

**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 Fiscal Policy

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BILL: SB 996

INTRODUCER: Senator Negrón

SUBJECT: Civil Remedies for Terrorism

DATE: February 3, 2016

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

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Davis</u>	<u>Cibula</u>	<u>JU</u>	<b>Favorable</b>
2.	<u>Harkness</u>	<u>Sadberry</u>	<u>ACJ</u>	<b>Recommend: Favorable</b>
3.	<u>Jones</u>	<u>Hrdlicka</u>	<u>FP</u>	<b>Favorable</b>

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## I. Summary:

SB 996 creates a civil cause of action for a person who is injured by an act of terrorism or by a violation of a law that facilitates or furthers an act of terrorism. A successful plaintiff is entitled to three times the actual damages sustained, a minimum of \$1,000, and reasonable attorney fees and court costs at the trial and appellate levels. In contrast, a defendant is entitled to recover reasonable attorney fees and court costs at the trial and appellate levels if it is determined that the claimant raised a claim that is not supported factually or legally.

When a court awards attorney fees and costs under the bill, it may not consider whether the opposing party is able to pay the fees and costs. The bill does not limit any other right to recover attorney fees or costs established in any other provisions of law.

A person who participates in the act of terrorism and is injured may not bring a claim under the cause of action authorized by the bill.

While the number of lawsuits filed as a result of the bill is unknown, the workload and fiscal impact on the courts is likely to be insignificant.

The bill is effective July 1, 2016.

## II. Present Situation:

### Torts

A tort is a civil wrong for which the person harmed may seek a remedy, generally in the form of damages. A basic purpose of tort law is to allow the wronged person to be compensated for his or her injury by the person responsible for the wrong. The burden of loss is shifted from the injured person to the one who is at fault. While some acts may be both a crime and a tort, the

crime is committed against the public and redress is pursued by the state. The tort, however, is a private injury and redress is pursued by the injured party through a civil suit.<sup>1</sup>

An intentional tort is committed by a person who acts with general or specific intent to harm someone<sup>2</sup> or engages in conduct that is substantially certain to bring about injury or death.<sup>3</sup> Some general examples of intentional torts are assault, battery, false imprisonment, fraud, intentional infliction of emotional distress, and invasion of privacy. Beyond the usual economic and non-economic damages, a defendant may also be held liable for punitive damages if there is a finding that the defendant was personally guilty of intentional misconduct or gross negligence.<sup>4</sup>

While the statutes do not provide a specific cause of action for someone in Florida to recover for injuries sustained by terrorism, it is arguable that a cause of action might be made for battery.

### **Civil Remedies for Criminal Practices in Chapter 772**

Civil remedies are provided as redress for certain criminal practices enumerated in ch. 772, F.S. A civil cause of action is provided for any person who proves by clear and convincing evidence that he or she has been injured by someone who has received proceeds derived from a pattern of criminal activity.<sup>5</sup> The criminal activity referred to includes offenses relating to the manufacture, distribution, and use of explosives, homicide, assault and battery, kidnapping, weapons and firearms, arson, computer-related crimes, bribery, and the obstruction of justice.<sup>6</sup>

While punitive damages are not generally recoverable for claims arising under ch. 772, F.S., a prevailing plaintiff may recover threefold, or treble, the actual damages and a minimum of \$200 in damages, or \$1,000 under the Drug Dealer Liability Act, as well as attorney fees and court costs at trial and on appeal.<sup>7</sup> A defendant is entitled to recover reasonable attorney fees and court costs at the trial and appellate levels if it is determined that the claimant raised a claim that was without substantial fact or legal support. The court is precluded from considering whether the opposing party is able to pay fees and costs.<sup>8</sup>

A civil remedy under ch. 772, F.S., does not preclude any other remedy, whether civil or criminal, under any other provision of law.<sup>9</sup> Additionally, if a defendant has been found guilty or pled guilty or nolo contendere to the same criminal act that is the basis of the plaintiff's civil cause of action under ch. 772, F.S., the defendant is estopped as if the plaintiff had been a party in the state's criminal action.<sup>10</sup>

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<sup>1</sup> 55 FLA. JUR 2D TORTS s. 1 (2015).

<sup>2</sup> BLACK'S LAW DICTIONARY (14th ed. 2014).

<sup>3</sup> 55 FLA. JUR 2D TORTS s. 6 (2015).

<sup>4</sup> Section 768.72(2), F.S.

<sup>5</sup> Sections 772.103(1) and 772.104, F.S.

<sup>6</sup> Section 772.102(1), F.S. "Criminal activity" means to commit, attempt to commit, conspire to commit, or solicit, coerce, or intimidate another person to commit the list of crimes in s. 772.102(1)(a), F.S.

<sup>7</sup> Sections 772.104(1), 772.11(1), and 772.12, F.S.

<sup>8</sup> Section 772.104(3), F.S.

<sup>9</sup> Section 772.18, F.S.

<sup>10</sup> Section 772.14, F.S.

## Terrorism

Terrorism is defined as an activity that involves a violent act or an act dangerous to human life which is a violation of the criminal laws of the state or of the United States or involves a violation of s. 815.06, F.S., relating to offenses against users of computers and electronic devices. The activity must also be intended to:

- Intimidate, injure, or coerce a civilian population;
- Influence the policy of a government by intimidation or coercion; or
- Affect the conduct of government through the destruction of property, assassination, murder, kidnapping, or aircraft piracy.<sup>11</sup>

Terrorism is a predicate act for the crime of capital murder, but is not an independent crime in the statutes.<sup>12</sup> If someone is convicted of committing a felony or misdemeanor that facilitated or furthered an act of terrorism, the court is required to reclassify the felony or misdemeanor to the next higher degree.<sup>13</sup> If the underlying crime is a first-degree misdemeanor or greater, the offense severity ranking is increased, thereby increasing the defendant's potential sentence.<sup>14</sup>

## Federal Terrorism Statute

The federal Antiterrorism Act of 1990 provides a civil remedy for an injury sustained by a claimant for an act of *international* terrorism.<sup>15</sup> The federal legislation also provides for the recovery of treble damages, cost of the suit, and attorney fees, but differs in that the injury sustained by the claimant must be for an act of international terrorism.<sup>16</sup> The international provision requires that the act “occur primarily outside the territorial jurisdiction of the United States, or transcend national boundaries in terms of the means by which they are accomplished . . .”<sup>17</sup>

## Liability for Intentional Torts

Under the doctrine of joint and several liability, all of the defendants at fault for a plaintiff's damages are responsible for the total of each defendant's fault.<sup>18</sup> With a few exceptions, s. 768.81, F.S., generally abolished the application of the doctrine. One of the exceptions allows the doctrine of joint and several liability to apply to “any action based upon an intentional tort.”<sup>19</sup>

## Attorney Fees and Sanctions for Raising Unsupported Claims or Defenses

Section 57.105, F.S., generally authorizes a court to award reasonable attorney fees, including prejudgment interest to the prevailing party from the losing party and the losing party's attorney

<sup>11</sup> Section 775.30, F.S.

<sup>12</sup> Section 782.04(1)(a)2.r., (3)(r), and (4)(s), F.S.

<sup>13</sup> Section 775.31(1), F.S.

<sup>14</sup> Section 775.31(2), F.S.

<sup>15</sup> 18 U.S.C. s. 2331 *et. seq.*

<sup>16</sup> 18 U.S.C. s. 2333(a).

<sup>17</sup> 18 U.S.C. s. 2331(1)(C).

<sup>18</sup> *Louisville & N. R. Co. v. Allen*, 65 So. 8 (Fla. 1914).

<sup>19</sup> Section 768.81(4), F.S.

for unsupported claims and defenses presented to the court. The statute further provides that its remedies are supplemental to other sanctions available under law or court rules.<sup>20</sup>

### **Similar Legislation in Other States**

Private William “Andy” Long, U.S. Army, was killed in uniform outside of an Arkansas Army recruiting office on June 1, 2009. Another soldier was wounded in the shooting but survived. The defendant in the case claimed to be a terrorist and had traveled to Yemen and Somalia. In 2011, he pleaded guilty to capital murder and attempted capital murder and received a life sentence with no possibility of parole.<sup>21</sup> Because of this incident, legislation has been enacted in Arkansas, Kansas, Louisiana, North Carolina, and Tennessee that permits victims of terrorist acts to recover damages as proposed in this legislation.<sup>22</sup>

### **III. Effect of Proposed Changes:**

The bill creates a civil cause of action for a person who is injured by an act of terrorism or by a violation of a law that facilitates or furthers an act of terrorism. A successful plaintiff is entitled to three times the actual damages sustained, a minimum of \$1,000, and reasonable attorney fees and court costs at the trial and appellate levels.

A person who participates in the act of terrorism and is injured may not bring a claim under this statute.

A defendant is entitled to recover reasonable attorney fees and court costs at the trial and appellate levels if it is determined that the claimant raised a claim that is not supported factually or legally.

When a court awards attorney fees and costs under the bill, it may not consider whether the opposing party is able to pay the fees and costs. This does not limit any other right to recover attorney fees or costs established in any other provisions of law.

Because terrorism is an intentional tort and because the doctrine of joint and several liability applies to actions based on an intentional tort, a defendant who was a minor participant in an act of terrorism may be liable for all of a plaintiff’s damages.<sup>23</sup>

The bill is effective July 1, 2016.

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<sup>20</sup> Section 57.105(6), F.S.

<sup>21</sup> Arkansas News, *Senate approves ‘Andy’s Law’*, (April 1, 2013) available at <http://arkansasnews.com/sections/news/senate-approves-%E2%80%98andy%E2%80%99s-law%E2%80%99.html> (last visited January 29, 2016).

<sup>22</sup> Center for Security Policy, *Andy’s Law Signed by Governor McCrory in North Carolina*, (August 24, 2015) available at <https://www.centerforsecuritypolicy.org/2015/08/24/andys-law-signed-by-governor-mccrory-in-north-carolina/> (last visited January 29, 2016).

<sup>23</sup> See s. 768.81(4), 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.

## B. Private Sector Impact:

The bill may provide a remedy for lawsuits for damages caused by terrorism when an international component does not exist or cannot be proven. An international component is required for lawsuits for damages for terrorism under federal law.

## C. Government Sector Impact:

The impact on the courts will be based on the number of lawsuits filed which cannot be estimated at this time. However, the workload impact on the courts is likely to be insignificant.<sup>24</sup>

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill creates section 772.13 of the Florida Statutes.

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<sup>24</sup> Office of State Court Administrator, *2016 Judicial Impact State for SB 996*, (January 26, 2016) (on file with the Senate Committee on Fiscal Policy).

**IX. Additional Information:**

- A. **Committee Substitute – Statement of 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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