration according to rules adopted by the DOH. A tattooist must complete a course of continuing education on blood-borne pathogens and communicable diseases, as prescribed by the DOH.

A license or registration issued by the DOH under part XVII, ch. 468, F.S., is not transferable.

Section 468.856 – The bill specifies practice requirements for tattooists and requirements for tattoo establishments.

A licensed tattooist must:

• Provide supervision to any intern tattooist or apprentice tattooist who is registered with the DOH as being under the supervision of the licensed tattooist.

- Display a license that is easily visible to the public.
- Practice tattooing only in a licensed tattoo establishment in compliance with part XVII, ch. 486, F.S.
- Before applying a tattoo, provide the customer with information on procedures for follow-up care after receiving the tattoo and obtain written acknowledgement from the customer of receipt of such information.
- Ensure that each person applying a tattoo under the supervision of the licensed tattooist washes his or her hands before and after each application.
- Maintain sanitary conditions at all times in the tattoo establishment, as defined by the DOH rule.
- Use sterilized needles and tubes that have been sterilized in an autoclave before use on a customer for at least twenty minutes at 15 pounds of pressure per square inch at a temperature of 240 degrees Fahrenheit, or fifteen minutes at 20 pounds of pressure per square inch at a temperature of 250 degrees Fahrenheit.
- Verify that the autoclave is properly sterilizing needles and tubes and maintain an autoclave log according to specifications in the bill.
- Use only single-use towels or other absorbent material for drying, cleaning, disinfecting, scrubbing, or bandaging the skin of the tattooist or the customer. The towel or material must be immediately disposed of after use.
- Use only single-use containers for dyes, inks, or pigments. The containers of dyes, inks, or pigments must be disposed of immediately after use.
- Use single-use razors and dispose of each razor immediately after use, or use a shaver that is disinfected after each use.
- Comply with all state and local health codes and ordinances.
- Report to the DOH any person or establishment in violation of part XVII, ch. 468, F.S.
- Store all stencils, needles, and tubes when not in use in clean, closed cabinets or containers.

An intern tattooist or apprentice tattooist must:

- Practice tattooing only under the direct supervision of a licensed tattooist.
- Display a current registration so that it is easily visible to the public.
- For an intern tattooist, identify himself or herself as intern tattooist in oral or written communication to the public.
- Comply with specified requirements imposed on licensed tattooists.

A tattooist who operates a tattoo establishment must:

- Comply with requirements imposed on licensed tattooists and licensed tattoo establishments.
- Display a current license so that it is easily visible to the public.
- Display a copy of procedures for follow-up care after receiving a tattoo and provide a copy to all customers.
- Ensure that each tattooist who operates in the tattoo establishment meets all applicable requirements.

• Maintain for at least 3 years copies of autoclave sterilization tests. Copies of the tests from the previous year must be maintained on the premises of the tattoo establishment.

- Allow periodic inspection and enforcement by authorized agents of the DOH.
- Report to the DOH any person or tattoo establishment in violation of part XVII, ch. 468, F.S.
- Notify the department within 14 days following any change in name or address of the licensee or registrant. This requirement applies to any person who is licensed or registered under part XVII, ch. 468, F.S.

Section 468.857 – The bill specifies fees that may be imposed on applicants for tattoo licensees and registrants and tattoo establishments. The DOH must establish by rule fees for initial licensure or registration, annual renewal fees, and reactivation fees for an inactive license or registration. A license or registration that is not timely renewed becomes inactive. The annual fee may not exceed:

- For a tattoo establishment license, \$500.
- For licensure as a tattooist, \$250.
- For registration as an intern tattooist, \$250.
- For registration as an apprentice tattooist, \$150.
- For registration as a guest tattooist, \$150 per registration.

Section 468.858 – The bill specifies grounds for which a person licensed or registered under part XVII, ch. 468, F.S., may be subject to discipline. The bill requires disciplinary proceedings to be conducted as provided in chapters 120 and 456, F.S. The bill provides that the maximum fine per violation is \$1,500 and the DOH must adopt by rule procedures for taking disciplinary action against a licensee or registrant.

Section 468.859 – The bill requires the DOH to adopt rules to administer the regulation of tattooists and tattoo establishments under part XVII, ch. 468, F.S.

Section 468.86 – The bill specifies requirements for intern and apprentice tattooist programs. Persons applying for registration as an intern or apprentice must apply on forms supplied by the DOH and provide the DOH: a written agreement from a supervising tattooist that the applicant will serve the internship or apprenticeship under the direct supervision of the supervising tattooist; proof of practice in a licensed tattoo establishment; proof of compliance with the conditions of registration for an intern tattooist or apprentice tattooist, as applicable; and proof of successful completion of a course of study on first aid and blood-borne pathogens and communicable diseases. Applicants for registration as an intern tattooist or apprentice tattooist must provide any material requested by the DOH to verify compliance with the intern program (or apprenticeship). An apprentice tattooist must use the title "apprentice tattooist" in any advertisement or written document relating to the practice of tattooing by the apprentice tattooist.

Section 468.861 – The bill provides acts for which criminal penalties apply. A person commits a third degree felony punishable by jail time up to five years, and the imposition of a fine up to \$5,000 in paragraph (a) of s. 468.861, F.S., for:

• Owning, operating, or soliciting business as a tattoo establishment in Florida without first procuring a license from the DOH, unless exempt.

• Obtaining or attempting to obtain a license to operate a tattoo establishment by means of fraud, misrepresentation, or concealment.

- Tattooing a minor.
- Practicing tattooing upon an impaired customer or a customer who has exuding sores, weeping dermatitis, or a contagious disease, excluding the common cold.
- Practicing tattooing when the tattooist has exuding sores, weeping dermatitis, or contagious disease, excluding the common cold.

Paragraph (b) -- A person who fails to maintain records required by part XVII, ch. 468, F.S., or who knowingly makes false entries in such records commits a misdemeanor of the second degree punishable by jail time up to 60 days, and the imposition of a fine up to \$500.

Paragraph(c) -- In addition to any other punishment, the court may suspend or revoke the license of a licensee or registrant who is found guilty of any violation of the section.

Paragraph (d) -- If the DOH or any state attorney has probable cause to believe that an establishment or person has violated paragraph (a) of this section, the DOH or state attorney may bring an action to enjoin the establishment or person from engaging in or continuing such violation or doing any act in furtherance thereof, and the court may provide any other relief it finds appropriate.

The bill provides an effective date of July 1, 2009.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The provisions of this bill have no impact on the trust fund restrictions under the requirements of Article III, Subsection 19(f) of the Florida Constitution.

B. Public Records/Open Meetings Issues:

The provisions of this bill have no impact on public records or open meetings issues under the requirements of Article I, Section 24(a) and (b) of the Florida Constitution.

C. Trust Funds Restrictions:

The provisions of this bill have no impact on the trust fund restrictions under the requirements of Article III, Subsection 19(f) of the Florida Constitution.

D. Other Constitutional Issues:

The DOH must establish requirements for licensure and registration, *in consultation with* the professional tattooing industry in Florida, and must develop forms by which to verify an applicant's training and employment before licensure or registration. The bill requires applicants for tattoo licensure to sit for a licensure examination but does not specify the substantive requirements for the examination.

Under its rulemaking authority delegated by the Legislature, the DOH is authorized to establish licensure and registration requirements for the practice of tattooing and tattoo establishments. To the extent that the bill does not provide sufficient guidelines to the DOH, it raises the question of whether the bill provides adequate limitations and safeguards so that the Legislature's delegation to the DOH is not a violation of Section 3, Article II of the Florida Constitution.

Under the nondelegation doctrine, the Florida Supreme Court struck down a former section of law respecting the power of the Board of Psychological Examiners to grant certificates with the title "psychologist" and to determine the qualifications of applicants as unconstitutional in that it failed sufficiently to fix the standards to be applied and in effect delegated the application of the statute without sufficient limitations on the board's discretion.⁶

Section 3, Article II of the Florida Constitution provides that the powers of the state government shall be divided into legislative, executive, and judicial branches. No person belonging to one branch shall exercise any powers appertaining to either of the other branches unless expressly provided herein. The Florida Supreme Court recently reiterated the requirements of the nondelegation doctrine:

[U]nder article II, section 3 of the constitution the Legislature 'may not delegate the power to enact a law or the right to exercise unrestricted discretion in applying the law.' This prohibition, known as the nondelegation doctrine, requires that 'fundamental and primary policy decisions . . . be made by members of the [L]egislature who are elected to perform those tasks, and [that the] administration of legislative programs must be pursuant to some minimal standards and guidelines ascertainable by reference to the enactment establishing the program.'

The Florida Supreme Court has acknowledged that "[w]here the Legislature makes the fundamental policy decision and delegates to some other body the task of implementing that policy under adequate safeguards, there is no violation of the [Delegation of Powers] doctrine." "In other words, statutes granting power to the executive branch must clearly announce adequate standards to guide . . . in the execution of the powers delegated. The statute must so clearly define the power delegated that the [executive branch] is precluded from acting from whim, showing favoritism, or exercising unbridled discretion." ¹⁰

⁶ See *Husband v. Cassel*, 130 So.2d 69 (1961).

⁷ See *Bush v. Schiavo*, 885 So.2d 321 at 331 citing *Sims v. State*, 754 So.2d 657, 668 (Fla.2000).

⁸ See Bush v. Schiavo, 885 So.2d 321 at 331 citing Askew v. Cross Key Waterways, 372 So.2d 913, 925 (Fla.1978).

⁹ See Askew v. Cross Key Waterways, 372 So.2d 913 at 921. (Fla.1978).

¹⁰ See Bush v. Schiavo, 885 So.2d 321 at 331 citing Lewis v. Bank of Pasco County, 346 So.2d 53, 55-56 (Fla.1976).

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

The bill specifies fees that may be imposed on tattoo licensees and registrants, and tattoo establishments. The DOH must establish by rule fees for initial licensure or registration, annual renewal fees, and reactivation fees for an inactive license or registration. A license or registration that is not timely renewed becomes inactive. The annual fee may not exceed:

- For a tattoo establishment license, \$500.
- For licensure as a tattooist, \$250.
- For registration as an intern tattooist, \$250.
- For registration as an apprentice tattooist, \$150.
- For registration as a guest tattooist, \$150.

The bill also provides that the maximum fine per violation that the DOH may impose is \$1,500.

B. Private Sector Impact:

In addition to expenses incurred to pay licensure fees, persons who perform tattooing and comparable activities or who own establishments where such activities occur will incur costs associated with compliance with the regulations specified in the bill.

C. Government Sector Impact:

The bill requires the DOH to develop a licensure examination for the regulation of tattooists. Under s. 465.017, F.S., the DOH must certify that examinations developed and approved by the department adequately and reliably measure an applicant's ability to practice the profession regulated by the department. The DOH must assess fees to cover the actual cost for any purchase, development, validation, administration, and defense of required examinations. Under the bill, the DOH will incur significant costs to develop a licensure examination to regulate tattooists and such costs may be offset to the extent the DOH may assess licensed tattooists and applicants for such costs.

The DOH will incur costs to regulate tattooists and any license fees assessed may offset the DOH expenses.

VI. Technical Deficiencies:

On line 268, the section number is incorrect. The correct number is 468.857.

On line 350, the bill makes a reference to an apprentice tattooist verifying compliance with the intern program. It is unclear whether the reference should be changed to apprenticeship.

VII. Related Issues:

On lines 169-172, the bill requires a tattooist to complete a course of continuing education on blood-borne pathogens and communicable diseases, as prescribed by the DOH. It is unclear when the tattooist must do so.

On lines 315-319, the bill requires disciplinary proceedings to be conducted as provided in chapters 120 and 456, F.S. The bill also provides that the maximum fine per violation is \$1,500 and the DOH must adopt by rule procedures for taking disciplinary action against a licensee or registrant. It is unclear whether the bill requires the DOH to determine by rule, procedures for taking disciplinary action or whether the statutory provisions under chapters 120 and 456, F.S., apply.

The bill defines "guest tattooist" and specifies a statutory cap for the application fee but does not go further to indicate the application procedure or the practice standards for a guest tattooist to practice under the direct supervision of a licensed tattooist.

On lines 106-125, the bill requires tattoo licensure applicants to pass an examination for tattooing from the DOH. It is not known how long it will take for the DOH to develop a tattoo licensure examination. Applicants cannot be licensed without passing the examination. On lines 126-137, the bill requires a tattoo licensure applicant after December 31, 2009, to submit recommendations for licensure from five tattooists who have been licensed for at least 3 years and have supervised an intern tattooist or apprentice tattooist for a minimum of 1 year. The potential effect of these tattoo licensure requirements is to make it impossible for any person after December 31, 2009, to obtain Florida licensure as a tattooist, because at that time tattooists will only have been licensed for only 6 months, if that long. The time frames in the proposed licensure requirements appear to restrict the ability of persons to become licensed.

Although the bill requires tattoo establishments to be licensed by the DOH and imposes a number of requirements relating to sanitation, the bill does not prohibit unlicensed persons from performing tattooing in a licensed tattoo establishment or require a licensed tattooist to be responsible for supervision of any guest tattooist, apprentice tattooist, or intern tattooist working in the tattoo establishment.

It is unclear whether the bill regulates tattooing or punishes violations relating to tattooing with criminal sanctions. The bill specifies a number of practice violations which if committed would constitute a third degree felony punishable by jail time up to five years, and the imposition of a fine up to \$5,000. Under section 18 of Article I of the State Constitution, administrative agencies, except for the Department of Military Affairs, may not enforce criminal provisions.

Tattooists do no diagnose or treat any human illness. It is unclear why tattooing should be regulated as a health care profession.

If the bill purports to regulate tattoo artists as a health care profession or occupation, it needs to amend s. 20.43, F.S., to add the practice of tattooing and the definition of health care practitioner in s. 456.001, F.S., needs to be amended to add tattooists licensed under part XVII, ch. 468, F.S.

VIII. Additional Information:

A. Committee Substitute – Statement of Substantial Changes: (Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.

This Senate Bill Analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.