

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 Commerce and Tourism

BILL: SB 846

INTRODUCER: Senator Polsky

SUBJECT: Notary Public Fraud

DATE: March 24, 2025

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	McMillan	McKay	CM	Pre-meeting
2.			JU	
3.			RC	

I. Summary:

SB 846 prohibits a notary public that is advertising their services and does not hold an active license to practice law from using the term notario público, notario, immigration assistant, immigration consultant, immigration specialist, or any other designation or title, in any language, which conveys or implies that they possess professional legal skills in immigration law. The bill authorizes the Attorney General, a state attorney, or a city attorney to file a suit against the appropriate party for declaratory or injunctive relief. Additionally, an aggrieved party may bring a civil action for injunctive relief or to recover damages.

The bill amends s. 908.107, F.S., which deals with federal immigration enforcement, and provides that the Attorney General, a state attorney, or a city attorney may file suit against a local governmental entity, local law enforcement agency, or any other appropriate party for a violation of the federal immigration laws in ch. 908, F.S. Additionally, an aggrieved party may bring a civil action for injunctive relief or to recover damages.

The bill prohibits someone from engaging in the practice of law in an immigration matter for compensation unless that person is licensed to practice law. Additionally, the bill provides certain prohibitions even if compensation is not sought. The bill requires a person or business who is not a licensed attorney that is offering immigration services to post a conspicuous notice on its website and at its place of business in English and in every other language in which the person or business provides or offers immigration assistance.

The bill takes effect July 1, 2025.

II. Present Situation:

Notaries Public in Florida

A notary public is a public officer under the Florida Constitution,¹ and “an impartial agent of the state.”² As a public officer, notaries public are constitutionally required to give a bond (as required by law) and swear or affirm to uphold the Constitutions of the United States and Florida.³ Notaries public are appointed and commissioned by the Governor to four-year terms,⁴ and are authorized under Florida law to perform six basic duties:

- Administer oaths or affirmations;⁵
- Take acknowledgments;⁶
- Solemnize marriages;⁷
- Attest to photocopies;⁸
- Verify vehicle identification numbers (VINs);⁹ and
- Certify the contents of a safe-deposit box.¹⁰

A notary public may only exercise the foregoing duties within the physical boundaries of the State of Florida.¹¹ Generally, a notary public may not charge more than \$10 per notarial act and may not charge a fee for notarizing a vote-by-mail ballot.¹²

A notary public may provide an electronic signature that is unique, verifiable, under the notary public’s sole control, and attached to a document in a way revealing any subsequent alteration.¹³ When an electronic signature must be accompanied by a notary public seal, the requirement is met when the notary public includes his or her full name as provided in the notary public’s application for commission, the words “Notary Public State of Florida,” the expiration date of the notary public’s commission, and the notary public’s commission number.¹⁴ The seal must also be applied to all notarized paper documents using a rubber stamp containing the foregoing information.¹⁵ The rubber stamp seal must be affixed to the notarized paper document in photographically reproducible black ink. Every notary public must print, type, or stamp below his or her signature on a paper document his or her name exactly as commissioned.¹⁶

¹ Art. II, § 5(c), Fla. Const.

² 58 AM. JUR. 2D Notaries Public § 1.

³ See s. 117.01(3) & (7), F.S., ((3) requiring that, as part of oath, the applicant must swear he or she has read ch. 117, F.S., and knows the duties, responsibilities, limitations, and powers of a notary; (7) requiring that notaries give a bond in the amount of \$7,500 in the event the notary breaches duties, of which is to be kept on file with the Department of State). Section 117.01(1), F.S., requires a notary to be able to read, write, and understand the English language.

⁴ Section 117.01(1), F.S.

⁵ Section 117.03, F.S.

⁶ Section 117.04, F.S.

⁷ Section 117.045, F.S.

⁸ Section 117.05(12)(a), F.S.

⁹ Section 319.23(3)(a)2., F.S.

¹⁰ Section 655.94(1), F.S.

¹¹ Section 117.01(1), F.S.

¹² Section 117.05(2), F.S.

¹³ Section 117.021(2), F.S.

¹⁴ Section 117.021(3), F.S.

¹⁵ Section 117.05(3), F.S.

¹⁶ *Id.*

Additionally, as a public officer, a notary public is held to high standards and is subject to discipline, including suspension by the Governor and removal by the Senate, for malfeasance, misfeasance, neglect of duty, drunkenness, incompetence, permanent inability to perform official duties, or commission of a felony.¹⁷ A notary public is also subject to criminal penalties for certain unlawful uses of the notary public commission (such as notarizing his or her own signature),¹⁸ and liable to pay fees for certain civil infractions (such as notarizing a document when the signor is not in the notary public's presence).¹⁹

Becoming a Notary Public in Florida

In order to be eligible to become a notary public in Florida, a person must:

- Be at least 18 years of age;
- Be a Florida resident or permanent resident alien with a recorded declaration of domicile;
- Maintain Florida residence throughout the appointment; and
- Be able to read, write, and understand the English language.²⁰

To apply to be a notary public in Florida, the application form provided by the Department of State must be completed, signed, sworn, and filed along with the appropriate applications fees.²¹ Because the bond must be attached, the bonding agency usually submits the application in both a paper and electronic format.²² The oath of office and notary public bond must accompany the notary public's application when filed with the Department of State.²³ Applicants must also provide the following as part of the application:

- Personal identification information;
- Affidavit of good character from a reference who has known the applicant for at least one year and is not a relative;
- Ten-year history of any licenses and discipline;
- Statement regarding whether the applicant has ever been convicted of a felony or had his or her civil rights restored; and
- Any other information requested by the Governor's office to confirm eligibility.²⁴

Notary's Duty to Confirm Identity

One of the notary public's primary duties is to verify the identity of the person who is signing a document. If the person is personally known to the notary public or provides "satisfactory evidence" by producing valid identification or witnesses or both verifying that the person is who he or she claims to be, the notary public may notarize the document.²⁵

¹⁷ FLA. CONST., Art. IV, s. 7.

¹⁸ Section 117.05(1), F.S. (providing violation is a third degree felony). *See also* s. 117.05(3)(d), (7), and (8), F.S.; s. 117.105, F.S.; s. 117.107(9), F.S.

¹⁹ Section 117.107(9), F.S. (providing violation is a civil infraction punishable by a fine of up to \$5,000).

²⁰ *See supra* note 5.

²¹ Section 117.01(2), F.S. (requiring \$25 application fee, \$10 commission fee, and \$4 educational surcharge, except that the commission fee is waived for veterans with a 50 percent disability).

²² *See supra* note 5 at p. 7.

²³ Section 117.01(2), F.S.

²⁴ *Id.*

²⁵ Section 117.05(5), F.S.

Prohibited Acts

Section 117.107, F.S., specifies prohibited acts by notaries. A notary public may not:

- Use a name or initial in signing certificates other than that by which the notary public is commissioned.
- Sign notarial certificates using a facsimile signature stamp unless the notary public has a physical disability that limits or prohibits his or her ability to make a written signature and unless the notary public has first submitted written notice to the Department of State with an exemplar of the facsimile signature stamp. This does not apply to or prohibit the use of an electronic signature and seal by a notary public who is registered as an online notary public to perform an electronic or online notarization in accordance with ch. 117, F.S.
- Affix his or her signature to a blank form of affidavit or certificate of acknowledgment and deliver that form to another person with the intent that it be used as an affidavit or acknowledgment.
- Take the acknowledgment of or administer an oath to a person whom the notary public actually knows to have been adjudicated mentally incapacitated by a court of competent jurisdiction, where the acknowledgment or oath necessitates the exercise of a right that has been removed, and where the person has not been restored to capacity as a matter of record.
- Notarize a signature on a document if it appears that the person is mentally incapable of understanding the nature and effect of the document at the time of notarization.
- Take the acknowledgment of a person who does not speak or understand the English language, unless the nature and effect of the instrument to be notarized is translated into a language which the person does understand.
- Change anything in a written instrument after it has been signed by anyone.
- Amend a notarial certificate after the notarization is complete.
- Notarize a signature on a document if the person whose signature is being notarized does not appear before the notary public either by means of physical presence or by means of audio-video communication technology as authorized under part II of ch. 117, F.S., at the time the signature is notarized. Any notary public who violates this prohibition is guilty of a civil infraction, punishable by penalty not exceeding \$5,000, and such violation constitutes malfeasance and misfeasance in the conduct of official duties.
- Notarize a signature on a document if the document is incomplete or blank. However, an endorsement or assignment in blank of a negotiable or nonnegotiable note and the assignment in blank of any instrument given as security for such note is not deemed incomplete.
- Notarize a signature on a document if the person whose signature is to be notarized is the spouse, son, daughter, mother, or father of the notary public.
- Notarize a signature on a document if the notary public has a financial interest in or is a party to the underlying transaction; however, a notary public who is an employee may notarize a signature for his or her employer, and this employment does not constitute a financial interest in the transaction nor make the notary a party to the transaction as long as he or she does not receive a benefit other than his or her salary and the fee for services as a notary public authorized by law.

Unlicensed Practice of Law

Florida’s Constitution gives the Supreme Court of Florida the power to regulate the conduct of attorneys, and the Supreme Court of Florida has given The Florida Bar the duty to investigate and take action against the unlicensed practice of law.²⁶

Unlicensed Practice of Law (UPL) committees investigate instances of unlicensed practice of law.²⁷ The Florida Bar prosecutions are filed with the Supreme Court of Florida and trials are held before judges, called referees, appointed by the court.²⁸ The Florida Bar acts as prosecutor in UPL cases.²⁹ Additionally, the unlicensed practice of law is a third-degree felony.³⁰

Federal Immigration Enforcement

Any executive or administrative state, county, or municipal officer who violates his or her duties under ch. 908, F.S., may be subject to action by the Governor in the exercise of his or her authority under the Florida Constitution and Florida law.³¹ The Governor may initiate judicial proceedings in the name of the state against such officers to enforce compliance with any duty under ch. 908, F.S., or restrain any unauthorized act.³² In addition, the Attorney General may file suit against a local governmental entity or local law enforcement agency in a court of competent jurisdiction for declaratory or injunctive relief for a violation of ch. 908, F.S.³³

If a local governmental entity or local law enforcement agency violates ch. 908, F.S., the court must enjoin the unlawful sanctuary policy.³⁴ The court has continuing jurisdiction over the parties and subject matter and may enforce its orders with the initiation of contempt proceedings as provided by law.³⁵ An order approving a consent decree or granting an injunction must include written findings of fact that describe with specificity the existence and nature of the sanctuary policy that is in violation.³⁶

III. Effect of Proposed Changes:

Section 1 amends s. 117.05(11), F.S., to prohibit the literal translation of the phrase “Notary Public” into a language other than English, and a person who violates this prohibition is subject to the penalties in s. 117.107(13)(b), F.S.

²⁶ The Florida Bar, *Unlicensed Practice of Law – Consumer Help*, available at <https://www.floridabar.org/rules/upl/upl001/> (last visited Mar. 24, 2025). See also R. Regul. Fl. Bar 10-1.1. See also Art. V, § 15, Fla. Const. See also s. 454.021, F.S.

²⁷ The Florida Bar, *Who Regulates the Conduct of Nonlawyers When They Are Acting Like Lawyers?*, available at <https://www.floridabar.org/public/consumer/pamphlet012/#whoregulates> (last visited Mar. 24, 2025).

²⁸ *Id.*

²⁹ *Id.*

³⁰ Section 454.23, F.S. See also ss. 775.082 and 775.083, F.S. A third degree felony is punishable by imprisonment not to exceed 5 years and a fine not to exceed \$5,000.

³¹ Section 908.107, F.S.

³² *Id.*

³³ *Id.*

³⁴ *Id.*

³⁵ *Id.*

³⁶ *Id.*

Section 2 prohibits a notary public who does not hold an active license to practice law in a state, territory, or jurisdiction of the United States and is not otherwise authorized to practice law or represent others under federal law in an immigration matter from advertising his or her notary public services. Additionally, a notary public who does not hold an active license may not use the term notario público notario, immigration assistant, immigration consultant, immigration specialist, or any other designation or title, in any language, which conveys or implies that he or she possesses professional legal skills in immigration law.

The bill provides that for a violation of s. 117.107(13)(a), F.S. and s. 117.05(11), F.S.:

- The Attorney General, a state attorney, or a city attorney may file suit against the appropriate party in a court of competent jurisdiction for declaratory or injunctive relief;
- An aggrieved person or an entity may, in an appropriate state court, bring a civil action for injunctive relief or to recover for actual monetary loss from such a violation, plus an amount equal to treble the amount of actual damages or \$1,000 per violation, whichever is greater;
- If a person or an entity prevails in a civil action for injunctive relief, the person or entity is entitled to recover reasonable attorney fees and costs; and
- An action must be set for trial at the earliest possible date and takes precedence over all other cases, except older matters of the same character and matters to which special preference may be given by law.

Section 3 amends s. 908.107, F.S., to provide that the Attorney General, a state attorney, or a city attorney may file suit against a local governmental entity, or local law enforcement agency, or any other appropriate party in a court of competent jurisdiction for declaratory or injunctive relief for a violation of ch. 908, F.S.

The bill establishes that an aggrieved person or an entity may, in an appropriate state court, bring a civil action for injunctive relief for a violation of ch. 908, F.S., to recover for actual monetary loss from such a violation, plus an amount equal to treble the amount of actual damages or \$1,000 per violation, whichever is greater. If a person or an entity prevails in a civil action for injunctive relief, the person or entity is entitled to recover reasonable attorney fees and costs. An action brought under ch. 908, F.S., must be set for trial at the earliest possible date and takes precedence over all other cases, except older matters of the same character and matters to which special preference may be given by law.

Section 4 creates s. 908.113, F.S., and provides the following prohibitions:

- Persons may not, other than those licensed to practice law in a state, territory, or jurisdiction of the United States or otherwise authorized to practice law or represent others under federal law in an immigration matter, engage in the practice of law in an immigration matter for compensation.
- Persons may not, other than those licensed to practice law in a state, territory, or jurisdiction of the United States or otherwise authorized to practice law or represent others under federal law in an immigration matter, engage in the following acts or practices for compensation:
 - Advising or assisting another person in determining the person's legal status for the purpose of an immigration matter;
 - Selecting, assisting another in selecting, or advising another as to his or her answers on a governmental agency form or document in an immigration matter; however, a person

who provides or offers to provide immigration assistance services may perform the following services:

- Completing a governmental agency form, requested by the customer and appropriate to the customer's needs, only if the completion of that form does not involve a legal judgment for that particular matter;
- Transcribing responses to a governmental agency form that is related to an immigration matter, but not advising a customer as to his or her answers on the form;
- Translating and interpreting information on forms related to immigration matters for a customer and translating the customer's answers to questions posed on such forms;
- Securing for the customer supporting documents, such as birth and marriage certificates, which may be needed to be submitted with governmental agency forms;
- Translating documents from any language into English;
- Notarizing signatures on governmental agency forms related to immigration matters, if the person performing the service is a notary public in Florida;
- Making referrals, without fee, to an attorney authorized to undertake legal representation for a person in an immigration matter;
- Preparing or arranging for the preparation of photographs and fingerprints;
- Arranging for the performance of medical testing, including X-rays and AIDS tests, and obtaining the results of such tests;
- Conducting English language and civics courses; and
- Other services that the Attorney General determines by rule that such person may perform;
- Selecting or assisting another in selecting, or advising another in selecting, a benefit, visa, or program to apply for in an immigration matter;
- Soliciting to prepare documents for, or otherwise representing the interests of, another in a judicial or administrative proceeding in an immigration matter;
- Explaining, advising, or otherwise interpreting the meaning or intent of a question on a governmental agency form in an immigration matter;
- Charging a fee for referring another to a person licensed to practice law that such person may perform; and
- Selecting, drafting, or completing legal documents affecting the legal rights of another in an immigration matter.

The bill establishes that a person or business offering immigration services, other than those persons or businesses holding active licenses to practice law in Florida or otherwise permitted to practice law or represent others under federal law in an immigration matter, must post conspicuous notices on its main website and at its place of business in English and every other language in which the person or business provides or offers immigration assistance with the following statement:

I AM NOT AN ATTORNEY LICENSED TO PRACTICE LAW AND MAY NOT GIVE LEGAL ADVICE OR ACCEPT FEES FOR LEGAL ADVICE. I AM NOT ACCREDITED TO REPRESENT YOU IN IMMIGRATION MATTERS.

The bill prohibits persons, other than those holding an active license to practice law in a state of the United States or otherwise authorized to practice law or represent others under federal law in

an immigration matter, engage in the following acts or practices, regardless of whether compensation is sought:

- Representing, either orally or in any document, letterhead, advertisement, stationery, business card, website, or other comparable written material, that he or she is a notario público, notario, immigration assistant, immigration consultant, immigration specialist, or using any other designation or title, in any language, that conveys or implies that he or she possesses professional legal skills in the area of immigration law, and
- Representing, in any language, either orally or in any document, letterhead, advertisement, stationery, business card, website, or other comparable written material, that he or she can or is willing to provide services in an immigration matter, if such services would constitute the practice of law.

The provisions prohibiting the unlicensed practice of law in the bill do not apply to the activities of nonlawyer assistants acting under the supervision of a person holding an active license to practice law in Florida or otherwise authorized to practice law or represent others under federal law in an immigration matter. Additionally, a person is not prohibited from offering translation or interpretation services, regardless of whether compensation is sought. Translating words contained on a governmental form from English to another language and translating a person's words from another language to English does not constitute the unauthorized practice of law.

The bill takes effect, 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:

Article III, Section 6 of the State Constitution requires every law to “embrace but one subject and matter properly connected therewith.” The purpose of this single subject prohibition is to prohibit logrolling, in which multiple unrelated measures are combined in one bill in order to secure passage of a measure that is unlikely to pass on its own

merits.³⁷ An act may be as broad as the Legislature chooses, provided the matters included in the act have a natural or logical connection.³⁸ The requirement is violated if a law is written to accomplish separate and disassociated objects of legislative intent.³⁹ The Florida Supreme Court has opined that the single subject clause contains three requirements. First, each law shall embrace only one subject. Second, the law may include any matter that is properly connected with the subject. The third requirement, related to the first, is that the subject shall be briefly expressed in the title.⁴⁰ Sections one and two of the bill pertain to notary fraud, however, section three of the bill provides an aggrieved party the right to bring a civil action for violations of ch. 908, F.S., which deals with federal immigration enforcement.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

More actions may be brought in court to enforce the provisions in the bill and grant relief to aggrieved parties.

C. Government Sector Impact:

None.

VI. Technical Deficiencies:

None.

VII. Related Issues:

Section 117.01(4)(f), F.S., provides that the unauthorized practice of law constitutes malfeasance, misfeasance, or neglect of duty, and authorizes the Governor to suspend a notary public.

Creating a private cause of action in section 908.107, F.S., could potentially create a significant amount of claims filed in court.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 117.05, 117.107, 908.107.

³⁷ Santos v. State, 380 So.2d 1284 (Fla. 1980).

³⁸ Chenoweth v. Kemp, 396 So.2d 1122 (Fla. 1981).

³⁹ State *ex rel.* Landis v. Thompson, 163 So. 270 (Fla. 1935).

⁴⁰ Franklin v. State, 887 So.2d 1063, 1072 (Fla. 2004).

This bill creates s. 908.113 of the Florida Statutes.

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.

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