

**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.)

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Prepared By: The Professional Staff of the Committee on Rules

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BILL: CS/CS/SB 674

INTRODUCER: Governmental Oversight and Accountability Committee; Military and Veterans Affairs, Space, and Domestic Security Committee; and Senator Evers

SUBJECT: Public Records/Servicemember Identification and Location Information

DATE: April 8, 2015

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Sanders</u>	<u>Ryon</u>	<u>MS</u>	<u>Fav/CS</u>
2.	<u>Kim</u>	<u>McVaney</u>	<u>GO</u>	<u>Fav/CS</u>
3.	<u>Sanders</u>	<u>Phelps</u>	<u>RC</u>	<u>Favorable</u>

**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/CS/SB 674 creates a public records exemption for certain identification and location information of current and former service members of U.S. Armed Forces, a reserve component of the Armed Forces and the National Guard who have served since September 11, 2001. The exemption includes the spouses and other dependents of those servicemembers.

The public records exemption established in the bill is subject to the Open Government Sunset Review Act and will repeal on October 2, 2020, unless reviewed and saved from repeal by the Legislature.

The bill contains a statement of public necessity as required by the State Constitution.

Because this bill creates a public records exemption, it requires a two-thirds vote of the members present and voting in each house of the Legislature for passage.

**II. Present Situation:**

**Public Records and Open Meetings Requirements**

The Florida Constitution provides that the public has the right to access government records and meetings. The public may inspect or copy any public record made or received in connection with

the official business of any public body, officer, or employee of the state, or of persons acting on their behalf.<sup>1</sup> The public also has a right to be afforded notice and access to meetings of any collegial public body of the executive branch of state government or of any local government.<sup>2</sup> The Legislature's meetings must also be open and noticed to the public, unless there is an exception provided for by the Constitution.<sup>3</sup>

In addition to the Florida Constitution, the Florida Statutes specify conditions under which public access must be provided to government records and meetings. The Public Records Act<sup>4</sup> guarantees every person's right to inspect and copy any state or local government public record.<sup>5</sup> The Sunshine Law<sup>6</sup> requires all meetings of any board or commission of any state or local agency or authority at which official acts are to be taken to be noticed and open to the public.<sup>7</sup>

The Legislature may create an exemption to public records or open meetings requirements.<sup>8</sup> An exemption must specifically state the public necessity justifying the exemption<sup>9</sup> and must be tailored to accomplish the stated purpose of the law.<sup>10</sup>

### **Open Government Sunset Review Act**

The Open Government Sunset Review Act (referred to hereafter as the "OGSR") prescribes a legislative review process for newly created or substantially amended public records or open

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<sup>1</sup> FLA. CONST., art. I, s. 24(a).

<sup>2</sup> FLA. CONST., art. I, s. 24(b).

<sup>3</sup> *Id.*

<sup>4</sup> Chapter 119, F.S.

<sup>5</sup> Section 119.011(12), F.S., defines "public record" to mean "all documents, papers, letters, maps, books, tapes, photographs, films, sound recordings, data processing software, or other material, regardless of the physical form, characteristics, or means of transmission, made or received pursuant to law or ordinance or in connection with the transaction of official business by any agency." Section 119.011(2), F.S., defines "agency" to mean as "any state, county, district, authority, or municipal officer, department, division, board, bureau, commission, or other separate unit of government created or established by law including, for the purposes of this chapter, the Commission on Ethics, the Public Service Commission, and the Office of Public Counsel, and any other public or private agency, person, partnership, corporation, or business entity acting on behalf of any public agency." The Public Records Act does not apply to legislative or judicial records. *Locke v. Hawkes*, 595 So.2d 32 (Fla. 1992). The Legislature's records are public pursuant to section 11.0431, F.S.

<sup>6</sup> Section 286.011, F.S.

<sup>7</sup> Section 286.011(1)-(2), F.S. The Sunshine Law does not apply to the Legislature; rather, open meetings requirements for the Legislature are set out in the Florida Constitution. Article III, section 4(e) of the Florida Constitution provides that legislative committee meetings must be open and noticed to the public. In addition, prearranged gatherings, between more than two members of the Legislature, or between the Governor, the President of the Senate, or the Speaker of the House of Representatives, the purpose of which is to agree upon or to take formal legislative action, must be reasonably open to the public.

<sup>8</sup> FLA. CONST., art. I, s. 24(c). There is a difference between records the Legislature designates as exempt from public records requirements and those the Legislature designates *confidential* and exempt. A record classified as exempt from public disclosure may be disclosed under certain circumstances. *Williams v. City of Minneola*, 575 So.2d 687 (Fla. 5th DCA 1991). If the Legislature designates a record as confidential, such record may not be released, to anyone other than the persons or entities specifically designated in the statutory exemption. *WFTV, Inc. v. The School Board of Seminole*, 874 So.2d 48 (Fla. 5th DCA 2004).

<sup>9</sup> FLA. CONST., art. I, s. 24(c).

<sup>10</sup> *Id.*

meetings exemptions.<sup>11</sup> The OGSR provides that an exemption automatically repeals on October 2nd of the fifth year after creation or substantial amendment; in order to save an exemption from repeal, the Legislature must reenact the exemption.<sup>12</sup>

The OGSR provides that a public records or open meetings exemption may be created or maintained only if it serves an identifiable public purpose and is no broader than necessary.<sup>13</sup> An exemption serves an identifiable purpose if it meets one of the following purposes and cannot be accomplished without the exemption:

- It allows the state or its political subdivision to effectively and efficiently administer a program, and administration would be significantly impaired without the exemption;<sup>14</sup>
- Releasing sensitive personal information would be defamatory or would jeopardize an individual's safety. If this public purpose is cited as the basis of an exemption, however, only personal identifying information is exempt;<sup>15</sup> or
- It protects trade or business secrets.<sup>16</sup>

In addition, the Legislature must find that the purpose of the exemption overrides the Florida's public policy strongly favoring open government.

The OGSR also requires specified questions to be considered during the review process.<sup>17</sup> In examining an exemption, the OGSR asks the Legislature to carefully question the purpose and necessity of reenacting the exemption.

If, in reenacting an exemption, the exemption is expanded, then a public necessity statement and a two-thirds vote for passage are required.<sup>18</sup> If the exemption is reenacted without substantive changes or if the exemption is narrowed, then a public necessity statement and a two-thirds vote for passage are *not* required. If the Legislature allows an exemption to sunset, the previously exempt records will remain exempt unless provided for by law.<sup>19</sup>

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<sup>11</sup> Section 119.15, F.S. Section 119.15(4)(b), F.S., provides that an exemption is considered to be substantially amended if it is expanded to include more information or to include meetings. The OGSR does not apply to an exemption that is required by federal law or that applies solely to the Legislature or the State Court System pursuant to section 119.15(2), F.S.

<sup>12</sup> Section 119.15(3), F.S.

<sup>13</sup> Section 119.15(6)(b), F.S.

<sup>14</sup> Section 119.15(6)(b)1., F.S.

<sup>15</sup> Section 119.15(6)(b)2., F.S.

<sup>16</sup> Section 119.15(6)(b)3., F.S.

<sup>17</sup> Section 119.15(6)(a), F.S. The specified questions are:

- What specific records or meetings are affected by the exemption?
- Whom does the exemption uniquely affect, as opposed to the general public?
- What is the identifiable public purpose or goal of the exemption?
- Can the information contained in the records or discussed in the meeting be readily obtained by alternative means?  
If so, how?
- Is the record or meeting protected by another exemption?
- Are there multiple exemptions for the same type of record or meeting that it would be appropriate to merge?

<sup>18</sup> FLA. CONST., art. I, s. 24(c).

<sup>19</sup> Section 119.15(7), F.S.

### **Current Exemptions from Public Records Requirements in s. 119.071, F.S.**

Section 119.071(4), F.S., exempts personal identification and location information for specified current or former state or local government personnel, their spouses and children. Information such as home addresses, telephone numbers, a spouse's employer, and children's school or day care facility for current and former agency personnel are exempt from public disclosure. The employee must submit a written request for the exemption to be effective.<sup>20</sup>

Additionally, s. 119.071(5), F.S., authorizes a public records exemption for certain identification and location information for the following federal personnel, their spouses and children:<sup>21</sup>

- U.S. attorneys and assistant U.S. attorneys;
- U.S. Courts of Appeal judges;
- U.S. district judges; and
- U.S. magistrates.

The identification and location information protected under this exemption includes:<sup>22</sup>

- Home address, telephone number, and photograph of such attorney, judge, or magistrate and their spouse and child;
- Places of employment of a spouse and child, and
- Name and location of the school or day care facility attended by a child.

In order for the exemption to apply, a current or former federal attorney, judge, or magistrate must submit to an agency that has custody of the protected information a written request to exempt the information from public disclosure. In addition, the individual must submit a written statement that he or she has made a reasonable effort to protect such information from being accessible through other means available to the public.

### **Threats to Servicemembers and their Families**

The Federal Bureau of Investigation (FBI) and the Department of Homeland Security (DHS) issued a Joint Intelligence Bulletin warning servicemembers that the Islamic State of Iraq and Levant (ISIL) has made "repeated calls for supporters in the United States to pledge an oath of obedience to ISIL and to attack military, law enforcement, security, and intelligence personnel in the Homeland."<sup>23</sup> A group claiming to be sympathizers of the Islamic State of Iraq and Syria (ISIS)<sup>24</sup> hacked into the U.S. military's Central Command's Twitter account and stated that they

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<sup>20</sup> Section 119.071(4)(d)(3), F.S.

<sup>21</sup> Section 119.071(5)(i), F.S.

<sup>22</sup> Section 119.071(5)(i)1., F.S.

<sup>23</sup> Joint Intelligence Bulletin titled *Islamic State of Iraq and the Levant and Its Supporters Encourage Attacks Against Military Personnel* dated November 30, 2014, on file with the Committee on Governmental Oversight and Accountability. See also: *ISIS Threat at Home: FBI Warns US Military About Social Media Vulnerabilities*. (December 1, 2014), <http://abcnews.go.com/International/isis-threat-home-fbi-warns-us-military-social/story?id=27270662> (last viewed March 10, 2015).

<sup>24</sup> ISIL and ISIS are the same terrorist group but have been referred to in differently over time by the media and the government. See *ISIS, ISIL Or Islamic State: What's In a Name?* National Public Radio September 12, 2014. <http://www.npr.org/blogs/parallels/2014/09/12/347711170/isis-isil-or-islamic-state-whats-in-a-name> (last viewed March 26, 2015.)

were watching American soldiers, their wives and children.<sup>25</sup> Because of those threats, spouses of a Special Forces service members are reducing the information they place on social media.<sup>26</sup> On March 21, 2015, the media reported that ISIL posted on the internet the names, photographs, and addresses of approximately 100 servicemembers that it wanted killed.<sup>27</sup> The posted information appeared to have come from public records, the internet and Department of Defense reports.<sup>28</sup> Federal and military law enforcement agencies are investigating the matter, and the Department of Defense has been contacting the named servicemembers.<sup>29</sup>

### III. Effect of Proposed Changes:

The bill amends s. 119.071(5), F.S., to create an exemption from the public records requirements in s. 119.07(1), F.S., and s. 24(a), Article I of the State Constitution for current or former servicemembers of United States Armed Forces, a reserve component of the Armed Forces and the National Guard who have served since September 11, 2001, as well as the for the servicemember's spouses and other dependents.

Specifically, the following identification and location information held by an agency is exempt from public record requirements:

- Home address, telephone number, and date of birth of a servicemember; and the telephone number associated with a servicemember's personal communication device.
- Home address, telephone number, date of birth, and place of employment of the spouse or dependent of a servicemember; and the telephone number associated with such spouse's or dependent's personal communication device.
- Name and location of the school attended by the spouse, or the school or day care facility attended by a dependent, of a servicemember.

The exemption only applies if the current or former servicemember submits a written request for the exemption and provides a written statement that the servicemember has made reasonable efforts to protect the identification and location information from being accessible through other means available to the public. The servicemember must submit these statements to each agency which holds his or her information, and the servicemember must assert the exemption on behalf of his or her spouse or other dependent. The Department of Military Affairs estimates that this exemption will cover approximately 190,000 current servicemembers and 70,000 dependents.<sup>30</sup> According to a U.S. Department of Veterans Affairs projection, approximately 260,000 former

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<sup>25</sup> *U.S. Central Command Twitter Account suspended After Apparent ISIS Hack*. U.S. News and World Report (January 12, 2015) <http://www.usnews.com/news/articles/2015/01/12/us-central-command-twitter-account-suspended-after-apparent-isis-hack> (last viewed March 10, 2015).

<sup>26</sup> *After ISIS Twitter threat, military families rethink online lives*. <http://www.cnn.com/2015/01/14/us/social-media-military-isis/> (last viewed March 10, 2015).

<sup>27</sup> *ISIS Urges Sympathizers to Kill U.S. Service Members It Identifies on Website*, New York Times (March 21, 2015) [http://www.nytimes.com/2015/03/22/world/middleeast/isis-urges-sympathizers-to-kill-us-service-members-it-identifies-on-website.html?\\_r=0](http://www.nytimes.com/2015/03/22/world/middleeast/isis-urges-sympathizers-to-kill-us-service-members-it-identifies-on-website.html?_r=0) (last viewed March 24, 2015).

<sup>28</sup> *Id.*

<sup>29</sup> "Purported ISIS Group Posts Personal Details of 100 U.S. Military Service Members" ABC News (March 21, 2015) <http://abcnews.go.com/Politics/purported-isis-group-posts-personal-details-100-us/story?id=29811503> (last viewed March 24, 2015).

<sup>30</sup> Email from Glenn Sutphin, Department of Military Affairs, on file with the Senate Committee on Governmental Oversight and Accountability Dated March 24, 2015.

servicemembers who served in the military after September 11, 2001 reside in Florida.<sup>31</sup> An estimate of the number of dependents of these Florida veterans is not available.

This bill provides for retroactive application of this exemption.

The bill provides a statement of public necessity as required by the State Constitution. The public necessity statement provides that allowing the identification and location information of current or former servicemembers and their families can endanger the servicemembers, their spouses, and their dependents.

This exemption is subject to the Open Government Sunset Review Act and will stand repealed on October, 2, 2020, unless reviewed and reenacted by the Legislature.

This bill will be effective upon becoming a law.

#### **IV. Constitutional Issues:**

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

None.

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

###### **Vote Requirement**

Article I, s. 24(c) of the State Constitution requires a two-thirds vote of the members present and voting for final passage of a newly created or expanded public record or public meeting exemption. The bill creates a public record exemption for the identification and location information of current or former servicemembers their spouses, and other dependents; thus, it requires a two-thirds vote for final passage.

###### **Public Necessity Statement**

Article I, s. 24(c) of the State Constitution requires a public necessity statement for a newly created or expanded public record or public meeting exemption. The public necessity statement provides that servicemembers perform critical and dangerous operations and that public access to identifying and location information endangers servicemembers and their families.

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<sup>31</sup> U.S. Department of Veterans Affairs' Veteran Population Model. *Table 7L: VetPop2014 Living Veterans by State, Period of Service, Gender, 2013-2043* (Select 9/30/2015 table and see columns "r," "u," and "v"). Table available at: [http://www.va.gov/vetdata/Veteran\\_Population.asp](http://www.va.gov/vetdata/Veteran_Population.asp) (last viewed April 7, 2015).

**Breadth of Exemption**

Article I, s. 24(c) of the State Constitution requires a newly created public record or public meeting exemption to be no broader than necessary to accomplish the stated purpose of the law. The bill creates a public record exemption limited to the identification and location information named in the bill for current or former servicemembers their spouses, and dependents of such servicemembers. The exemption is no broader than necessary to accomplish its purpose.

**C. Trust Funds Restrictions:**

None.

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

None.

**B. Private Sector Impact:**

None.

**C. Government Sector Impact:**

The bill may have a minimal fiscal impact on state and local agencies, as staff may require training related to this new public record exemption. The costs, however, would likely be absorbed as part of the day-to-day responsibilities of the staff of the agency.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill substantially amends section 119.071 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 Governmental Oversight and Accountability on March 31, 2015:**

The committee substitute makes the following changes:

- Changes the definition of identification and locations information to include telephone numbers associated with a personal communication device and birthdays and by removing photographs. The schools attended by spouses was also added to the exemption.
- Changes “child” to “dependents.”
- Broadens the exemption to servicemembers who are current or former members of the Armed Forces, the Reserves, or the National Guard after September 11, 2001.
- Provides for retroactive application of the exemption.
- Modifies the public necessity statement to reflect recent news events and to conform to the CS.

**CS by Military and Veterans Affairs, Space, and Domestic Security on March 4, 2015:**

The committee substitute makes the following changes:

- Moves the exemption from s. 119.071(4), F.S. to s. 119.071(5), F.S.;
- Revises the public necessity statement to clarify that the exemption protects sensitive personal information that would jeopardize an individual’s safety; and
- Requires a person to request the exemption in writing and state in writing that he or she has made reasonable efforts to protect the information for the exemption to apply.

- B. **Amendments:**

None.