

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/HB 173 Controlled Substances

SPONSOR(S): Safety & Security Council; Thompson and others

TIED BILLS: **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Committee on Homeland Security & Public Safety</u>	<u>8 Y, 1 N</u>	<u>Kramer</u>	<u>Kramer</u>
2) <u>Safety & Security Council</u>	<u>15 Y, 0 N, As CS</u>	<u>Kramer/Davis</u>	<u>Havlicak</u>
3) <u>Policy & Budget Council</u>	<u></u>	<u>Leznoff</u>	<u>Hansen</u>
4) <u></u>	<u></u>	<u></u>	<u></u>
5) <u></u>	<u></u>	<u></u>	<u></u>

SUMMARY ANALYSIS

Section 893.1351, F.S. provides that a person may not lease or rent any place, structure, or part thereof, trailer, or other conveyance, with the knowledge that such place, structure, trailer, or conveyance will be used for the purpose of trafficking in a controlled substance or the sale of a controlled substance. The offense is a third degree felony. The bill expands this offense to include owning as well as leasing or renting any place, structure, trailer or conveyance with the knowledge that it will be used for the purpose of manufacture of a controlled substance intended for sale or distribution to another.

The bill provides that a person may not knowingly be in actual or constructive *possession* of any place, structure, or part thereof, trailer or any conveyance with the knowledge that the place, structure, or part thereof, trailer or conveyance will be used for the purpose or trafficking in a controlled substance, the sale of a controlled substance or the manufacture of a controlled substance intended for sale or distribution to another. This offense will be a second degree felony.

The bill further provides that a person who is found to be in actual or constructive possession of a place, structure, trailer or conveyance with the knowledge that the place, structure, trailer or conveyance is being used to manufacture a controlled substance intended for sale or distribution to another and who knew or should have known that a minor is present or resides in the place, structure, trailer or conveyance commits a first degree felony.

The bill provides that in the prosecution of an offense involving the manufacture of a controlled substance, a photograph or video recording of the manufacturing equipment used in committing the offense may be introduced as competent evidence of the existence and use of the equipment and is admissible in the prosecution of the offense to the same extent as if the property were introduced as evidence. The bill provides that after a law enforcement agency documents the manufacturing equipment by photography or video recording, the manufacturing equipment may be destroyed on site and left in disrepair.

On February 26, 2008, the Criminal Justice Impact Conference determined that the bill as amended would have an insignificant prison bed impact on the Department of Corrections.

The bill is effective July 1, 2008.

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

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FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

Provide limited government: The bill creates new criminal offenses relating to controlled substances.

B. EFFECT OF PROPOSED CHANGES:

Drug Schedules: Section 893.13, F.S., provides penalties for various drug offenses depending on the type and quantity of the controlled substance involved and whether the controlled substance is possessed, sold, manufactured, delivered or purchased as well as the location of the sale, manufacture or delivery. If the amount of controlled substance possessed, sold, manufactured, purchased or delivered is of a specified quantity, the offense is considered drug trafficking and the penalties in s. 893.135, F.S., apply. The type and quantity of controlled substance sold, purchased, manufactured or delivered - in other words, trafficked - dictates the penalties that apply.

Lease or rental of a place used in drug trafficking: Section 893.1351, F.S. provides that a person may not lease or rent any place, structure, or part thereof, trailer, or other conveyance, with the knowledge that such place, structure, trailer, or conveyance will be used for the purpose of trafficking in a controlled substance or the sale of a controlled substance. The offense is a third degree felony. The bill expands this offense to include owning as well as leasing or renting any place, structure, trailer or conveyance with the knowledge that it will be used for the purpose of manufacture of a controlled substance intended for sale or distribution to another.

The bill creates a new subsection in s. 893.1351 which provides that a person may not knowingly be in actual or constructive *possession* of any place, structure, or part thereof, trailer or any conveyance with the knowledge that the place, structure, or part thereof, trailer or conveyance will be used for the purpose or trafficking in a controlled substance, the sale of a controlled substance or the manufacture of a controlled substance intended for sale or distribution to another. This offense will be a second degree felony.

The bill creates a second new subsection in s. 893.1351, F.S. which provides that a person who is found to be in actual or constructive possession of a place, structure, trailer or conveyance with the knowledge that the place, structure, trailer or conveyance is being used to manufacture a controlled substance intended for sale or distribution to another and who knew or should have known that a minor is present or resides in the place, structure, trailer or conveyance commits a first degree felony.

The bill also provides that for purposes of this section, proof of the possession of 25 or more cannabis plants constitutes prima facie evidence that the cannabis is intended for sale or distribution.

Evidence: Section 90.91, F.S. provides that in any prosecution for a crime involving the wrongful taking of property, a photograph of the property alleged to have been wrongfully taken may be deemed competent evidence of such property and may be admissible in the prosecution to the same extent as if such property were introduced as evidence. Such photograph shall bear a written description of the property alleged to have been wrongfully taken, the name of the owner of the property, the location where the alleged wrongful taking occurred, the name of the investigating law enforcement officer, the date the photograph was taken, and the name of the photographer. Such writing shall be made under oath by the investigating law enforcement officer, and the photograph shall be identified by the signature of the photographer. Upon the filing of such photograph and writing with the law enforcement authority or court holding such property as evidence, the property may be returned to the owner from whom the property was taken.

The bill provides that in the prosecution of an offense involving the manufacture¹ of a controlled substance, a photograph or video recording of the manufacturing equipment used in committing the offense, including, but not limited to, grow lights, growing trays, and chemical fertilizers, may be introduced as competent evidence of the existence and use of the equipment and is admissible in the prosecution of the offense to the same extent as if the property were introduced as evidence.

Currently, section 893.12, F.S. provides that controlled substances which are possessed in violation of the chapter are contraband and subject to seizure and confiscation. The court having jurisdiction must order the substances forfeited and destroyed. A record of the place where the controlled substance was seized, of the kinds and quantities of controlled substances destroyed and of the time, place and manner of destruction must be kept and a return under oath reporting the destruction must be made to the court by the officer who destroys them.

The bill provides that after a law enforcement agency documents the manufacturing equipment by photography or video recording, the manufacturing equipment may be destroyed on site and left in disrepair. The law enforcement agency destroying the equipment is immune from civil liability for the destruction of the equipment. The destruction of the equipment must be recorded in the manner described in s. 893.12(1)(a), F.S. above and records must be maintained for 24 months.

C. SECTION DIRECTORY:

Section 1. Amends s. 893.02, F.S., relating to definitions.

Section 2. Amends s. 893.1351, F.S., relating to owning, leasing, renting or possessing for the purpose of trafficking or manufacturing a controlled substance.

Section 3. Amends s. 893.10, F.S. relating to burden of proof.

Section 4. Amends s. 921.0022, F.S. relating to the offense severity ranking chart of the Criminal Punishment Code.

Section 5-7: Amends ss. 465.016, 465.023 and 893.135, F.S. to correct cross-references.

Section 8. Provides effective date of July 1, 2008.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

None.

¹Currently, the term “manufacture”, is defined, in part, to mean the production, preparation, propagation, compounding, *cultivating*, growing, conversion, or processing of a controlled substance, either directly or indirectly, by extraction from substances of natural origin, or independently by means of chemical synthesis, or by a combination of extraction and chemical synthesis, and includes any packaging of the substance or labeling or relabeling of its container. The bill defines the term “cultivating” to mean “the preparation of any soil or hydroponic medium for the planting of a controlled substance, or the tending and care or harvesting of a controlled substance.”

2. Expenditures:
See fiscal comments.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:
None.

2. Expenditures:
None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

On February 26, 2008, the Criminal Justice Impact Conference determined that the bill as amended would have an insignificant prison bed impact on the Department of Corrections.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill appears to be exempt from the requirements of Article VII, Section 18 of the Florida Constitution because it is a criminal law.

2. Other:
None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

D. STATEMENT OF THE SPONSOR

No statement submitted.

IV. AMENDMENTS/COUNCIL SUBSTITUTE CHANGES

The Homeland Security & Public Safety Committee adopted a strike-all amendment which made the following changes:

- The amendment removed the provision of the original bill which made it a first degree felony to possess a controlled substance in close proximity to a toddler or infant.
- The amendment changed the term “cultivation” to “cultivating” to conform the term to other uses in chapter 893. The amendment also broadened the definition of the term “cultivation” to include all controlled substances.
- The amendment also changed from a third degree felony to a second degree felony the offense created by the bill of being in possession of a place with the knowledge that it will be used for the purpose of trafficking, sale or manufacture of a controlled substance.
- The amendment made conforming changes to the offense severity ranking chart of the Criminal Punishment Code.
- Under the bill, the law enforcement agency which destroyed the cultivation equipment was required to record the destruction of the equipment. The records were required to be retained for 12 months. The amendment changed this to 24 months.

The Safety & Security Council made the bill a council substitute.