

**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 Agriculture

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BILL: SB 902

INTRODUCER: Senator Clemens

SUBJECT: Hemp Production

DATE: March 18, 2015

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

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	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Becker	Becker	AG	<b>Pre-meeting</b>
2.	_____	_____	CJ	_____
3.	_____	_____	RI	_____
4.	_____	_____	AP	_____

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**I. Summary:**

SB 902 creates the Hemp Industry Development Act. The bill defines hemp and establishes that hemp is considered an agricultural crop in Florida. It provides that an individual intending to grow hemp shall register with the Department of Agriculture and Consumer Services (department) and establishes the requirements and procedures for doing so. The bill gives rulemaking authority to the department to test and inspect hemp and to collect a fee to offset the costs associated with such testing and inspecting.

**II. Present Situation:**

It is estimated that hemp has been grown for at least 12,000 years for textiles, paper, and food.<sup>1</sup> Industrial hemp and marijuana are both classified as *Cannabis sativa*, but industrial hemp is bred to maximize fiber and seed/oil, while marijuana is bred to maximize delta-9 tetrahydrocannabinol (THC). Industrial hemp has a THC content of between 0.05-1% and marijuana has a THC content of 3-20%.<sup>2</sup>

Chapter 893, F.S., designates *Cannabis* plants and the THC as Schedule I substances. These are illegal to possess in Florida, aside from a low-THC strain for medical use.

The 2014 Farm Bill included a provision that would allow institutions of higher education and state departments of agriculture to grow or cultivate industrial hemp.<sup>3</sup> As of September 2014 nineteen states had laws to provide for hemp pilot studies and/or for production.<sup>4</sup>

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<sup>1</sup> North American Industrial Hemp Council, Inc.

<sup>22</sup> *Id.*

<sup>3</sup> National Conference of State Legislatures, *State Industrial Hemp Statutes*, September 15, 2014.

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

### III. Effect of Proposed Changes:

**Section 1** cites this act as the “Hemp Industry Development Act.”

**Section 2** defines “hemp” as all parts of any plant of the genus *Cannabis* containing no more than 0.3 percent delta-9 tetrahydrocannabinol. It states hemp is considered an agricultural crop in Florida and that hemp produces a viable, environmentally sound crop. It states the Legislature intends to promote economic development and job growth through the cultivation, processing, distribution, manufacturing, and sale of hemp.

The bill creates procedures for individuals intending to grow hemp to register with the Department of Agriculture and Consumer Services (department). The individual must submit a form to the department with the name and address of the individual, a statement that the seeds obtained for planting meet the requirements set forth in the bill, and the location and acreage of all parcels sown with hemp. An individual registered with the department must allow hemp crops to be inspected and tested by and at the discretion of the department at all stages of hemp production and distribution. The bill authorizes the department to assess an annual registration fee of up to \$100 for the performance of its duties under this section. The bill exempts from the registration requirements of this section employees of the Experiment Station of the University of Florida, Extension Service of the University of Florida, or the State University System involved in research or extension-related activities.

The bill gives the department rulemaking authority including, but not limited to:

- Testing of the hemp during growth to determine delta-9 tetrahydrocannabinol levels;
- Inspection of hemp during the during sowing, growing season, harvest, storage, processing, manufacturing, and distribution; and
- Assessment of a fee to offset the costs of the department’s activities in the testing and inspection of hemp production.

The bill prohibits the department from adopting a rule that prohibits an individual from growing, processing, distributing, manufacturing, or selling hemp based on its legal status under federal law.

The bill provides that it is an affirmative defense to a charge or prosecution for the possession, cultivation, manufacturing, delivery, distribution or sale of cannabis under chapter 893 that:

- The defendant was growing, processing, distributing, manufacturing, or selling hemp pursuant to this section; or
- The defendant had valid applicable controlled substances registrations from the United States Drug Enforcement Administration.

The bill states that it is not a violation of state or local law for an individual to grow, possess, distribute, move, manufacture, dispose of, sell, purchase, or possess hemp.

**Section 3** provides an effective date of July 1, 2015.

**IV. Constitutional Issues:**

## A. Municipality/County Mandates Restrictions:

None.

## B. Public Records/Open Meetings Issues:

None.

## C. Trust Funds Restrictions:

None.

**V. Fiscal Impact Statement:**

## A. Tax/Fee Issues:

According to the Department of Revenue's Legislative Bill Analysis, federal law prohibits financial institutions from accepting funds from the sale of Schedule I controlled substances. Taxpayers would be unable to submit any applicable sales tax to the Department of Revenue using electronic methods, given these banking restrictions. In addition, it is unclear whether accepting cash payments of sales tax on these federally restricted items, and then processing and distributing the funds, would cause the Department to be in violation of federal law.

## B. Private Sector Impact:

None

## C. Government Sector Impact:

See "Tax/Fee Issues" regarding the Department of Revenue. The bill would require the Department of Agriculture and Consumer Services to regulate the growth and distribution of hemp and a fee is associated to offset the cost of doing so.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

The Department of Agriculture and Consumer Services' bill analysis raises a number of questions, including:

- Would large plantings of industrial grade *Cannabis* pose an invasive plant threat?
- What are the standards that should apply to cultivation and cultivation containment?
- What will the scope of interest in production be, which in-turn will determine the level of resources needed to oversee it?

The Department suggests the need for more research to determine the true impact of hemp as an agricultural crop.

**VIII. Statutes Affected:**

This bill creates section 581.301 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.

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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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