

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 Military and Veterans Affairs, Space, and Domestic Security

BILL: CS/CS/SB 394

INTRODUCER: Military and Veterans Affairs, Space, and Domestic Security Committee; Regulated Industries Committee; and Senator Brandes

SUBJECT: Public Lodging Establishments

DATE: March 12, 2015

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Oxamendi</u>	<u>Imhof</u>	<u>RI</u>	<u>Fav/CS</u>
2.	<u>Goedert</u>	<u>McKay</u>	<u>CM</u>	<u>Favorable</u>
3.	<u>Sanders</u>	<u>Ryon</u>	<u>MS</u>	<u>Fav/CS</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/SB 394 requires that public lodging establishments classified as a hotel, motel, or bed and breakfast inn waive any policy that restricts accommodations to individuals based on age for active duty members of the United States Armed Forces, the United States Reserve Forces, the National Guard, and the Coast Guard upon the presentation of a valid military identification card. The bill also prohibits public lodging establishments from duplicating military identification cards.

II. Present Situation:

Public Lodging Establishments

The Division of Hotels and Restaurants (division) within the Department of Business and Professional Regulation (department) is the state agency charged with enforcing the provisions of ch. 509, F.S., “and all other applicable laws and rules relating to the inspection or regulation of public lodging establishments and public food service establishments for the purpose of safeguarding the public health, safety, and welfare.”¹

¹ Section 509.032(1), F.S.

“Public lodging establishment” is defined to include both transient public lodging establishments and nontransient public lodging establishments.² The principal differences between transient and nontransient public lodging establishments are the number of times that the establishments are rented in a calendar year and the length of the rentals. Section 509.013(4)(b), F.S., exempts dormitories, hospital and medical establishments, residential units, migrant labor camps, and establishments inspected by the Department of Health from the definition of “public lodging establishment.”

A public lodging establishment can be classified as a hotel, motel, nontransient apartment, transient apartment, bed and breakfast inn, timeshare project, or vacation rental.³

Section 509.242(1)(a), F.S., defines a “hotel” as follows:

any public lodging establishment containing sleeping room accommodations for 25 or more guests and providing the services generally provided by a hotel and recognized as a hotel in the community in which it is situated or by the industry.

Section 509.242(1)(b), F.S., defines “motel” as follows:

any public lodging establishment which offers rental units with an exit to the outside of each rental unit, daily or weekly rates, offstreet parking for each unit, a central office on the property with specified hours of operation, a bathroom or connecting bathroom for each rental unit, and at least six rental units, and which is recognized as a motel in the community in which it is situated or by the industry.

Section 509.242(1)(f), F.S., defines a “bed and breakfast inn” as follows:

a family home structure, with no more than 15 sleeping rooms, which has been modified to serve as a transient public lodging establishment, which provides the accommodation and meal services generally offered by a bed and breakfast inn, and which is recognized as a bed and breakfast inn in the community in which it is situated or by the hospitality industry.

At the end of FY 2013-2014, there were 38,472 licensed public lodging establishments, divided as follows:⁴

- Hotels – 1,720 licenses;
- Motels – 2, 691 licenses;
- Nontransient apartments – 17,501 licenses;
- Transient apartments – 960 licenses;
- Bed and Breakfasts – 260 licenses;
- Vacation Rentals, Condominiums – 3,904 licenses; and
- Vacation Rentals, Dwellings – 11,436 licenses.

² Section 509.013(4)(a), F.S.

³ Section 509.242(1), F.S.

⁴ Annual Report, Fiscal Year 2013-2014, Division of Hotels and Restaurants, Department of Business and Professional Regulation. A copy is available at http://www.myfloridalicense.com/dbpr/hr/reports/annualreports/documents/ar2013_14.pdf (last visited February 25, 2015).

Right to Refuse Accommodations

Public lodging establishments are private enterprises and may refuse accommodations to any person who is objectionable or undesirable to the operator, so long as the refusal is not “based upon race, creed, color, sex, physical disability, or national origin.”⁵ Public lodging establishments are also allowed to “establish reasonable rules and regulations for the management of the establishment,” which become part of “a special contract between the operator and each guest or employee using the services or facilities of the operator.”⁶

A small sampling of hotels in Florida reveals that some public lodging establishments advertise age requirement policies. While employed by the military, or when traveling for military and personal purposes, some persons have been denied accommodations at public lodging establishments because of their age.⁷

United States Armed Forces

The United States Armed Forces consists of the Army, Navy, Air Force, Marine Corps, and Coast Guard.⁸ Each branch of the Armed Forces has a U.S. Reserve Forces component that is under the command of their respective military branch.⁹ This is in addition to the Army National Guard and the Air Force National Guard.¹⁰ Florida Statutes defines active duty as full-time duty in active military service, to include federal duty such as full-time training, annual training, and attendance while a person is in active military service or in a school designated as a service school by law or by the secretary of the applicable military department.¹¹ The term does not mean full-time duty in the National Guard.¹² The minimum entrance-age requirement for all branches of the Armed Forces is 17 with parental consent or 18 without parental consent.¹³

The Department of Defense (DoD) issues the Common Access Card (CAC) as the standard form of military identification for active duty uniformed service personnel, Selected Reserve,¹⁴ DoD civilian employees, and eligible contractor personnel.¹⁵ The CAC allows members to gain physical access to buildings and controlled spaces, and it provides access to DoD computer networks and systems.¹⁶

⁵ Section 509.092, F.S.

⁶ Section 509.101(1), F.S.

⁷ See McCarthy, Regan, “Bill to Bend Hotel Age Requirement for Military Members,” *WFSU* (Jan. 28, 2015). A copy of the article is available at: <http://news.wfsu.org/post/bill-bend-hotel-age-requirements-military-members> (last visited March 12, 2015).

⁸ 10 U.S.C. s. 101(a)(4) (2013).

⁹ 10 U.S.C. s.10101 (2013).

¹⁰ *Id.*

¹¹ Section 250.01, F.S. (1)

¹² *Id.*

¹³ Today’s Military, Review Military Entrance Requirements, <http://todaysmilitary.com/joining/entrance-requirements> (last visited March 6, 2015).

¹⁴ Selected Reserve personnel are an element of the U.S. Reserve Forces that actively drill or participate in training at least 48 times per year and spend no less than 14 days on active duty for training. 10 U.S.C. s.10143(a) (2013); *see also*, 10 U.S.C. s.10147(a)(1) (2013).

¹⁵ Department of Defense, Common Access Card, <http://www.cac.mil/common-access-card/> (last visited March 12, 2015).

¹⁶ *Id.*

According to the Military One Source 2013 Demographic Report, there are currently 2,513,168 active duty servicemembers in the U.S. Armed Forces.¹⁷ Florida has the seventh largest population of active duty service men and women at 60,234 and the third largest population of reserve forces at 36,745, which includes the 12,000 members of the Florida National Guard^{18 19} Florida is home to 20 major military bases and three of the nation's seven unified combatant commands.²⁰

III. Effect of Proposed Changes:

The bill creates s. 509.095, F.S., to require that public lodging establishments classified as a hotel, motel, or bed and breakfast inn waive any policy that restricts accommodations to individuals based on age for active duty members of the United States Armed Forces, the United States Reserve Forces, the National Guard, and the Coast Guard. The bill prevents public lodging establishments from denying such persons accommodations based upon their age once a valid military identification card is presented.

The bill further prohibits a public lodging establishment from duplicating a military identification card.

The bill only applies to a public lodging establishment classified as a hotel, motel, or bed and breakfast inn as defined in s. 509.242, F.S.

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.

¹⁷ Military One Source, *2013 Demographic Report*, <http://www.militaryonesource.mil/12038/MOS/Reports/2013-Demographics-Report.pdf> (last visited March 7, 2015).

¹⁸ *Id.*

¹⁹ Department of Military Affairs, dma.myflorida.com/about-us/ (last visited March 9, 2015).

²⁰ Florida Defense Alliance, <http://www.enterpriseflorida.com/floridadefense/> (last visited March 9, 2015).

B. Private Sector Impact:

None.

C. Government Sector Impact:

The Division of Hotels and Restaurants anticipates an indeterminate increase in complaints received and inspections required to investigate such complaints.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill creates section 509.095 of the Florida Statutes.

IX. Additional Information:

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

CS/CS by Military and Veterans Affairs, Space, and Domestic Security on March 10, 2015:

The committee substitute (CS) requires the presentation of a “military identification card” instead of a “Common Access Card.” The term “military identification card” is commonly used in statute and includes the Common Access Card.

CS by Regulated Industries on February 18, 2015:

The committee substitute (CS) requires the presentation of a “Common Access Card” instead of a “military identification card.” The CS refers to active duty members of the United States Armed Services, the United States Reserve Forces, the National Guard, and the Coast Guard. The CS prohibits duplication of Common Access Cards that are presented pursuant to s. 509.095, F.S.

B. Amendments:

None.