

**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 538

INTRODUCER: Military and Veterans Affairs, Space, and Domestic Security Committee; Children, Families, and Elder Affairs Committee; and Senator Trumbull

SUBJECT: Provisional Child Care Licensing

DATE: March 22, 2023

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

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Tuszynski</u>	<u>Cox</u>	<u>CF</u>	<u>Fav/CS</u>
2.	<u>Lloyd</u>	<u>Proctor</u>	<u>MS</u>	<u>Fav/CS</u>
3.	<u>                    </u>	<u>                    </u>	<u>RC</u>	<u>                    </u>

---

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

COMMITTEE SUBSTITUTE - Substantial Changes

---

**I. Summary:**

CS/CS/SB 538 adds new child care licensing provisions which require that the Department of Children and Families (DCF) or the local licensing agency to issue a provisional license or registration for a family day care home to an operator or owner who is applying for an initial license or registration for a family day care home and has made adequate provisions for the health safety of the child and who provides sufficient evidence that he or she has completed within the previous 6 months:

- Training pursuant to the United States Department of Defense Instruction 6060.02 (Child Development Programs); and
- Background screening pursuant to the designated requirements of the Department of Defense (DoD) for a family child care (FCC) home and has received favorable suitability and fitness determination.

The provisional license allows an FCC home operator to provide child care services while simultaneously completing any remaining DCF licensure requirements.

The bill may likely have an indeterminate positive fiscal impact on the private sector. See Section V. Fiscal Impact Statement.

The bill takes effect upon becoming law.

## II. Present Situation:

### Child Care Licensure

The DCF is charged with regulating child care facilities, family day care homes, and large FCC homes.<sup>1</sup> The DCF licenses and regulates child care facilities and large FCC homes in 62 of the 67 counties in Florida<sup>2</sup>, establishing licensing standards that each licensed child care facility in the state must meet.<sup>3</sup> The remaining five counties have local licensing authority and must meet or exceed the DCF standards: Broward, Hillsborough, Palm Beach, Pinellas and Sarasota Counties.<sup>4</sup>

Child care facilities are child care centers or child care arrangements that provide child care for more than five children unrelated to the operator, and receive payment, fee, or grant funds for the children receiving care, whether or not operated for profit.<sup>5</sup>

Family day care homes are occupied residences which regularly provide children from at least two unrelated families child care, and receive payments, fees, or grants for the children receiving care, whether or not operated for profit.<sup>6</sup>

Large FCC homes are occupied residences that regularly provide children from at least two unrelated families child care; receive payments, fees, or grants for the children receiving care, whether or not operated for profit; and have at least two full-time child care personnel on the premises during the hours of operation.<sup>7</sup>

As of February 27, 2023, the DCF licenses 4,687 child care facilities, 725 family day care homes, and 235 large FCC homes.<sup>8</sup>

Current law requires all providers' personnel meet specific licensure standards, training, credentials, and good moral character based upon a background screening.<sup>9</sup> Child care facilities with religious affiliation and certain family day care homes are exempt from licensure but must register with the DCF. Although exempt from licensure, these specific operators and staff are still subject to the Level 2 background screening standards required under s. 435.04, F.S.<sup>10</sup>

---

<sup>1</sup> See generally ss. 402.301 through 402.319, F.S.

<sup>2</sup> Office of Program Policy Analysis and Government Accountability, Department of Children and Families, Child Care Regulation, *What are the program's responsibilities?*, available at <https://oppaga.fl.gov/ProgramSummary/ProgramDetail?programNumber=5011> (last visited March 15, 2023).

<sup>3</sup> Section 402.305, F.S.

<sup>4</sup> Section 402.306, F.S.

<sup>5</sup> Section 402.302(2), F.S.

<sup>6</sup> Section 402.302(8), F.S.

<sup>7</sup> Section 402.302(11), F.S.

<sup>8</sup> Email from Chad Corcoran, Deputy Director of Legislative Affairs, the Florida Department of Children and Families, *RE: Child care licensure numbers*, February 27, 2023 (on file with the Committee on Children, Families, and Elder Affairs).

<sup>9</sup> Section 402.305, F.S.

<sup>10</sup> Section 402.316, F.S.

### ***Provisional Licensure***

Under current law, the DCF may issue a provisional license or registration for child care facilities, family day care homes, or large family homes.<sup>11</sup> The provisional license or registration is issued at the discretion of the DCF or the licensing agency and at a minimum, the child care facility seeking the provisional license must be in compliance with the requirements for screening of child care personnel.<sup>12</sup> The DCF provides, by administrative rule, the conditions and procedures under which a provisional license or registration may be issued.<sup>13</sup>

A provisional license may not be issued for a period that exceeds 6 months and can be renewed one time for unusual circumstances beyond the control of the applicant.<sup>14</sup> A provisional license is barred if the background screening for child care personnel is not complete.<sup>15</sup> Additionally, the provisional license or registration can be suspended or revoked if insufficient progress towards compliance is found by the DCF during one of its periodic inspections or reviews.<sup>16</sup>

### **Background Screening**

Florida law details two levels of background screening for those employees required to be screened under state law. Both Level 1 and Level 2 checks may include both statewide and national criminal history record checks through local law enforcement agencies.<sup>17</sup> These levels convey both the method of the record check and the extent of data searched:

- **Level 1** - a state-only name-based check through the Florida Department of Law Enforcement (FDLE) and a check of the Dru Sjodin National Sex Offender Public Website;<sup>18</sup> and
- **Level 2** - a state and national fingerprint-based check through FDLE and the Federal Bureau of Investigation's (FBI) National Crime Information Center (NCIC).<sup>19</sup>

"Level 1" and "Level 2" background checks are terms that are unique to Florida. These terms are not used by the FBI, the NCIC, or other states. The Level 2 screening under s. 435.04(2), F.S., provides that a person must be screened to ensure he or she has not been arrested for and is awaiting final disposition of his or her case, has been found guilty of, regardless of adjudication, or entered a plea of nolo contendere or guilty to, or has otherwise been adjudicated delinquent and the record has not been sealed or expunged for any offense prohibited under any of the more than 50 listed crimes in this same subsection.<sup>20</sup> Levels 1 and 2 are used throughout the state

---

<sup>11</sup> Section 402.309, F.S.

<sup>12</sup> Section 402.309, F.S.; see ss. 402.305, 402.3055, 402.313, and 402.3131, F.S.

<sup>13</sup> Section 402.309(5), F.S., and Rule 65C-22.001, F.A.C., which incorporates by reference the most recent Department of Children and Families, *Child Care Facility Handbook*, October 2021.

<sup>14</sup> Section 402.309(3), F.S.

<sup>15</sup> Section 402.309(2), F.S.

<sup>16</sup> Section 402.309(4), F.S.

<sup>17</sup> See ss. 435.03(1) and 435.04(1)(a), F.S.

<sup>18</sup> Section 435.03(1), F.S.

<sup>19</sup> Section 435.04(1), F.S.

<sup>20</sup> Section 435.04(2), F.S., details 52 distinct criminal offenses including broad categories of offenses related to violence, deception, and neglect of vulnerable persons.

statutes without definition and with additional disqualifying offenses<sup>21</sup> as well as a process for a screened person to obtain an exemption from disqualification.<sup>22</sup>

### ***Care Provider Background Screening Clearinghouse***

All child care licensees and registrants are required to have a Level 2 background screening through Florida's Care Provider Background Screening Clearinghouse (Clearinghouse). The Clearinghouse is a single data source, administered by the Agency for Health Care Administration, for persons that are statutorily required to obtain a Level 2 screening for candidacy as an employee, independent contractor, or volunteer that provides care to children, elderly, disabled, and other vulnerable individuals.<sup>23</sup> The Clearinghouse allows the sharing of fingerprints and results of Level 2 criminal history checks among participating agencies to reduce duplication and costs. The Clearinghouse provides other benefits, one of which is the retention of fingerprint data and participation in the FBI's Next Generation Identification (NGI) continuous evaluation or "Rap Back" Service.

### ***Next Generation Identification — Rap Back Service***

An agency may submit fingerprints of applicants, licensees, and other individuals in positions of public trust on a periodic basis for national NCIC checks to determine if the individual has engaged in criminal conduct that would prohibit the holding of a position or license.<sup>24</sup> With the implementation of the FBI's NGI, an authorized agency may submit fingerprints for retention and subscription into the Rap Back service, an ongoing review or continuous evaluation of the criminal history status of each individual as long as the individual remains in a position of trust.<sup>25</sup>

The Rap Back Service retains the fingerprint record and continuously evaluates it, rather than an agency periodically resubmitting fingerprints.<sup>26</sup> This Rap Back Service results in close to real-time notification of any criminal activity subsequent to the initial criminal history records search, removing any gaps in review caused by the periodic submission and screening of fingerprints.

### **Department of Defense Child Care Certification**

The DoD certifies four distinct child care programs:<sup>27</sup>

- **Child Development Centers** - are centers located on military installations that provide child care services for infants, pretoddlers, toddlers, and preschoolers. They operate Monday

---

<sup>21</sup> See generally s. 413.208, F.S., related to employment by the Agency for Persons with Disabilities; s. 397.4073, F.S., related to employment as a substance abuse services provider; s. 381.986(9), F.S., related to individuals working with medical marijuana; and s. 744.3135(1), F.S., relating to employment as a professional guardian.

<sup>22</sup> Section 435.07, F.S.

<sup>23</sup> The Agency for Health Care Administration, *Care Provider Background Screening Clearinghouse*, available at [https://ahca.myflorida.com/MCHQ/Central\\_Services/Background\\_Screening/BGS\\_results.shtml](https://ahca.myflorida.com/MCHQ/Central_Services/Background_Screening/BGS_results.shtml) (last visited March 15, 2023).

<sup>24</sup> See Federal Bureau of Investigation, Privacy Impact Assessment, *Next Generation Identification Rap Back Service*, December 15, 2016, available at <https://www.fbi.gov/file-repository/pia-ngi-rap-back-service.pdf> (last visited March 15, 2023).

<sup>25</sup> *Id.*

<sup>26</sup> *Id.*

<sup>27</sup> The Department of Defense, Military Childcare, *Military-Operated Child Care Programs*, available at <https://public.militarychildcare.csd.disa.mil/mcc-central/mcchome/military-operated-child-care-programs> (last visited March 15, 2023). (hereinafter referred to as DoD MC)

through Friday during standard work hours, and depending on the location offer full-day, part-day, and hourly care.

- **Family Child Care** - provided by qualified child care professionals in their homes. Designed for infants through school agers, each FCC provider determines what care they offer, which may include full-day, part-day, school year, summer camp, 24/7, and extended care. Some FCC providers offer flexible operating hours, and are able to adjust their hours to accommodate requests from parents.
- **24/7 Centers** - child care for infants through school age children in a home-like setting during both traditional and nontraditional hours on a regular basis. The program is designed to support watch standers or shift workers who work rotating or nontraditional schedules (i.e., evenings, overnights, and weekends). While other families may use a 24/7 Center if space is available, priority is given to sponsors who require 24/7 care.
- **School Age Care (SAC)** - facility-based care for children from the start of kindergarten through the end of the summer after seventh grade. This program type operates Monday through Friday during standard work hours. SAC programs provide both School Year Care and Summer Camp.

The DoD FCC homes are most analogous to Florida's Family Day Care homes. These FCC home operators must be certified FCC providers who are licensed, have obtained favorable background checks, and maintain a DoD issued certificate to operate.<sup>28</sup> Each installation's FCC program ensures all providers complete a comprehensive training program that promotes developmentally appropriate intellectual, social, emotional, and physical learning.<sup>29</sup>

Required screenings, inspections, and checks for an FCC home include:

- Criminal history background checks for the applicant and all residents over 18 years old;
- Health screening and proof of immunizations for the provider and residents;
- Home inspections for fire, safety, sanitation, and preventative medicine;
- Monthly visits by an FCC staff member to observe, mentor and provide support;
- Pet certificate if the provider has a pet to show that it has the appropriate vaccinations and is safe to be around children; and
- Proof of liability insurance.<sup>30</sup>

FCC home providers that are located off military installations are required to meet many of the same requirements to be licensed, registered, or certified by the state.<sup>31</sup>

### **Florida and Department of Defense Comparison**

The requirements of the DoD to certify an FCC home and the DCF to license or register a Family Day Care home are substantially similar. Both require 40 hours of introductory training focusing

---

<sup>28</sup> DoD MC, *About Military Child Care*, available at <https://public.militarychildcare.csd.disa.mil/mcc-central/mcchome/about#program-quality-standards-93> (last visited March 15, 2023).

<sup>29</sup> *Id.*

<sup>30</sup> *Id.*

<sup>31</sup> *Id.*

on health and safety, child development, behavioral health, and abuse and neglect.<sup>32</sup> Both also require training in first aid, CPR, fire prevention, safe sleep/SIDS, and ongoing annual in-service training updates.<sup>33</sup>

However, Florida requires that all Family Day Care Home providers receive a Florida Level 2 background screening pursuant to s. 435.04, F.S., using the Clearinghouse. The general comparison of the state Level 2 requirements and a federal Tier One Child Care are as follows:

<b>Florida’s Level 2 for Child Care</b>	<b>Federal Tier One Child Care<sup>34</sup></b>
Federal fingerprint-based NCIC criminal history check.	Same.
Federal fingerprint-based NCIC Sex Offender Registry check.	Same.
A search of each state’s criminal records for all states in which the person has resided in the previous five years.	Same.*
State sex-offender registry or repository for all states in which the person has resided in the previous five years.	Same.*
State child abuse and neglect registry and database for all states in which the person has resided in the previous five years.	Same.*
Background screens processed through the Florida Care Provider Background Screening Clearinghouse.	<b>Processing through the Clearinghouse is not required.</b>
<b>No DoD installation record checks.</b>	DoD installation records check of all prior affiliations.
* The Department of Air Force reports they check the repository of all states in which the person has <i>ever</i> resided, not just the previous 5 years.	

As detailed above, the background screening requirements are almost identical between the DoD and state law. However, the most relevant difference is Florida’s requirement to use the Clearinghouse. The use of the Clearinghouse provides the Rap Back Service that gives close to real time notification of any criminal activity of an employee or licensee with retained fingerprint records.

**III. Effect of Proposed Changes:**

CS/CS/SB 538 provides that the DCF or the local licensing agency must issue a provisional license or registration for a family day care home upon receipt of sufficient evidence that the applicant is applying for an initial license or registration for a family day care home, has made adequate provisions for the health and safety of the child, and has completed within the previous 6 months:

<sup>32</sup> See generally Rule 65C-22.001, F.A.C. and the Department of Defense Instruction 6060.02, available at <https://www.militaryonesource.mil/leaders-service-providers/children-youth-and-teens/departments-of-defense-policies-children-youth-teens/> (last visited March 15, 2023).

<sup>33</sup> *Id.*

<sup>34</sup> See 34 U.S.C. s. 20351 and 32 C.F.R. part 86.

- The required training pursuant to the United States Department of Defense Instruction 6060.02 (Child Development Programs); and
- A background check pursuant to the designated requirements of the DoD for a FCC home license with a favorable suitability and fitness determination by the DoD.

The provisional license allows a FCC home operator to provide child care services while simultaneously completing the DCF licensure requirements for a Family Day Care home, including a Level 2 background screening through the Clearinghouse.

As with other Family Day Care Home providers who are licensed or registered, the bill ensures that these DoD FCC home operators will be included in the Clearinghouse upon completion of the state application process and therefore subject to the Rap Back Service.

The bill does not require that a FCC home serve only military families, or any military families, to be allowed a provisional license or registration.

The bill takes effect upon becoming law.

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

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

#### **V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

**B. Private Sector Impact:**

The bill may likely have an indeterminate positive fiscal impact on the private sector by allowing select applicants to receive a provisional family home day care license or registration and begin providing child care services for their community.

**C. Government Sector Impact:**

By shortening the length of time it will take select applicants to receive a provisional license or registration for a family day care home, the bill may have an indeterminate positive fiscal impact on servicemembers and their spouses as more child care options become available on or near military installations.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill substantially amends section 402.309 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 by Military and Veterans Affairs, Space, and Domestic Security on March 21, 2023:**

The committee substitute provides additional criteria for the issuance of a provisional license or registration for a family day care home as follows, when the applicant:

- Is applying for an initial license or registration for a family day care home;
- Has made adequate provisions for the health and safety of the child; and
- Provides evidence of a favorable suitability and fitness determination by the DoD.

**CS by Children, Families, and Elder Affairs on March 6, 2023:**

The committee substitute:

- Clarifies a provisional license can be issued with evidence of compliance with the DoD requirements rather than only after the Florida background screening requirement is met; and
- Requires evidence that the DoD background screen and training submitted with an application have occurred within the previous 6 months for the provisional license to be issued.



B. Amendments:

None.

---

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

---