

**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 Staff of the Committee on Agriculture

BILL: SB 654

INTRODUCER: Senator Montford

SUBJECT: Agricultural Storage and Shipping

DATE: February 28, 2013      REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Weidenbenner	Halley	AG	<b>Pre-meeting</b>
2.	_____	_____	CJ	_____
3.	_____	_____	JU	_____
4.	_____	_____	_____	_____
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

**I. Summary:**

SB 654 provides statutory protection for stamped or marked containers used for storage or transportation of agricultural or other commercial goods in addition to the types of containers that are presently provided protection by being enumerated in the statutes. The bill creates similar protection for owners of plastic bulk merchandise containers by providing definitions, setting forth procedures that must be followed for sale and purchase of five or more such containers, establishing record-keeping requirements, and setting penalties for violation of these terms. It authorizes an owner of plastic bulk merchandise containers to bring a civil action for damages from a person who violates these terms. It also exempts licensed waste haulers from compliance with the terms of the bill relating to plastic bulk merchandise containers.

This bill substantially amends section 506.19, and creates sections 506.265 and 506.266 of the Florida Statutes.

**II. Present Situation:**

Chapter 506, F.S., provides protection for owners of marked or branded field boxes, pallets, crates, containers, or receptacles used in the production, harvesting, packing, transportation, or marketing of fruits or vegetables or their byproducts upon the filing and recording of identifying data with the Department of Agriculture and Consumer Services by establishing penalties for:

- unauthorized possession of protected containers,
- alteration or obliteration of marks or brands on protected containers,
- purchase of protected containers from other than owner,
- refusal to deliver protected containers to the registered owner upon demand, and

- sending protected containers out of state.<sup>1</sup>

Other sections of ch. 506, F.S. provide protection for owners of shopping carts, laundry carts, dairy cases, egg baskets, poultry boxes, and bakery containers.<sup>2</sup>

The above statutory protection is exclusive to items listed and that sort of protection does not cover similar items used for transportation or storage of agricultural products not listed or other consumer goods.

There have been numerous news articles recently that report a noticeable escalation in the theft of plastic pallets and other reusable containers. For example, the Los Angeles, California Sheriff's Department formed a five-person task force to track tens of thousands of pallets and crates that are stolen from businesses, shredded, recycled, and resold to the firms from which they were taken.<sup>3</sup> The newspaper article that reported this activity describes this scheme as being similar to the better known recycling crime – stealing copper wire and other metals – and relates that this type of crime is becoming a nationwide problem due to the rise in the price of oil, which has driven up the cost of plastic. In the last year, that LA task force turned over 47 cases for criminal prosecution and recovered more than \$6 million in stolen plastic. In the summer of 2012, law enforcement agents in Michigan charged four men with stealing plastic pallets from industrial yards and then fencing the pallets through legitimate and illegitimate businesses as part of an alleged organized crime operation.<sup>4</sup> The State of Arizona passed a law in 2012 to help track down people who stole plastic pallets for their value at recycling centers and it was estimated then that Arizona businesses were losing about \$3 million a year due to this type of theft.<sup>5</sup> In Florida, a man accepted a plea bargain when he was arrested in mid 2012 for allegedly stealing plastic pallets from the parking lot of a big-box hardware store.<sup>6</sup> At least two recent incidents of theft of branded plastic pallets in southeast Florida have resulted in criminal files being opened. In one incident in October, 2012, the police made an arrest for grand theft when they investigated a report of a suspicious vehicle behind a strip center and found a trailer with 10 plastic pallets that had been taken from the back of a large grocery store. In another incident in December, 2012, a company that rents plastic pallets had reason to track a pallet with an imbedded built-in radio-frequency identification (RFID) tag. That company's investigator found 252 of its pallets on a vacant lot. After the lot owner failed to return the pallets as agreed, a follow-up investigation disclosed that the 252 pallets were gone and 98 other pallets were on a trailer parked on the vacant lot. That incident is still under investigation.<sup>7</sup>

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<sup>1</sup> Sections 506.24-506.28, F.S.

<sup>2</sup> Sections 506.501-506.519.

<sup>3</sup> See <http://articles.latimes.com/print/2012/nov/25/local/la-me-plastics-20121126>.

<sup>4</sup> See <http://detroit.cbs.local.com/2012/07/06/four-charged-in-organized-crime-crackdown>.

<sup>5</sup> See [http://azstarnet.com/business/local/new-rules-aim-to-stop-theft-of-plastic-pallets/article\\_6e5bbf87-9cf7-554e-a760-4bcd1c1f95cc.html](http://azstarnet.com/business/local/new-rules-aim-to-stop-theft-of-plastic-pallets/article_6e5bbf87-9cf7-554e-a760-4bcd1c1f95cc.html).

<sup>6</sup> See <http://www.palletenterprise.com/articledatabase/view.asp?articleID=3659>.

<sup>7</sup> Phone conversation February 26, 2013 with Luis Tanzi, Field Enforcement Regional Manager, IGPS Company, LLC.

### III. Effect of Proposed Changes:

**Section 1** amends s. 506.19, F.S., to expand the protections provided to owners of marked or branded field boxes or other specified containers used for fruits or vegetables to cover owners of containers used in the storage or transport of agricultural or other commercial goods. The bill also makes technical and grammatical changes.

**Section 2** creates s. 506.265, F.S., to establish procedures covering the purchase of plastic bulk merchandise containers as follows:

- It creates the following definitions:
  - “Bona fide purchaser” means a good faith purchaser without knowledge of another person’s outstanding rights.
  - “Plastic bulk merchandise container” means a plastic crate or shell, including a plastic pallet, used by a product manufacturer, distributor, or retailer for bulk transportation.
  - “Proof of ownership” means a bill of sale or other evidence showing that the owner is a bona fide purchaser who purchased the item for fair market value.
- It requires a person who purchases five or more plastic bulk merchandise containers from one seller to obtain proof of the seller’s ownership and maintain a record with specific details about the seller and the containers. The purchaser must verify the seller’s identity with a valid driver’s license or government-issued photo identification card and keep a copy. A noncash payment must be made and recorded.
- It requires these records to be maintained for two years from the date of purchase or delivery, whichever is later, and that the records be made available for inspection by state attorneys of the judicial circuit on reasonable notice.
- It exempts licensed waste haulers from compliance with this section.

**Section 3** creates s. 506.266, F.S., to provide penalties for violation of s. 506.265, F.S. as follows:

- If the transaction is valued at \$10,000 or less, it is a misdemeanor of the first degree, punishable as provided in ss. 775.082 or 775.083, F.S.
- If the transaction is valued at more than \$10,000, it is a felony of the first degree, punishable as provided in ss. 775.082, 775.083, or 775.084, F.S.
- The violator is liable to the owner for three times the replacement value of the stolen plastic bulk merchandise containers. The owner is authorized to bring action in a court of competent jurisdiction to recover money damages and attorney fees and costs.

**Section 4** provides that this act shall take effect October 1, 2013.

### IV. Constitutional Issues:

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

None.

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

None.

**C. Trust Funds Restrictions:**

None.

**V. Fiscal Impact Statement:****A. Tax/Fee Issues:**

None.

**B. Private Sector Impact:**

Owners of branded, plastic bulk merchandise containers that wish to avail themselves of the protections offered by this bill will incur some additional expense of an unknown amount in order to comply with the registration and record-keeping requirements of the bill.

**C. Government Sector Impact:**

The Department of Agriculture and Consumer Services estimates that it would incur a minimal fiscal or operational impact in order to comply with the recording requirements of the bill.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

The penalty provisions in Section 3 of the bill elevate an offense, where the transaction value exceeds \$10,000 by a single dollar, from a first degree misdemeanor to a first degree felony, which can be punished by a term of imprisonment up to 30 years. It was not intended that a person be charged with a first degree felony and an amendment is needed to correct this unintentional error. The penalty provisions in Section 3 classify a violation based upon dollar value of the transaction whereas Florida's general criminal statutes contained in ch. 812, F.S. define "value" as the market value of the property as opposed to the transaction value. An amendment is needed to correct this unintentional error.

**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.

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

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