

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** HB 1151 CS Department of Juvenile Justice  
**SPONSOR(S):** Llorente and others  
**TIED BILLS:** **IDEN./SIM. BILLS:** SB 1914

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REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Juvenile Justice Committee</u>	<u>6 Y, 0 N, w/CS</u>	<u>White</u>	<u>White</u>
2) <u>Governmental Operations Committee</u>	<u></u>	<u></u>	<u></u>
3) <u>Justice Appropriations Committee</u>	<u></u>	<u></u>	<u></u>
4) <u>Justice Council</u>	<u></u>	<u></u>	<u></u>
5) <u></u>	<u></u>	<u></u>	<u></u>

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### SUMMARY ANALYSIS

Chapter 435, F.S., sets forth two levels of employment background screenings that must be conducted by employers when required by law. Level 1 screenings require state criminal history checks to determine whether an employee has been convicted of or pled guilty to enumerated disqualifying offenses. Level 2 screenings require state and federal criminal history checks and provide for a greater number of disqualifying offenses.

Currently, s. 985.01 F.S., requires the Department of Juvenile Justice (DJJ) to conduct Level 2 screenings for personnel in programs for children or youth, while s. 985.407, F.S., requires the DJJ to conduct Level 1 screenings for personnel in delinquency facilities, services, and programs. Although the statutes conflict, the DJJ has in practice consistently applied the more stringent Level 2 screening requirements.

The committee substitute (hereinafter "the bill") eliminates the statutory conflict by amending s. 985.407(4), F.S., to require Level 2 screenings for persons employed by the DJJ, or by a provider under contract with the DJJ, in delinquency facilities, services, or programs. Such personnel are also required, under the bill, to have federal criminal record checks repeated every five years following the date of their employment.

The bill also establishes a new, continuous state criminal history screening process for DJJ and provider personnel, which requires the FDLE to: (a) enter fingerprint information for all DJJ and provider employees, current and prospective, into the statewide automated fingerprint identification system; (b) retain that fingerprint information in the system; and (c) conduct searches as arrest records are received to determine whether any such records are associated with the retained fingerprint information.

The bill permits the FDLE to charge an annual fee for its fingerprint retention services. The gross fiscal impact of this bill on the DJJ is anticipated to be a total of \$480,000 in Fiscal Year '05—'06 and of \$67,500 in future years. However, as these costs may be shared with the DJJ's private providers and the counties under existing contracts and statute, the following net fiscal impacts are anticipated: (a) for the DJJ, \$89,600 in Fiscal Year '05—'06 and \$12,600 in future years; (b) for the private providers, \$320,000 in Fiscal Year '05—'06 and \$45,000 in future years; and (c) for the counties, \$70,400 in Fiscal Year '05—'06 and \$9,900 in future years.

The bill's requirement for repeated federal criminal history checks every five years will result in an additional fiscal impact on the DJJ and potentially its providers and the counties in Fiscal Year 2010—2011. This cost is currently indeterminate, however, as data regarding the number of employees expected to qualify for such screenings has not yet been received.

The bill takes effect July 1, 2005.

**This document does not reflect the intent or official position of the bill sponsor or House of Representatives.**

**STORAGE NAME:** h1151b.JUVJ.doc  
**DATE:** 3/30/2005

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. HOUSE PRINCIPLES ANALYSIS:

Provide limited government – The bill increases agency authority in the Florida Department of Law Enforcement (FDLE) by authorizing that department to adopt rules applicable to the Department of Juvenile Justice (DJJ) that prescribe employment screening procedures and annual fees.

Ensure Lower Taxes – The bill authorizes the FDLE to charge annual fees for its employment screening services.

Promote personal responsibility – The bill clarifies that Level 2, rather than Level 1, employment screenings must be conducted by the DJJ for all DJJ and provider personnel prior to employment and it requires federal criminal history checks to be conducted every five years following the date of such personnel's employment. These more rigorous screening requirements may require greater personal accountability for unlawful behavior.

#### B. EFFECT OF PROPOSED CHANGES:

**General statutory screening requirements:** In 1995, the Legislature codified standards relating to background screenings required by law for employment with its creation of ch. 435, F.S.<sup>1</sup> This chapter provides for two levels of background screening that when required by law serve as a condition of employment or continued employment:

- A Level 1 screening requires, but is not limited to, a statewide criminal history check by the Florida Department of Law Enforcement (FDLE) and an employment history check. At this level, the person must not have been convicted of or pled guilty to enumerated offenses that include sexual, manslaughter, battery, and abuse offenses against certain persons, felony drug offenses, murder, kidnapping, prostitution, vehicular homicide, arson, and felony theft.<sup>2</sup>
- A Level 2 screening requires, but is not limited to, fingerprint-based state and federal juvenile and criminal records checks by the FDLE and federal criminal records checks by the Federal Bureau of Investigations. At this level, the person must not have been convicted of or pled guilty to enumerated offenses that include those proscribed for level one screenings, as well as resisting arrest with violence, aiding in certain escapes, introducing contraband into certain facilities, depriving officers of protection or communication, and recruiting gang members.<sup>3</sup>

If an employer believes that grounds exist for the denial or termination of employment as a result of a background screening, the employer must notify the applicant or employee in writing, stating the specific record that indicates noncompliance. The applicant or employee may contest the disqualification on mistaken identity grounds or may request an exemption from disqualification.<sup>4</sup> In order to obtain an exemption, the crime at issue must be: a felony committed more than three years ago; a misdemeanor; or an act of delinquency or domestic violence. Further, the person seeking the exemption must demonstrate by clear and convincing evidence that he or she should not be disqualified from employment based on evidence of rehabilitation. The decision of an employer regarding whether to grant an exemption may be contested under ch. 120, F.S., the Administrative Procedure Act.<sup>5</sup>

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<sup>1</sup> Chapter 95-228, L.O.F.

<sup>2</sup> Section 435.03, F.S.

<sup>3</sup> Section 435.04, F.S.

<sup>4</sup> Section 435.06, F.S.

<sup>5</sup> In *Heburn v. Department of Children and Families*, the court indicated that departments have broad discretion in determining whether to grant an exemption and that such discretion will be upheld by an appellate court if it is exercised reasonably. *Heburn v. Department*

**Department of Juvenile Justice screening requirements:** Section 985.01(2), F.S., requires the Department of Juvenile Justice (DJJ) to conduct Level 2 screenings for personnel in programs for children or youth and specifies that the personnel of contractual providers to the DJJ must be of good moral character.<sup>6</sup> Conversely, s. 985.407(4), F.S., states that the DJJ shall require Level 1 screenings for personnel in delinquency facilities, services, and programs. Thus, the statutes appear to conflict on the level of screening required. Representatives from the DJJ have indicated that the department in practice applies the more stringent Level 2 screening requirements of s. 985.01(2), F.S., for all employed and contracted personnel.

With regard to the DJJ's ability to grant exemptions from employment disqualification based upon Level 2 employment screenings, statute provides that the DJJ may not grant an exemption for any offense enumerated in the Level 2 screening section, which was disposed of within the last seven years.<sup>7</sup>

**Criminal Justice Information Program:** Section 943.05, F.S., establishes the Criminal Justice Information Program within the FDLE, which is to include the implementation of a statewide automated fingerprint identification system that is available to all criminal justice agencies. Section 943.051, F.S., requires the following persons to be fingerprinted: (a) adults charged with or convicted of felonies, misdemeanors, or specified ordinances; and (b) minors charged with or found to have committed specified misdemeanors and offenses that would be felonies if committed by an adult. Such fingerprints are used as the basis for criminal history records that are entered into the statewide automated fingerprint identification system.<sup>8</sup>

The FDLE is statutorily authorized to charge state agencies from \$8 to \$23 per state criminal history request. The fee applicable to the DJJ is \$8 per request made.<sup>9</sup>

**Effect of bill:** The bill amends s. 985.407(4), F.S., to require the following for persons employed by the DJJ, or by a provider under contract with the DJJ, in delinquency facilities, services, or programs: (a) the DJJ must require a Level 2, rather than Level 1, screening prior to employment; and (b) the DJJ must require a federal criminal records check by the Federal Bureau of Investigation every five years following the date of the person's employment. The bill's Level 2 screening requirement brings s. 985.407(4), F.S., into conformity with the: (a) Level 2 screening requirements of s. 985.01(2), F.S.; and (b) DJJ's current screening practices.

The bill also establishes a new, continuous state criminal history screening process for DJJ and provider personnel. This process requires the DJJ to electronically submit to the FDLE: (a) fingerprints obtained during Level 2 employment screenings; and (b) by December 15, 2005, fingerprint information for all persons employed by the DJJ, or its providers, in delinquency facilities, services, or programs if that person's information has not previously been submitted to the FDLE by the DJJ.<sup>10</sup> The FDLE must enter fingerprint information submitted by the DJJ into the statewide automated fingerprint identification system and must conduct searches to determine whether any arrest records are associated with the

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of Children and Families, 772 So.2d 561, 563-564 (Fla. 1<sup>st</sup> DCA 2000); See also *Phillips v. Department of Juvenile Justice*, 736 So.2d 118, 119 (Fla. 4<sup>th</sup> DCA 1999)(stating that the court could not substitute its judgment for the department's discretionary decision to deny an exemption).

<sup>6</sup> The Florida Supreme Court has defined good moral character as, "... acts and conduct which would cause a reasonable man to have substantial doubts about an individual's honesty, fairness, and respect for the rights of others and for the laws of the state and nation."

*Florida Board of Bar Examiners, Re: G.W.L.*, 364 So.2d 454, 458 (Fla.1978).

<sup>7</sup> Section 435.04(3), F.S.

<sup>8</sup> Section 943.051(4), F.S.

<sup>9</sup> Section 943.053, F.S.

<sup>10</sup> The bill specifies that the requirement for the DJJ to submit fingerprint information for all current personnel does not apply to law enforcement, correctional, and correctional probation officers, as s. 943.13, F.S., sets forth the employment screening requirements for those persons.

fingerprints.<sup>11</sup> Arrest records identified by the FDLE must be reported to the DJJ in a manner and time frame established by the FDLE in rule.

The DJJ is required to notify the FDLE when any person, whose fingerprint information must be retained by the FDLE under the bill, is no longer employed by the DJJ or a provider. This notice must be given within six months following the date of the change in the person's employment status, and such person's fingerprint information must be removed by the FDLE from the automated statewide fingerprint system at that time. The purpose of the six-month time frame is to avoid the premature removal of a person's fingerprint information by the FDLE should that person again seek employment with the DJJ or a provider during those six months.

The bill requires the DJJ to pay an annual fee to the FDLE for its costs resulting from the retention of fingerprint information. Additionally, the FDLE is required to adopt rules that establish the amount of the annual fee and procedures for the submission and retention of fingerprints submitted by, and the dissemination of search results to, the DJJ. The bill specifies that the rule may apply to the DJJ individually, or that, if otherwise authorized by law, it may apply to the DJJ and other employing agencies.

#### C. SECTION DIRECTORY:

**Section 1.** Amends s. 985.407(4), F.S.; clarifies that the DJJ must conduct Level 2, rather than Level 1, employment screenings; requires federal criminal records checks to be conducted every five years; requires fingerprint information for all DJJ and provider personnel to be submitted to the FDLE by December 15, 2005; requires the FDLE to retain submitted fingerprint information and to input such information in the statewide automated fingerprint identification system; requires the FDLE to search arrest fingerprint information against submitted fingerprint information; requires the FDLE to report arrest information identified with the submitted fingerprints to the DJJ; requires the DJJ to pay an annual fee for FDLE's costs to retain submitted fingerprints; requires the DJJ to inform the FDLE within six months of changes in the employment of DJJ and provider personnel whose fingerprints are retained by the FDLE; and requires the FDLE to remove fingerprint information for persons no longer employed.

**Section 2.** Provides an effective date of July 1, 2005.

## II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

### A. FISCAL IMPACT ON STATE GOVERNMENT:

#### 1. Revenues:

The bill states that the DJJ shall pay an annual fee to the FDLE as established by the FDLE in rule. Representatives from the FDLE have indicated that the DJJ will be charged \$32 for each initial submission of fingerprint information under the bill and \$6 for each fiscal year thereafter for FDLE's retention of that fingerprint information. Of the initial \$32 fee, the FDLE receives \$8 for its statewide criminal history check, while the federal government receives \$24 for its nationwide criminal history check.

**Fiscal Year '05—'06:** It is estimated that the DJJ and its private providers currently have a total of 15,000 employees whose fingerprint information will be required to be submitted to the FDLE under this bill. Although Level 2 screenings have previously been conducted on these employees, the FDLE indicates that it will be necessary to conduct those screenings again in order to enter the fingerprint records into the statewide automated fingerprint system. Thus, the non-recurring cost to

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<sup>11</sup> The bill provides that fingerprint information entered into the statewide automated fingerprint identification system shall be available for all purposes and uses authorized for arrest fingerprint information received pursuant to s. 943.051, F.S., which addresses the type of arrests, charges, and convictions for which fingerprint information must be submitted to the FDLE.

the DJJ and its private providers for Fiscal Year '05—'06 is projected to be \$480,000 (\$32 multiplied by 15,000). Of this amount, the FDLE will receive \$120,000 and the federal government will receive \$360,000.

**Future Fiscal Years:** Representatives from the DJJ estimate that the department will maintain its current total of 15,000 employees in future fiscal years; however, they state that the department has a 25% turnover rate. As such, it is estimated for future years that the \$6 per year retention fee will be charged for 11,250 employees (75% of the 15,000 total employees); thereby, resulting in an annual recurring revenue to the FDLE of \$67,500 (\$6 multiplied by 11,250 employees). A Level 2 screening fee of \$32 will be charged for the estimated 3,750 new employees. This latter cost is not a result of the bill, however, as the DJJ and its private providers currently conduct and pay for Level 2 screenings.

2. Expenditures:

**Fiscal Year '05—'06:** As discussed above, the DJJ and its private providers currently have a total of 15,000 employees whose fingerprint information will be required to be submitted to the FDLE under this bill at a non-recurring cost of \$480,000 (\$32 multiplied by 15,000) for Fiscal Year '05—'06. The DJJ indicates that approximately 10,000 of these employees are with its private providers and that it will bill the private providers for \$320,000 (\$32 fee multiplied by 10,000 employees). Further, as discussed below in the section entitled, "Fiscal Impact on Local Governments," the DJJ, under current law, may shift its cost for detention workers to the counties. It is estimated that 2,200 of the 15,000 employees are detention workers employed by the DJJ and, thus, the DJJ may bill the counties for \$70,400 (\$32 fee multiplied by 2,200). Accordingly, the net non-recurring cost of this bill to the DJJ in Fiscal Year '05-'06 is estimated to be \$89,600.

**Future Fiscal Years:** Representatives from the DJJ estimate that the department will maintain its current total of 15,000 employees in future fiscal years; however, they state that the department has a 25% annual turnover rate. As such, it is estimated for future years that the \$6 per year retention fee will be charged for a total of 11,250 employees (75% of the 15,000 total employees); thereby, resulting in an annual recurring cost of \$67,500 (\$6 multiplied by 11,250 employees).

Of the 11,250 employees, approximately 7,500 are employed by private providers and approximately 1,650 are detention workers. Accordingly, the DJJ may bill the private providers for \$45,000 (\$6 fee multiplied by 7,500 employees) and the counties for \$9,900 (\$6 fee multiplied by 1,650 employees). Thus, the net recurring cost of this bill to the DJJ is \$12,600.

A Level 2 screening fee of \$32 will be charged for the estimated 3,750 new employees that the DJJ and its private providers are estimated to hire annually. This cost, however, is not a result of the bill as the DJJ and its private providers currently conduct and pay for Level 2 screenings.

Finally, the bill's requirement that federal criminal history checks be repeated every five years will result in a cost of \$24 (or more if increased) per record required beginning in Fiscal Year 2010-2011. Given the 25% annual turnover rate, it is difficult to estimate how many employees will qualify in five years for the repeat check. A request has been made to the DJJ for additional data on this issue.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None apparent.

2. Expenditures:

Currently s. 985.2155, F.S., as amended by ch. 2004-263, L.O.F., will require Florida counties effective July 1, 2005, to pay the costs of detention care provided by the DJJ for juveniles during the

preadjudication phase. Accordingly, it appears that the costs incurred by the DJJ for fingerprint retention under this bill will be passed on to the counties.

As discussed above, the number of current DJJ detention employees is 2,200. Thus, the DJJ may bill the counties for \$70,400 (\$32 fee multiplied by 2,200) in Fiscal Year '05—'06 and for \$9,900 (\$6 fee multiplied by 1,650 employees) in future fiscal years. Additionally, the DJJ may bill the counties for indeterminate costs associated with the bill's requirement for repeat federal criminal history checks every five years following an employee's date of employment.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The DJJ indicates that its private providers currently pay the \$32 Level 2 employment screening cost and that the private providers will be responsible for costs resulting from this bill's requirements. As discussed above, the current number of private provider employees is 10,000. Thus, the DJJ may bill the private providers for \$320,000 (\$32 fee multiplied by 10,000 employees) in Fiscal Year '05—'06 and \$45,000 (\$6 fee multiplied by 7,500 employees) in future fiscal years. Additionally, private providers will be responsible for indeterminate costs associated with the bill's requirement for repeat federal criminal history checks every five years following an employee's date of employment.

D. FISCAL COMMENTS:

None.

### III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Pursuant to Art. VII, s. 18 of the Florida Constitution, the provision concerning local mandates, the Legislature may not pass a law requiring a county or municipality to spend funds unless an appropriation of sufficient funding is provided. This bill, however, does not appear to implicate this provision as it does not directly require counties to pay for employment screening costs for detention workers. Instead, s. 985.2155, F.S., as amended by ch. 2004-263, L.O.F., imposes the obligation of paying all detention costs on the counties beginning July 1, 2005. Further, even if this bill were construed as implicating the local mandates provision, the bill is anticipated to have an insignificant fiscal impact on the counties, i.e., less than \$1.6 million, based on the estimate that Fiscal Year '05—'06 non-recurring costs to counties will be \$70,400 and that future costs will be \$9,900 annually. Accordingly, the bill appears to be exempt from the constitutional mandate funding requirements.

2. Other:

None apparent.

B. RULE-MAKING AUTHORITY:

The bill requires the FDLE to adopt rules that establish the amount of the annual fee and procedures for the submission and retention of fingerprints submitted by, and the dissemination of search results to, the DJJ. The bill specifies that the rule may apply to the DJJ individually, or that, if otherwise authorized by law, it may apply to the DJJ and other employing agencies. The bill's reference to authority that may be otherwise provided by law is referring to the rule-making authority currently being considered by the Legislature in Committee Substitute for HB 645, which permits the FDLE to adopt rules regarding the annual fee and fingerprint procedures for employing agencies generally.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None apparent.

**IV. AMENDMENTS/COMMITTEE SUBSTITUTE & COMBINED BILL CHANGES**

On March 23, 2005, the Juvenile Justice Committee adopted a committee substitute that amended the bill so that it: (a) requires nationwide fingerprint screenings every five years for all persons employed by the DJJ and its providers in juvenile justice facilities, services, and programs (hereinafter referred to as "employees"); (b) requires the DJJ to submit fingerprints to the FDLE for both current and prospective employees; (c) requires the FDLE to continuously screen the fingerprints of employees as arrest fingerprints are received; (d) provides specific statutory authority for the rules required to be adopted by the FDLE; (e) clarifies that the annual fee assessed by the FDLE shall be based upon its costs resulting from the fingerprint retention services; (f) provides that employee fingerprints shall be removed by the FDLE within six months following the end of employment; and (g) uses terms consistently.