

**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/SB 1318

INTRODUCER: Rules Committee; Senator Grall and others

SUBJECT: Traffic Offenses

DATE: April 1, 2025

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

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Shutes</u>	<u>Vickers</u>	<u>TR</u>	<b>Favorable</b>
2.	<u>Wells</u>	<u>Nortelus</u>	<u>ATD</u>	<b>Favorable</b>
3.	<u>Shutes</u>	<u>Yeatman</u>	<u>RC</u>	<b>Fav/CS</b>

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

COMMITTEE SUBSTITUTE - Substantial Changes

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**I. Summary:**

CS/SB 1318 renames the Florida Ban on Texting While Driving Law to the Florida Hands-Free Driving Law and expands the prohibition to include using, while driving, a wireless communications device in a handheld manner except to activate, deactivate, initiate, or terminate a feature or function of the device, including a hands-free accessory. The bill provides that sustained use of a wireless communications device by a person operating a vehicle must be conducted through a hands-free accessory until such use is terminated. It defines certain terms, including handheld manner, hands-free accessory, and wireless communications device.

The bill provides enhanced penalties for any person operating a wireless communications device in a handheld manner that are in work zones where personnel are present operating equipment, or in a school zone while flashing beacons are activated.

The bill requires a mandatory hearing for a person cited for running a red light or a stop sign which resulted in a crash with another vehicle. For a first offense, there is a civil penalty of \$500, in addition to other penalties. For a second offense, there is a civil penalty of \$1,000, in addition to any other penalties, and the person's driver license must be suspended for six months. For a third or subsequent infraction, there is a civil penalty of \$1,000, in addition to any other penalties, and the person's driver license must be suspended for one year.

The bill will have an indeterminate fiscal impact on state and local governments and the private sector. *See* Section V. Fiscal Analysis Section.

The bill has an effective date of July 1, 2025.

## II. Present Situation:

### Florida Ban on Texting While Driving Law

The legislative intent of the “Florida Ban on Texting While Driving Law” is to:

- Improve roadway safety for all vehicle operators, vehicle passengers, bicyclists, pedestrians, and other road users;
- Prevent crashes related to the act of text messaging while driving a motor vehicle;
- Reduce injuries, deaths, property damage, health care costs, health insurance rates, and automobile insurance rates related to motor vehicle crashes; and
- Authorize law enforcement officers to stop motor vehicles and issue citations to persons who are texting while driving.<sup>1</sup>

#### *Prohibition*

The Florida Ban on Texting While Driving Law prohibits a person from operating a motor vehicle while manually typing or entering multiple letters, numbers, symbols, or other characters into a wireless communications device or while sending or reading data on such a device for the purpose of nonvoice interpersonal communication, including, but not limited to, communication methods known as texting, e-mailing, and instant messaging.<sup>2</sup> The term “wireless communications device” is defined as any handheld device used or capable of being used in a handheld manner, that is designed or intended to receive or transmit text or character-based messages, access or store data, or connect to the Internet or any communications service and that allows text communications.<sup>3</sup>

A motor vehicle that is stationary is not being operated and, therefore, is not subject to this prohibition.<sup>4</sup> Additionally, the prohibition does not apply to a motor vehicle operator who is:

- Performing official duties as an operator of an authorized emergency vehicle, a law enforcement or fire service professional, or an emergency medical services professional;
- Reporting an emergency or criminal or suspicious activity to law enforcement authorities;
- Receiving messages that are related to the operation or navigation of the motor vehicle; safety-related information, including emergency, traffic, or weather alerts; data used primarily by the motor vehicle; or radio broadcasts;
- Using a device or system for navigation purposes;
- Conducting wireless interpersonal communication that does not require manual entry of multiple letters, numbers, or symbols, except to activate, deactivate, or initiate a feature or function;
- Conducting wireless interpersonal communication that does not require reading text messages, except to activate, deactivate, or initiate a feature or function; and
- Operating an autonomous vehicle with the automated driving system engaged.<sup>5</sup>

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<sup>1</sup> Section 316.305(2), F.S.

<sup>2</sup> Section 316.305(3)(a), F.S.

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

<sup>4</sup> *Id.*

<sup>5</sup> Section 316.305(3)(b), F.S.

### ***Enforcement and Penalties***

A law enforcement officer who stops a motor vehicle for a violation of the Florida Ban on Texting While Driving Law must inform the motor vehicle operator of his or her right to decline a search of his or her wireless communications device and may not:

- Access the wireless communications device without a warrant;
- Confiscate the wireless communications device while awaiting issuance of a warrant to access such device; and
- Obtain consent from the motor vehicle operator to search his or her wireless communications device through coercion or other improper method. Consent to search a motor vehicle operator's wireless communications device must be voluntary and unequivocal.<sup>6</sup>

A first violation of the ban on texting while driving is punishable as a nonmoving violation and carries a \$30 fine plus court costs,<sup>7</sup> which could result in a total fine up to \$108.<sup>8</sup> A second or subsequent violation of the ban committed within five years after the date of a prior conviction is a moving violation and carries a \$60 fine plus court costs,<sup>9</sup> which could result in a total fine up to \$158.<sup>10</sup>

### ***Data Collection and Reporting Requirement***

When a law enforcement officer issues a citation for a violation of the Florida Ban on Texting While Driving Law, the law enforcement officer must record the race and ethnicity of the violator. All law enforcement agencies must maintain such information and report the information to the Department of Highway Safety and Motor Vehicles (DHSMV) by April 1 annually in a form and manner determined by the DHSMV. The DHSMV must annually report the data collected to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The data collected must be reported at least by statewide totals for local law enforcement agencies, state law enforcement agencies, and state university law enforcement agencies. The statewide total for local law enforcement agencies must combine the data for the county sheriffs and the municipal law enforcement agencies.<sup>11</sup>

### **Ban on the Use of Wireless Communications Devices in a Handheld Manner in School and Work Zones**

#### ***Prohibition and Enforcement***

In addition to the ban on texting while driving, law enforcement officers are authorized to stop motor vehicles and issue citations to persons who are driving in a designated school crossing,

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<sup>6</sup> Section 316.305(3)(c), F.S.

<sup>7</sup> Section 316.305(4)(a), F.S. *See also* ch. 318, F.S.

<sup>8</sup> Florida Court Clerks and Comptrollers, *2023 Distribution Schedule of Court-Related Filing Fees, Service Charges, Costs and Fines, Including a Fee Schedule for Recording*, p. 39,

[https://cdn.ymaws.com/www.flclerks.com/resource/resmgr/publicationsanddocuments/2023\\_Distribution\\_Schedule\\_e.pdf](https://cdn.ymaws.com/www.flclerks.com/resource/resmgr/publicationsanddocuments/2023_Distribution_Schedule_e.pdf) (last visited March 6, 2025).

<sup>9</sup> Section 316.305(4)(b), F.S. *See also* Ch. 318, F.S.

<sup>10</sup> Florida Court Clerks and Comptrollers, *supra* note 8, at p. 42.

<sup>11</sup> Section 316.305(5), F.S.

school zone, or work zone area<sup>1213</sup> while using a wireless communications device in a handheld manner.<sup>14</sup> Wireless communications device has the same meaning aforementioned for the Florida Ban on Texting While Driving Law and includes, but is not limited to, a cell phone, a tablet, a laptop, two-way messaging device, or an electronic game that is used or capable of being used in a handheld manner.<sup>15</sup>

The ban on the use of wireless communications devices in a handheld manner in school and work zones has almost identical exceptions and enforcement procedures as the Florida Ban on Texting While Driving Law.<sup>16</sup> However, the ban on the use of a wireless communications device in a handheld manner in school and work zones expressly allows the use of a wireless communications device if it is operated in a hands-free or hands-free in voice-operated mode, including, but not limited to, a factory-installed or after-market Bluetooth device while driving.<sup>17</sup>

### ***Penalties***

A first violation of the ban on the use of wireless communications devices in a handheld manner in school and work zones is punishable as a noncriminal traffic infraction, punishable as a moving violation,<sup>18</sup> and a violator will have 3 points assessed against his or her driver license.<sup>19</sup> For a first offense, in lieu of the \$60 fine, additional court costs, and the assessment of points, a person may elect to participate in a wireless communications device driving safety program approved by the DHSMV. Upon completion of such program, the penalty and associated costs may be waived by the clerk of the court and the assessment of points must be waived.<sup>20</sup>

Additionally, the clerk of the court may dismiss a case and assess court costs for a nonmoving traffic infraction for a person who is cited for a first-time violation of this section if the person shows the clerk proof of purchase of equipment that enables his or her personal wireless communications device to be used in a hands-free manner.<sup>21</sup> All the proceeds collected from such penalties must be remitted to the Department of Revenue for deposit into the Emergency Medical Services Trust Fund of the Department of Health.<sup>22</sup>

### ***Data Collection and Reporting Requirement***

When a law enforcement officer issues a citation for a violation of the ban on the use of wireless communications device in a handheld manner in school and work zones, the law enforcement officer must record the race and ethnicity of the violator. All law enforcement agencies must

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<sup>12</sup> Section 316.003(111), F.S., defines work zone as the area and its approaches on any state-maintained highway, county-maintained highway, or municipal street where construction, repair, maintenance, or other street-related or highway-related work is being performed or where one or more lanes are closed to traffic.

<sup>13</sup> Section 316.306(3)(a), F.S., provides that the prohibition on work zone areas is only applicable if the construction personnel are present or are operating equipment on the road or immediately adjacent to the work zone area.

<sup>14</sup> Sections 316.306(2) and 316.306(3)(a), F.S.

<sup>15</sup> Section 316.306(1), F.S.

<sup>16</sup> Section 316.306(3), F.S.

<sup>17</sup> *Id.*

<sup>18</sup> Chapter 318, F.S., provides that such violation carries a \$60 fine plus court costs.

<sup>19</sup> Section 316.306(4)(a), F.S.

<sup>20</sup> *Id.*

<sup>21</sup> Section 316.306(4)(b), F.S.

<sup>22</sup> Section 316.306(5), F.S.

maintain such information and must report such information to the DHSMV in a form and manner determined by the DHSMV. The DHSMV must annually report the data collected to the Governor, the President of the Senate, and the Speaker of the House of Representatives. The data collected must be reported at least by statewide totals for local law enforcement agencies, state law enforcement agencies, and state university law enforcement agencies. The statewide total for local law enforcement agencies must combine the data for the county sheriffs and the municipal law enforcement agencies.<sup>23</sup>

### **Traffic Infractions Requiring a Mandatory Hearing**

Any person cited for any traffic infraction listed below must appear before a designated official for a hearing:

- Any infraction which results in a crash that causes the death of another;
- Any infraction which results in a crash that causes serious bodily injury<sup>24</sup> of another;
- Any infraction of passing a school bus on the side of the bus where children enter or exit the bus while the bus is displaying a stop signal;<sup>25</sup>
- Any infraction related to unsecured loads;<sup>26</sup> or
- Any speeding infraction involving exceeding the speed limit by 30 mph or more.<sup>27,28</sup>

### **Requirements for Vehicles to Stop**

Florida law requires the driver of any vehicle to obey the instructions of any applicable official traffic control device (traffic signal) unless otherwise directed by a police officer.<sup>29</sup> A violation is a noncriminal traffic infraction, punishable as a moving violation.<sup>30</sup> The statutory base fine is \$60,<sup>31</sup> but with additional fees and surcharges, the total penalty may be up to \$159.<sup>32</sup>

Florida law also requires that the driver of a vehicle approaching an intersection with a stop sign to stop before entering the intersection.<sup>33</sup> A violation is a noncriminal traffic infraction, punishable as a moving violation. The statutory base fine is \$60,<sup>34</sup> but with additional fees and surcharges, the total penalty may be up to \$159.<sup>35</sup>

<sup>23</sup> Section 316.306(6), F.S.

<sup>24</sup> Section 316.1933(1)(b), F.S., defines the term “serious bodily injury” to mean an injury to any person, including the driver, which consists of a physical condition that creates a substantial risk of death, serious personal disfigurement, or protracted loss or impairment of the function of any bodily member or organ.

<sup>25</sup> Section 316.172(1)(b), F.S.

<sup>26</sup> Sections 316.520(1) and (2), F.S.

<sup>27</sup> Sections 316.183(2), s. 316.187, or s. 316.189, F.S.

<sup>28</sup> Section 318.19, F.S.

<sup>29</sup> Section 316.074(1), F.S. There are also exceptions granted to drivers of authorized emergency vehicles.

<sup>30</sup> Section 316.074(6), F.S.

<sup>31</sup> Section 318.18(3)(a), F.S.,

<sup>32</sup> Florida Association of Clerks of Court, *2024 Distribution Schedule*, p. 48.

[https://cdn.ymaws.com/www.flclerks.com/resource/resmgr/publicationsanddocuments/2024\\_Distribution\\_Schedule\\_-\\_pdf](https://cdn.ymaws.com/www.flclerks.com/resource/resmgr/publicationsanddocuments/2024_Distribution_Schedule_-_pdf) (last visited March 19, 2025).

<sup>33</sup> Section 316.123(2)(a), F.S. There is an exception for when directed to proceed by a police officer or a traffic control signal.

<sup>34</sup> Section 318.18(3)(a), F.S.,

<sup>35</sup> *Supra* note 4.

**Crash Data Relating to Red Light and Stop Sign Infractions**

The Department of Highway Safety and Motor Vehicles’ (DHSMV) crash report database identified the following type and number of crashes in 2023 related to running red lights or stop signs:<sup>36</sup>

First Driver Action	Crashes with Fatalities	Crashes with Incapacitating Injuries	Crashes with Non-Incapacitating Injuries	Crashes with Possible Injuries	Crashes with No Injuries	Total Crashes
Ran Red Light	84	681	6,067	7,889	30,324	33,045
Ran Stop Sign	57	422	2,063	4,065	12,962	19,569
Total	141	1,103	8,130	11,954	43,286	52,614

**III. Effect of Proposed Changes:**

**Expanding the Florida Ban on Texting While Driving Law**

The bill renames the Florida Ban on Texting While Driving Law to the Florida Hands-Free Driving Law and expands the prohibition to include using, while driving, a wireless communications device in a handheld manner except to activate, deactivate, initiate, or terminate a feature or function of the device, including a hands-free accessory. The bill provides that sustained use of a wireless communications device by a person operating a vehicle must be conducted through a hands-free accessory until such use is terminated.

The bill defines the following terms in order to expand the prohibition:

- **Handheld manner:** Holding a wireless communications device in one or both hands or physically supporting the device with any other part of the body.
- **Hands-free accessory:** An attachment to or built-in feature of a wireless communications device which allows the operator of a motor vehicle to engage in interpersonal communication or otherwise use such device other than in a handheld manner.
- **Wireless communications device:** A handheld device used or capable of being used in a handheld manner to transmit or receive a voice message; initiate, receive, or maintain a telephone call; or otherwise engage in interpersonal voice communication; receive or transmit text-based or character-based messages or otherwise engage in interpersonal nonvoice communication; record or display videos or images; enter, access, or store data; or connect to the Internet or any communications service. The term includes, but is not limited to, a cellular telephone, smartphone, tablet computer, laptop computer, two-way messaging device, electronic gaming device, or device capable of displaying videos or images. The term does not include a citizens band radio, citizens band radio hybrid, commercial two-way radio communication device or its functional equivalent, subscription-based emergency communications device, prescribed medical device,

<sup>36</sup> Department of Highway Safety and Motor Vehicles, *2023 Crash Report*, p. 32 [https://www.flhsmv.gov/pdf/crashreports/crash\\_facts\\_2023.pdf](https://www.flhsmv.gov/pdf/crashreports/crash_facts_2023.pdf) (last visited March 19, 2025).

amateur or ham radio device, or in-vehicle security, navigation, communications, or remote diagnostics system.

The bill maintains most of the existing exceptions to the prohibition on texting, including the exception for a motor vehicle that is stationary and, therefore, not being operated. However, the bill eliminates the exception for using a device or system for navigation purposes.<sup>37</sup>

### **Use of Wireless Communications Device in a Handheld Manner in School and Work Zones**

The bill amends the prohibition found in the Florida Ban on Texting While Driving Law to ban the use of a wireless communications device in a handheld manner while driving. As such, because the ban would no longer be unique to school and work zones, the bill repeals certain statutory provisions that are no longer necessary.

However, the bill maintains the provisions of law that outline the penalties, data collection, and report requirements for a person who violates the use of a wireless communications device in a handheld manner while driving in a designated work zone area, if construction personnel are present or are operating equipment on the road or immediately adjacent to the work area, or in a school zone during periods in which the restrictive speed limit is enforced and flashing beacons are activated.

A person who violates the use of a wireless communications device in a handheld manner while driving in a designated work zone area or school zone while flashing beacons are activated, commits a noncriminal traffic infraction, punishable as a moving violation, and subject to the following penalties:

- First offense shall pay a fine of \$150 and have three points assessed to their driver license;
- Second offense shall pay a fine of \$250 and have three points assessed to their driver license;
- Third offense shall pay a fine of \$500 and have four points assessed to their driver license and have his or her driver license suspended for 90 days.

Additionally, the bill provides that when a law enforcement officer issues a citation in a work zone, or in a school zone, to a person who violated the use of a wireless communications device while driving, the law enforcement officer must indicate in the comment section of the uniform traffic citation the type of wireless communications device that was used to commit the violation. In accordance with current requirements in law, this information must be provided to the DHSMV for their annual report to the Governor, President of the Senate, and Speaker of the House of Representatives.

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<sup>37</sup> The bill maintains the current exception for receiving messages that are related to the operation or navigation of the motor vehicle.

### **Traffic Infractions Resulting in a Crash with Another Vehicle**

The bill requires a mandatory hearing for the offense of running a red light or a stop sign resulting in a crash with another vehicle.<sup>38</sup>

The bill provides that if a person is required to appear before a designated official and has been found to have committed the infraction of running a red light or a stop sign resulting in a crash with another vehicle, the designated official must impose a civil penalty of:

- For a first infraction, \$500 in addition to any other penalties.
- For a second infraction, \$1,000 in addition to any other penalties and the person's driver license must be suspended for six months.
- For a third or subsequent offense, \$1,000 in addition to any other penalties and the person's driver license must be suspended for one year.

The bill has an effective date of July 1, 2025.

#### **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.

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

A. Tax/Fee Issues:

None.

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<sup>38</sup> Section 316.003(109), F.S., defines the term "vehicle" to mean every device in, upon, or by which any person or property is or may be transported or drawn upon a highway, except personal delivery devices, mobile carriers, and devices used exclusively upon stationary rails or tracks.



**B. Private Sector Impact:**

The changes in the laws regarding the use of wireless communications devices while driving may result in more motorists being assessed traffic fines.

**C. Government Sector Impact:**

The bill may increase state and local government revenues to the extent there is an increase in the number of traffic citations issued due to changes in the law regarding the use of wireless communications devices while driving. However, the fiscal impact cannot be quantified and is therefore indeterminate.

The DHSMV estimates it will incur \$38,995 in information technology programming and implementation costs.<sup>39</sup> In addition, the DHSMV may incur expenses related to public awareness and educational efforts regarding the changes in the laws relating to the use of wireless communication devices while driving. However, the department reports that these costs can likely be absorbed within existing resources.

State and local governments will experience an indeterminate positive fiscal impact as a result of the additional revenues associated with the enhanced civil penalties provided for running a red light or stop sign resulting in a crash with another vehicle.

There may be an indeterminate negative fiscal impact on the court system due to the significant number of additional mandatory hearings that would be required by the bill.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill substantially amends the following sections of the Florida Statutes: 316.305, 316.306, 318.14, 318.19, and 324.023.

**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 Rules on April 1, 2025:**

The committee substitute:

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<sup>39</sup> Email from Jonas Marquez, Director of Legislative Affairs, Department of Highway Safety and Motor Vehicles, RE: SB 1318 Fiscal Impact, regarding IT impacts for programming costs (March 10, 2025)

- Provides enhanced penalties for using a wireless communications device in a handheld manner while in a school zone and flashing beacons are activated.
- Provides increased penalties for traffic infractions involving running a red light or stop sign resulting in a crash, including mandatory hearing for violations; increased civil penalties; and driver license suspensions for second and subsequent violations.

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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