

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: CS/CS/HB 9 Consumer Data Privacy
SPONSOR(S): Judiciary Committee, Commerce Committee, McFarland
TIED BILLS: HB 1565 **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Commerce Committee	23 Y, 0 N, As CS	Wright	Hamon
2) Judiciary Committee	13 Y, 4 N, As CS	Mathews	Kramer

SUMMARY ANALYSIS

Due to the growth in businesses that collect personal information for the purpose of selling targeted advertising on the Internet, many countries and states have adopted or updated laws relating to the collection and use of personal information. Specifically, the European Union, and states like California, Virginia, Colorado, and Illinois, have enacted data privacy laws to protect consumers' personal information.

CS/CS/HB 9 requires certain businesses to publish a privacy policy for personal information, and defines "personal information" as information that is linked or reasonably linkable to an identified or identifiable consumer or household, including biometric information and unique identifiers to the consumer. The term does not include certain public information, certain employee information, or deidentified or aggregate information.

The bill gives consumers rights related to personal information collected by certain businesses, including:

- The right to access personal information collected;
- The right to delete or correct personal information; and
- The right to opt-out of the sale or sharing of personal information.

The bill allows the Department of Legal Affairs (DLA) to enforce such rights by bringing an action against, and collecting civil penalties from, businesses that violate a consumer's rights as provided in the bill. A consumer whose personal information has been sold or shared after opting-out, or has been retained after a request to delete or correct such information may also bring a cause of action on his or her own behalf.

The bill also adds "biometric information" and "genetic information" to the definition of "personal information" under the Florida Information Protection Act. As such, entities in possession of fingerprints, DNA, and other biological or physiological identifying information must take reasonable measures to protect biometric and genetic information and report data breaches.

The bill has no fiscal impact on local governments, and an indeterminate fiscal impact on state government.

The bill has an effective date of January 1, 2023.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Consumer Data Privacy – Current Situation

Florida Deceptive and Unfair Trade Practices Act (FDUTPA)

FDUTPA is a consumer and business protection measure that prohibits unfair methods of competition, unconscionable acts or practices, and unfair or deceptive acts or practices in trade or commerce.¹ FDUTPA was modeled after the Federal Trade Commission (FTC) Act.²

The DLA or the Office of the State Attorney (SAO) may bring actions on behalf of consumers or governmental entities when it is a matter of public interest.³ The SAO may enforce violations of FDUTPA if the violations take place within its jurisdiction. The DLA has enforcement authority when the violation is multi-jurisdictional, the state attorney defers to the DLA in writing, or the state attorney fails to act within 90 days after a written complaint is filed.⁴ In certain circumstances, consumers may also file suit through private actions.⁵

The DLA and the SAO have powers to investigate FDUTPA claims, which include:⁶

- Administering oaths and affirmations;
- Subpoenaing witnesses or matter; and
- Collecting evidence.

The DLA and the State Attorney, as enforcing authorities, may seek the following remedies:

- Declaratory judgments;
- Injunctive relief;
- Actual damages on behalf of consumers and businesses;
- Cease and desist orders; and
- Civil penalties of up to \$10,000 per willful violation.⁷

FDUTPA may not be applied to certain entities in certain circumstances, including:⁸

- Any person or activity regulated under laws administered by the Office of Insurance Regulation or the Department of Financial Services; or
- Banks, credit unions, and savings and loan associations regulated by the Office of Financial Regulation or federal agencies.

Consumer Data

¹ Ch. 73-124, L.O.F.; s. 501.202, F.S.

² D. Matthew Allen, et. al., *The Federal Character of Florida's Deceptive and Unfair Trade Practices Act*, 65 U. MIAMI L. REV. 1083 (Summer 2011).

³ S. 501.207(1)(c) and (2), F.S.; see s. 501.203(2), F.S. (defining "enforcing authority" and referring to the office of the state attorney if a violation occurs in or affects the judicial circuit under the office's jurisdiction; or the Department of Legal Affairs if the violation occurs in more than one circuit; or if the office of the state attorney defers to the department in writing; or fails to act within a specified period); see also David J. Federbush, *FDUTPA for Civil Antitrust: Additional Conduct, Party, and Geographic Coverage; State Actions for Consumer Restitution*, 76 FLORIDA BAR JOURNAL 52, Dec. 2002 (analyzing the merits of FDUTPA and the potential for deterrence of anticompetitive conduct in Florida), available at

<http://www.floridabar.org/divcom/jn/jnjournal01.nsf/c0d731e03de9828d852574580042ae7a/99aa165b7d8ac8a485256c8300791ec1!OpenDocument&Highlight=0.business.Division> (last visited on Feb. 14, 2022).

⁴ S. 501.203(2), F.S.

⁵ S. 501.211, F.S.

⁶ S. 501.206(1), F.S.

⁷ Ss. 501.207(1), 501.208, and 501.2075, F.S. Civil Penalties are deposited into general revenue. Enforcing authorities may also request attorney fees and costs of investigation or litigation. S. 501.2105, F.S.

⁸ S. 501.212(4), F.S.

As technologies that capture and analyze data proliferate so do businesses' abilities to contextualize consumer data. Businesses use such data for a range of purposes, including better understanding day-to-day operations to increase revenue, making informed business decisions, learning about their customer base, and tailoring marketing strategies.⁹

From consumer behavior to predictive analytics, companies regularly capture, store, and analyze large amounts of quantitative and qualitative data on their consumer base. Some companies have built an entire business model around consumer data, which may include the company are selling personal information to a third party or creating targeted ads for specific consumers.¹⁰

Generally, the types of consumer data that businesses collect are:¹¹

- Personal data, which includes personally identifiable information, such as Social Security numbers and gender, as well as identifiable information, including IP address, web browser cookies, and device IDs;
- Engagement data, which details how consumers interact with a business's website, mobile apps, social media pages, emails, paid ads, and customer service routes;
- Behavioral data, which includes transactional details such as purchase histories, product usage information, and qualitative data; and
- Attitudinal data, which encompasses metrics on consumer satisfaction, purchase criteria, product desirability, and more.

General Data Protection Regulation (European Union)

In 2016, The European Union passed a broad data privacy law that addressed several areas of consumer rights and data protection called the General Data Protection Regulation (GDPR).¹² The law became effective in 2018 and unified the regulatory approach to data privacy across the European Union. The GDPR has since become a model for other data privacy laws in other countries, including Chile, Japan, Brazil, South Korea, Argentina, and Kenya.¹³

Under the GDPR, personal data includes anything that allows a person to be identified. Individuals, organizations, and companies that are either “controllers” or “processors” of personal data are covered by the law. Controllers exercise overall control of the purposes and means of processing personal data; whereas processors act on behalf of, and only on the instructions of, the relevant controller.¹⁴

Before processing or collecting any personal data, a business must explicitly request permission from the subject or person to do so. The request must use clear language and is commonly referred to as a data “opt-in.”

The GDPR specifically bans the use of lengthy documents filled with legalese to confuse or frustrate the consumer. Hiding permissions to collect and use data within a contract's Terms and Conditions or Privacy Policy sections is not permissible under the GDPR. Consent must be given for a specific purpose and must be requested separately from other documents and policy statements.¹⁵

The GDPR requires companies to provide, at the data subject's request, confirmation as to whether personal data pertaining to them is being processed, where it is being processed, and for what

⁹ Max Freedman, *How Businesses Are Collecting Data (And What They're Doing With It)*, Business News Daily (Jun. 17, 2020) <https://www.businessnewsdaily.com/10625-businesses-collecting-data.html> (last visited Feb. 14, 2022).

¹⁰ *Id.*

¹¹ *Id.*

¹² European Data Protection Supervisor, *The History of the General Data Protection Regulation*, https://edps.europa.eu/data-protection/data-protection/legislation/history-general-data-protection-regulation_en (last visited Feb. 14, 2022).

¹³ *Id.*

¹⁴ Wired, *What is the GDPR? The Summary Guide to GDPR Compliance in the UK*, <https://www.wired.co.uk/article/what-is-gdpr-uk-eu-legislation-compliance-summary-fines-2018> (last visited Feb. 14, 2022).

¹⁵ TechRepublic, *GDPR: A Cheat Sheet*, <https://www.techrepublic.com/article/the-eu-general-data-protection-regulation-gdpr-the-smart-persons-guide/> (last visited Feb. 14, 2022).

purpose. A company must also provide, free of charge, a copy of the personal data being processed in an electronic format to the consumer.¹⁶

Under the GDPR, a company must erase all personal data when asked to do so by the subject consumer. At that point, the company must cease further dissemination of the data and halt all processing of that consumer's data. Valid conditions for erasure include situations where the data is no longer relevant, the original purpose has been satisfied, or a subject consumer withdraws consent.¹⁷

The GDPR requires a company to provide mechanisms for a subject to receive any previously provided personal data in a commonly used and machine-readable format.¹⁸

The GDPR allows private rights of action for violations of privacy rights; however, the consumer must prove any damages in order to receive compensation.¹⁹

California Consumer Privacy Act (CCPA) and California Privacy Rights Act (CPRA)

The California Consumer Privacy Act of 2018 (CCPA) was passed to give consumers more control over the personal information that businesses collect. This landmark law granted new privacy rights for California consumers, including:²⁰

- The right to know about the personal information a business collects, specifically about the consumer, and how it is used and shared;
- The right to delete personal information collected with some exceptions;
- The right to opt-out of the sale of personal information; and
- The right to non-discrimination for exercising the CCPA rights.

The CCPA applies to for-profit businesses that do business in California that also meet any of the following:²¹

- Have a gross annual revenue of over \$25 million;
- Buy, receive, or sell the personal information of 50,000 or more California residents, households, or devices; or
- Derive 50 percent or more of their annual revenue from selling California residents' personal information.

Businesses must give consumers certain notices explaining their privacy practices and provide certain mechanisms to allow consumers to exercise their rights.²²

The law is largely enforced by the Attorney General, and businesses are subject to fines for violating the law. A consumer may only bring a cause of action against a business if certain categories of personal information tied to his or her name have been stolen in a nonencrypted and nonredacted form.²³ As of July 2020, approximately 50 suits had been filed pursuant to this provision.²⁴

The California Privacy Rights Act (CPRA) passed in 2020 as a statewide proposition, though it is not effective until January 1, 2023. The CPRA amends and expands the CCPA. Specifically dealing with certain areas of concern with the CCPA, the CPRA created a new agency to handle complaints and enforcement. The CPRA changes the CCPA by:²⁵

¹⁶ *Id.*

¹⁷ *Id.*

¹⁸ *Id.*

¹⁹ Art. 82 of the GDPR.

²⁰ State of California Department of Justice, Office of the Attorney General, California Consumer Privacy Act (CCPA), <https://oag.ca.gov/privacy/ccpa> (last visited Feb. 14, 2022).

²¹ Cal. Civ. Code s. 1798.140.

²² Cal. Civ. Code ss. 1798.130, 1798.135.

²³ Cal. Civ. Code ss. 1798.150, 1798.155.

²⁴ Holland & Knight LLP, *Litigating the CCPA in Court*, <https://www.hklaw.com/en/insights/publications/2020/07/litigating-the-ccpa-in-court> (last visited Feb. 14, 2022).

²⁵ Ballotpedia, *California Proposition 24, Consumer Personal Information Law and Agency Initiative (2020)*, [https://ballotpedia.org/California_Proposition_24,_Consumer_Personal_Information_Law_and_Agency_Initiative_\(2020\)](https://ballotpedia.org/California_Proposition_24,_Consumer_Personal_Information_Law_and_Agency_Initiative_(2020)) (last visited Feb. 14, 2022).

- Allowing a consumer to:
 - Prevent businesses from sharing his or her personal information;
 - Correct inaccurate personal information; and
 - Limit businesses' use of "sensitive personal information"—including precise geolocation; race; ethnicity; religion; genetic data; private communications; sexual orientation; and specified health information;
- Establishing California Privacy Protection Agency to additionally enforce and implement consumer privacy laws and impose fines;
- Changing criteria for which businesses must comply with laws by:
 - Doubling the CCPA's threshold number of consumers or households from 50,000 to 100,000, resulting in reduced applicability of the law to small and midsize businesses;
 - Expanding applicability to businesses that generate most of their revenue from sharing personal information, not merely selling it; and
 - Extending the definition to joint ventures or partnerships composed of businesses that each have at least a 40 percent interest.
- Prohibiting businesses' retention of personal information for longer than reasonably necessary;
- Tripling maximum penalties for violations concerning consumers under age 16; and
- Authorizing civil penalties for theft of consumer login information.

Virginia Consumer Data Protection Act

On March 2, 2021, the Virginia Consumer Data Protection Act (VCDPA) was signed into law.²⁶ The VCDPA, which becomes effective January 1, 2023, borrows from CCPA and GDPR.²⁷ Some argue that because Virginia was able to benefit from the experience of businesses that have spent the better part of the last five years implementing GDPR or CCPA, the Virginia law may be a lighter implementation task for companies.²⁸

Generally, with regard to personal data, the VCDPA grants consumers the right to access, correct, delete, obtain a copy of, and opt-out of the processing of personal data for the purposes of targeted advertising.

VCDPA contains exceptions for certain types of data and information governed by federal law. It provides that the Attorney General has exclusive authority to enforce violations of the law, and does not provide a private cause of action to a consumer. VCDPA applies to persons conducting business in the state that either:

- Control or process personal data of at least 100,000 consumers; or
- Derive over 50 percent of gross revenue from the sale of personal data and control or process personal data of at least 25,000 consumers.²⁹

Colorado Privacy Act

²⁶ JDSupra, *Virginia's Consumer Data Protection Act Has Passed: What's in It?*, <https://www.jdsupra.com/legalnews/virginia-s-consumer-data-protection-act-1577777/> (last visited Feb. 14, 2022).

²⁷ Sidley Austin LLP, *East Coast Meet West Coast: Enter the Virginia Consumer Data Privacy Protection Act*, <https://www.sidley.com/en/insights/newsupdates/2021/03/east-coast-meets-west-coast-enter-the-virginia-consumer-data-protection-act> (last visited Feb. 14, 2022).

²⁸ *Id.*

²⁹ Virginia's Legislative Information System, *Bill Summary for SB 1392*, <https://lis.virginia.gov/cgi-bin/legp604.exe?211+sum+SB1392S> (last visited Feb. 14, 2022).

The Colorado Privacy Act (CPA)³⁰ was signed in to law on July 8, 2021, and is effective July 1, 2023. The law also borrows from the GDPR, CCPA, and VDCPA.³¹

Generally, with regard to personal data, the CPA grants a consumer the right to:³²

- Access data;
- Correct data;
- Delete data; and
- Move data across different services.

Like the CCPA and VCDPA, CPA contains exceptions for certain types of data and information governed by federal law. It provides that the Attorney General has exclusive authority to enforce violations of the law, and does not provide a private cause of action to a consumer. CPA applies to persons conducting business in the state that either:³³

- Control or process personal data of 100,000 or more consumers during a calendar year; or
- Derive revenue or receive discounts from the sale of personal data and control or process data of at least 25,000 consumers.

Illinois Biometric Information Privacy Act

In 2008, Illinois adopted the Biometric Information Privacy Act (BIPA), which puts in place safeguards and procedures relating to the retention, collection, disclosure, and destruction of biometric information and specifically protects the biometric information of those in the state. It was the first state law in the U.S. to specifically regulate biometrics.

Under BIPA, a private entity:³⁴

- In possession of biometric data (defined as retina or iris scan, fingerprint, voiceprint, or scan of hand or face geometry) must have a written policy establishing a retention schedule and guidelines for permanently destroying such data;
- May not collect, capture, purchase, receive through trade, or otherwise obtain biometric data unless it informs the subject that the data is being stored and the manner of storage, and receives a written release from the subject;
- May not profit from a person's biometric data;
- May not disseminate a person's biometric data unless the subject consents, is authorized by the subject, or is required by law or a valid warrant or subpoena; and
- Must store, transmit, and protect biometric data with a reasonable standard of care and in a manner as or more protective as other confidential and sensitive information.

BIPA provides a private cause of action, with relief including:³⁵

- Liquidated damages of \$1,000 or actual damages, whichever is greater, against a private entity that negligently violates BIPA;
- Liquidated damages of \$5,000 or actual damages, whichever is greater, against a private entity that intentionally or recklessly violates BIPA;
- Reasonable attorneys' fees and costs; and
- Other relief, including an injunction, as the court deems appropriate.

Because Illinois granted a private cause of action for violations of BIPA, there have been several lawsuits claiming damages for privacy and use violations, and Illinois courts have upheld the law. On January 25, 2019, the Illinois Supreme Court found that an individual does not need to allege an actual injury or adverse effect, beyond violation of their rights under BIPA, to qualify as an aggrieved party.

³⁰ C.R.S. 1-6-1301-1313

³¹ The National Law Review, *And Now There are Three...The Colorado Privacy Act*, July 16, 2021, <https://www.natlawreview.com/article/and-now-there-are-three-colorado-privacy-act#:~:text=Colorado%20has%20now%20joined%20California,effect%20on%20July%201%2C%202023>. (last visited Feb. 14, 2022).

³² *Id.*

³³ *Id.*

³⁴ 740 Ill. Comp. Stat. 14/10, 14/15 (2008).

³⁵ 740 Ill. Comp. Stat. 14/20 (2008).

Therefore, anyone whose biometric data is affected by a violation of BIPA may seek liquidated damages or injunctive relief under the Act.³⁶ Court documents also tend to support the notion that an individual in Illinois has a valid cause of action if his or her biometric data is taken without consent by a private entity, including out-of-state entities, but it is subject to a finding of fact.³⁷

Federal Laws Addressing Data Privacy

While there is no broad federal law addressing data privacy, generally, there are several industry-specific laws that address the need to keep certain data private or protected.

Health Insurance Portability and Accountability Act

The Health Insurance Portability and Accountability Act of 1996 (HIPAA)³⁸ is a federal law that required the creation of national standards to protect sensitive patient health information from being disclosed without the patient's consent or knowledge. The U.S. Department of Health and Human Services (HHS) issued the HIPAA Privacy Rule³⁹ to implement the requirements of HIPAA. The HIPAA Security Rule protects a subset of information covered by the Privacy Rule.⁴⁰

HIPAA's Privacy Rule protects all "individually identifiable health information" held or transmitted by a covered entity or its business associate, in any form or media, whether electronic, paper, or oral. The Privacy Rule calls this information "protected health information (PHI)" from being disclosed without the patient's consent or knowledge.⁴¹

"Individually identifiable health information" is information, including demographic data, that relates to:⁴²

- The individual's past, present or future physical or mental health or condition,
- The provision of health care to the individual, or
- The past, present, or future payment for the provision of health care to the individual.

The Privacy Rule excludes from protected health information employment records that a covered entity maintains in its capacity as an employer and education and certain other records subject to, or defined in, the Family Educational Rights and Privacy Act.⁴³

The Security Rule applies to the subset of identifiable health information a covered entity creates, receives, maintains, or transmits in electronic form, and is called "electronic protected health information" (e-PHI). The Security Rule does not apply to PHI transmitted orally or in writing. To comply with the Security Rule, all covered entities must do the following:⁴⁴

- Ensure the confidentiality, integrity, and availability of all electronic protected health information;
- Detect and safeguard against anticipated threats to the security of the information;
- Protect against anticipated impermissible uses or disclosures; and
- Certify compliance by their workforce.

"Covered entities" who must abide by the Privacy Rule and the Security Rule are:⁴⁵

- Health plans;
- Healthcare providers;
- Healthcare clearinghouses; and
- Business associates.

³⁶ *Rosenbach v. Six Flags Entertainment Corporation*, 2019 IL 123186.

³⁷ *Rivera v. Google, Inc.*, 238 F.Supp.3d 1088 (N.D. Ill. 2017).; *In re Facebook Biometric Information Privacy Litigation*, 185 F.Supp.3d 1155 (N.D. Cal. (2016).; *Norberg v. Shutterfly, Inc.*, 152 F.Supp.3d 1103 (N.D. Ill. 2015).

³⁸ 42 U.S.C. s. 1320.

³⁹ 45 C.F.R. ss. 160 and 164.

⁴⁰ Centers for Disease Control and Prevention, Health Insurance Portability and Accountability Act of 1996 (HIPAA), <https://www.cdc.gov/phlp/publications/topic/hipaa.html> (last visited Feb. 14, 2022).

⁴¹ *Id.*

⁴² 45 C.F.R. s. 160.103.

⁴³ 20 U.S.C. s. 1232(g).

⁴⁴ CDC, *supra* note 40.

⁴⁵ 45 C.F.R. ss. 160.102, 160.103.

Federal Policy for the Protection of Human Subjects

The Federal Policy for the Protection of Human Subjects, or the “Common Rule,” is a rule promulgated by the U.S. Food and Drug Administration (FDA).⁴⁶ The Common Rule governs the ethical conduct of research involving human subjects. Fifteen federal agencies and departments are party to this rule, which first came into effect in 1981. The Common Rule has not been substantively updated since 1991.⁴⁷ Among other requirements, the Common Rule mandates that researchers protect the privacy of subjects and maintain confidentiality of human subject data.⁴⁸

The FDA is a member of the International Council for Harmonisation of Technical Requirements for Pharmaceuticals for Human Use, which brings together the regulatory authorities and pharmaceutical industry to develop guidelines for pharmaceutical trials.⁴⁹

The Fair Credit Reporting Act

The Fair Credit Reporting Act⁵⁰ (FCRA) protects information collected by consumer reporting agencies such as credit bureaus, medical information companies and tenant screening services. Information in a consumer report cannot be provided to anyone who does not have a purpose specified in the FCRA. Companies that provide information to consumer reporting agencies also have specific legal obligations, including the duty to investigate disputed information. In addition, users of the information for credit, insurance, or employment purposes must notify the consumer when an adverse action is taken on the basis of such reports.⁵¹

The Gramm-Leach-Bliley Act

The Gramm-Leach-Bliley Act⁵² requires financial institutions, such as companies that offer consumers financial products or services like loans, financial or investment advice, mortgages, or insurance, to explain their information-sharing practices to their customers and to safeguard sensitive data.⁵³

The law requires that financial institutions protect information collected about individuals; it does not apply to information collected in business or commercial activities.

In certain situations, consumers of a financial institution have opt-out rights from having their nonpublic personal information shared with third parties.⁵⁴

Driver's Privacy Protection Act

The Driver's Privacy Protection Act of 1994 (DPPA)⁵⁵ protects the privacy of personal information assembled by state departments of motor vehicles (DMVs).

⁴⁶ 21 C.F.R. §§ 50, 60.

⁴⁷ Association of Public and Land-Grant Universities, The “Common Rule” Federal Policy for the Protection of Human Subjects, <https://www.aplu.org/projects-and-initiatives/research-science-and-technology/common-rule/#:~:text=The%20Federal%20Policy%20for%20the,been%20substantively%20updated%20since%201991>. (last visited Feb. 14, 2022).

⁴⁸ The University of Chicago, *University Data Usage Guide, Sensitive Identifiable Human Subject Research Data*, <https://dataguide.uchicago.edu/sensitive-identifiable-human-subject-research-data> (last visited Jan. 28, 2022).

⁴⁹ International Council for Harmonisation, <https://www.ich.org/> (last visited Feb. 14, 2022).

⁵⁰ 15 U.S.C. s. 1681.

⁵¹ The Federal Trade Commission, Fair Credit Reporting Act, <https://www.ftc.gov/enforcement/statutes/fair-credit-reporting-act> (last visited Feb. 14, 2022).

⁵² 15 U.S.C. s. 6801.

⁵³ The Federal Trade Commission, Gramm-Leach-Bliley Act, <https://www.ftc.gov/tips-advice/business-center/privacy-and-security/gramm-leach-bliley-act> (last visited Feb. 14, 2022).

⁵⁴ International Association of Privacy Professionals, *In Brief: The Financial Privacy Requirements of the Gramm-Leach-Bliley Act*, https://iapp.org/media/pdf/knowledge_center/brief_requirements_GLBA.pdf (last Feb. 14, 2022).

⁵⁵ 18 U.S.C. s. 2721.

The DPPA prohibits the release or use by any state DMV (or any officer, employee, or contractor thereof) of personal information about an individual obtained by the DMV in connection with a motor vehicle record, subject to certain exceptions, such as for legitimate government needs. It sets penalties for violations and makes violators liable on a civil action to the individual to whom the released information pertains.⁵⁶

DPPA also requires states to obtain permission from individuals before their personal motor vehicle record may be sold or released to third-party marketers.⁵⁷

Family Educational Rights and Privacy Act

The Family Educational Rights and Privacy Act (FERPA)⁵⁸ protects the privacy of student education records. The law applies to all schools that receive funds under an applicable program of the U.S. Department of Education. FERPA gives parents certain rights with respect to their children's education records. These rights transfer to the student when they reach the age of 18 or attend a school beyond the high school level.

Schools may disclose, without consent, "directory" information such as a student's name, address, telephone number, date and place of birth, honors and awards, and dates of attendance. However, schools must tell parents and eligible students about directory information and allow parents and eligible students a reasonable amount of time to request that the school not disclose directory information about them. Schools must notify parents and eligible students annually of their rights under FERPA.⁵⁹

Children's Online Privacy Protection Act (COPPA)

The Children's Online Privacy Protection Act (COPPA)⁶⁰ and its related rules regulate websites' collection and use of children's information. The operator of a website or online service that is directed to children, or that has actual knowledge that it collects children's personal information (covered entities), must comply with requirements regarding data collection and use, privacy policy notifications, and data security.

A covered entity may not collect a child's (individual under the age of 13) personal information without the prior, verifiable consent of his or her parent.⁶¹

COPPA requires covered entities to:⁶²

- Give parents direct notice of their privacy policies, including a description of their data collection and sharing practices;
- Post a clear link to their privacy policies on their home page and at each area of their website where they collect personal information from children;
- Institute procedures to protect the personal information that they hold;
- Ensure that any third party with which they share collected personal information implements the same protection procedures; and
- Delete children's personal information after the purpose for its retention has been fulfilled.

Violations of COPPA are deemed an unfair or deceptive act or practice and may therefore be prosecuted by the FTC. COPPA also authorizes state attorneys general to enforce violations that affect

⁵⁶ Electronic Privacy Information Center, The Drivers Privacy Protection Act (DPPA) and the Privacy of Your State Motor Vehicle Record, <https://epic.org/privacy/drivers/> (last visited Feb. 14, 2022).

⁵⁷ *Id.*

⁵⁸ 20 U.S.C. s. 1232(g); 34 C.F.R. s. 99.

⁵⁹ United States Department of Education, Family Educational Rights and Privacy Act (FERPA), <https://www2.ed.gov/policy/gen/guid/fpco/ferpa/index.html> (last visited Feb. 14, 2022).

⁶⁰ 16 C.F.R. pt. 312.

⁶¹ 15 U.S.C. ss. 6502(a)-(b).

⁶² See, Federal Trade Commission, *General Questions About the COPPA Rule: What is the Children's Online Privacy Protection Rule?*, <https://www.ftc.gov/tips-advice/business-center/guidance/complying-coppa-frequently-asked-questions-0> (last visited Feb. 14, 2022).

residents of their states. There is no criminal prosecution or private right of action provided for under COPPA.⁶³

Consumer Data Privacy – Effect of the Bill

Overview

The bill creates s. 501.173, F.S., to establish consumer rights related to personal information, including:

- The right to access personal information collected specific to the individual consumer;
- The right to delete or correct personal information; and
- The right to opt out of the sale of sharing of personal information to third parties.

The bill defines “personal information” as information that identifies, relates to, or describes a particular consumer or household, or is reasonably capable of being directly or indirectly associated or linked with, a particular consumer or household. The term does not include public information from government records; or deidentified or aggregate consumer information.

A controller that receives a verifiable consumer request to access, delete, correct, or opt-out must comply with such consumer request, with certain exceptions. Exceptions include those for:

- Certain small businesses;
- Businesses which only use personal information to market its own products or services; and
- Businesses which only sell or share personal information as permitted under by certain federal privacy laws.

Controllers may share personal information with a processor, even if a consumer has “opted out,” if the processor processes information for a controller pursuant to a written contract which limits how the processor uses such information.

The DLA may bring a FDUTPA action against a controller, processor, or a third-party who violates the provisions of the bill. As such, a controller, processor, or third party may be subject to certain civil penalties and legal action.

Exceptions

The bill clarifies that the provisions only apply to entities that meet the definition of controller, processor, or third party, and that buy, sell, or share personal information of Florida consumers.

The bill also does not apply to the collection of personal information:

- Necessary for the sole purpose of sharing such personal information with a financial service provider solely to facilitate short term, transactional payment processing for the purchase of products or services.
- That is deidentified or aggregate consumer information.
- In compliance with federal, state, or local laws.
- In compliance with a civil, criminal, or regulatory inquiry, investigation, subpoena, or summons by federal, state, or local authorities.
- In cooperation with law enforcement agencies concerning conduct or activity that the controller, processor, or third party reasonably and in good faith believes may violate federal, state, or local law.
- Used for the purpose of exercising or defending legal claims.
- Obtained through the controller’s direct interactions with the consumer, if collected in accordance with the provisions of this section, that is used by such controller, or the processor that the controller directly contracts with for advertising or marketing services, to advertise or market products or services that are produced or offered directly by the controller. Such information may not be sold, shared, or disclosed unless otherwise authorized under the bill.

⁶³ Federal Trade Commission, *General Questions About the COPPA Rule: COPPA Enforcement*, <https://www.ftc.gov/tips-advice/business-center/guidance/complying-coppa-frequently-asked-questions-0> (last visited Feb. 14, 2022).

- Used by a controller or processor to advertise or market products or services that are produced or offered directly by the controller or processor as long as personal information is not sold, shared, or disclosed to another party outside the consumer's direct interaction with the controller or processor.
- Collected by a controller of a natural person acting in the role of a job applicant, employee, owner, director, officer, contractor, volunteer, or intern of the controller, to the extent the personal information is collected and used solely within the context of the person's role or former role with the controller.
- That is the protected health information for purposes of HIPAA and related regulations, and patient identifying information for purposes of 42 C.F.R. Part 2, established pursuant to 42 U.S.C. s. 290dd-2.
- Collected by a covered entity or business associate governed by the privacy, security, and breach notification rules issued by the U.S. Department of Health and Human Services in 45 C.F.R. parts 160 and 164, or a program or a qualified service program defined in 42 C.F.R. part 2, to the extent the covered entity, business associate, or program maintains personal information in the same manner as medical information or protected health information and as long as the covered entity, business associate, or program does not use personal information for targeted advertising in conjunction with third parties and does not sell or share personal information to a third party unless such sale or sharing is covered by an exception.
- Collected for purposes of research as defined in 45 C.F.R. s. 164.501, conducted in accordance with the Federal Policy for the Protection of Human Subjects for purposes of 45 C.F.R. part 46, the good clinical practice guidelines issued by the International Council for Harmonisation of Technical Requirements for Pharmaceuticals for Human Use, the Protection for Human Subjects for purposes of 21 C.F.R. Parts 50 and 56; or personal information used or shared in research conducted in accordance with one or more of these standards.
- Created for purposes of the federal Health Care Quality Improvement Act of 1986 and related regulations, or patient safety work product for purposes of 42 C.F.R. part 3, established pursuant to 42 U.S.C. s. 299b-21 through 299b-26.
- Is deidentified in accordance with 45 C.F.R. part 164 and that is derived from individually identifiable health information, as described in HIPAA, or identifiable personal information, consistent with the Federal Policy for the Protection of Human Subjects or the human subject protection requirements of the FDA.
- Used only for public health activities and purposes as described in 45 C.F.R. s. 164.512.
- Collected, processed, sold, or disclosed pursuant to the federal Fair Credit Reporting Act, 15 U.S.C. s. 1681 and implementing regulations.
- Is nonpublic personal information collected, processed, sold, or disclosed pursuant to the Gramm-Leach-Bliley Act, 15 U.S.C. s. 6801 et seq. and implementing regulations.
- Of a financial institution as defined in the Gramm-Leach-Bliley Act, 15 U.S.C. ss. 6801 et seq. to the extent the financial institution maintains personal information in the same manner as nonpublic personal information, and as long as such financial institution does not use personal information for targeted advertising in conjunction with third parties and does not sell or share personal information to a third party unless such sale or sharing is covered by an exception.
- Collected, processed, sold, or disclosed pursuant to the federal Driver's Privacy Protection Act of 1994, 18 U.S.C. ss. 2721 et. seq.
- Consisting of education information covered by the Family Educational Rights and Privacy Act, 20 U.S.C. s. 1232(g) and 34 C.F.R. part 99.
- That is collected as part of public or peer-reviewed scientific or statistical research in the public interest.

Definitions

The bill defines the following terms:

- "Aggregate consumer information" means information that relates to a group or category of consumers, from which the identity of an individual consumer has been removed and is not reasonably capable of being directly or indirectly associated or linked with, any consumer,

household, or device. The term does not include personal information that has been deidentified.

- "Biometric information" means an individual's physiological, biological, or behavioral characteristics, including an individual's deoxyribonucleic acid (DNA), that can be used, singly or in combination with each other or with other identifying data, to establish individual identity. The term includes, but is not limited to, imagery of the iris, retina, fingerprint, face, hand, palm, vein patterns, and voice recordings, from which an identifier template, such as a faceprint, a minutiae template, or a voiceprint, can be extracted, and keystroke patterns or rhythms, gait patterns or rhythms, and sleep, health, or exercise data that contain identifying information.
- "Collect" means to buy, rent, gather, obtain, receive, or access any personal information pertaining to a consumer by any means. The term includes, but is not limited to, actively or passively receiving information from the consumer or by observing the consumer's behavior or actions.
- "Consumer" means a natural person who resides in or is domiciled in this state, however identified, including by any unique identifier, who is acting in a personal capacity or household context. The term does not include a natural person acting on behalf of a legal entity in a commercial or employment context.
- "Controller" means:
 - A sole proprietorship, partnership, limited liability company, corporation, association, or legal entity that meets the following requirements:
 - Is organized or operated for the profit or financial benefit of its shareholders or owners;
 - Does business in this state;
 - Collects personal information about consumers, or is the entity on behalf of which such information is collected;
 - Determines the purposes and means of processing personal information about consumers alone or jointly with others; and
 - Satisfies two or more of the following thresholds:
 - Has global annual gross revenues in excess of \$25 million, as adjusted in January of every odd-numbered year to reflect any increase in the Consumer Price Index.
 - Annually buys, sells, or shares the personal information of 50,000 or more consumers, households, and devices for targeted advertising in conjunction with third parties. The 50,000 total only includes personal information that is bought, sold, or shared within the previous 12 months.
 - Derives 50 percent or more of its global annual revenues from selling or sharing personal information about consumers.
 - Any entity that controls or is controlled by controller. As used in this definition, the term "control" means:
 - Ownership of, or the power to vote, more than 50 percent of the outstanding shares of any class of voting security of a controller;
 - Control in any manner over the election of a majority of the directors, or of individuals exercising similar functions; or
 - The power to exercise a controlling influence over the management of a company.
- "Deidentified" means information that cannot reasonably be used to infer information about or otherwise be linked to a particular consumer, provided that the controller that possesses the information:
 - Takes reasonable measures to ensure that the information cannot be associated with a specific consumer;
 - Maintains and uses the information in deidentified form and not to attempt to reidentify the information, except that the controller may attempt to reidentify the information solely for the purpose of determining whether its deidentification processes satisfy the requirements of this paragraph; and
 - Contractually obligates any recipients of the information to comply with all the provisions of this paragraph to avoid reidentifying such information.
- "Department" means the Department of Legal Affairs.

- “Device” means a physical object associated with a consumer or household capable of directly or indirectly connecting to the Internet.
- “Homepage” means the introductory page of an Internet website and any Internet webpage where personal information is collected. In the case of a mobile application, the homepage is the application's platform page or download page, a link within the application, such as the "About" or "Information" application configurations, or settings page, and any other location that allows consumers to review the required notice.
- “Household” means a natural person or a group of people in this state who reside at the same address, share a common device or the same service provided by a controller, and are identified by a controller as sharing the same group account or unique identifier.
- “Personal information” means information that is linked or reasonably linkable to an identified or identifiable consumer or household, including biometric information and unique identifiers to the consumer. The term does not include consumer information that is:
 - Consumer employment contract information;
 - Deidentified or aggregate consumer information; or
 - Publicly and lawfully available information reasonably believed to be made available to the public in a lawful manner without legal restrictions:
 - From federal, state, or local government records.
 - By a widely distributed media source.
 - By the consumer or by someone to whom the consumer disclosed the information unless the consumer has purposely and effectively restricted the information to a certain audience on a private account.
- “Processing” means any operation or set of operations that are performed on personal information or on sets of personal information, whether or not by automated means.
- “Processor” means a sole proprietorship, partnership, limited liability company, corporation, association, or other legal entity that is organized or operated for the profit or financial benefit of its shareholders or other owners, that processes information on behalf of a controller and to which the controller discloses a consumer's personal information pursuant to a written contract, provided that the contract prohibits the entity receiving the information from retaining, using, or disclosing the personal information for any purpose other than for the specific purpose of performing the services specified in the contract for the controller, or as permitted.
- “Sell” means to sell, rent, release, disclose, disseminate, make available, transfer, or otherwise communicate orally, in writing, or by electronic or other means, a consumer's personal information by a controller to another controller or a third party for monetary or other valuable consideration.
- “Share” means to share, rent, release, disclose, disseminate, make available, transfer, or access a consumer's personal information for advertising. The term includes:
 - Allowing a third party to use or advertise to a consumer based on a consumer's personal information without disclosure of the personal information to the third party.
 - Monetary transactions, nonmonetary transactions, and transactions for other valuable consideration between a controller and a third party for advertising for the benefit of a controller.
- “Targeted advertising” means marketing to a consumer or displaying an advertisement to a consumer when the advertisement is selected based on personal information used to predict such consumer's preferences or interests.
- “Third party” means a person who is not the controller or the processor.
- “Verifiable consumer request” means a request related to personal information that is made by a consumer, by a parent or guardian on behalf of a consumer who is a minor child, or by a person authorized by the consumer to act on the consumer's behalf, in a form that is reasonably and readily accessible to consumers and that the controller can reasonably verify to be the consumer, pursuant to rules adopted by the department.

Consumer Data Collection Requirements and Responsibilities

The bill requires a controller who collects personal information about a consumer to maintain an online privacy policy and make such policy available from its homepage. The online privacy policy must include the following information:

- Any Florida-specific consumer privacy rights;
- A list of the categories of personal information the controller collects or has collected about consumers;
- The right to request deletion or correction of certain personal information; and
- The right to opt-out of the sale or sharing to third parties.

The bill requires a controller that collects personal information to, at or before the point of collection, inform the consumer of the categories of personal information to be collected and the purposes for which the categories of personal information will be used.

The bill provides that a controller may not collect additional categories of personal information or use personal information collected for additional purposes without providing the consumer with notice consistent with the requirements of the bill.

The bill provides that a controller that collects a consumer's personal information must implement and maintain reasonable security procedures and practices appropriate to the nature of the personal information to protect the personal information from unauthorized or illegal access, destruction, use, modification, or disclosure.

The bill requires a controller to adopt and implement a retention schedule that prohibits the use or retention of personal information by the controller or processor:

- After the satisfaction of the initial purpose for which such information was collected or obtained;
- After the expiration or termination of the contract pursuant to which the information was collected or obtained; or
- 3 years after the consumer's last interaction with the controller.

The required retention schedule does not apply to personal information reasonably used or retained to do any of the following:

- Fulfill the terms of a written warranty or product recall conducted in accordance with federal law.
- Provide a good or service requested by the consumer, or reasonably anticipate the request of such good or service within the context of a controller's ongoing business relationship with the consumer.
- Detect security threats or incidents; protect against malicious, deceptive, fraudulent, unauthorized, or illegal activity or access; or prosecute of those responsible for such activity or access.
- Debug to identify and repair errors that impair existing intended functionality.
- Engage in public or peer-reviewed scientific, historical, or statistical research in the public interest that adheres to all other applicable ethics and privacy laws when the controller's deletion of the information is likely to render impossible or seriously impair the achievement of such research, if the consumer has provided informed consent.
- Enable solely internal uses that are reasonably aligned with the expectations of the consumer based on the consumer's relationship with the controller or that are compatible with the context in which the consumer provided the information.
- Comply with a legal obligation, including any federal retention laws.
- Protect the controller's interests against existing disputes, legal action, or governmental investigations.
- Assure the physical security of persons or property.

Consumer's Right to Request a Copy of Personal Information Collected, Sold, or Shared

The bill provides that a consumer has the right to request that a controller that collects personal information about the consumer disclose the personal information that has been collected, sold, or shared by or on behalf of the controller. The bill provides that a consumer has the right to request that a

controller that collects, sells, or shares personal information about the consumer to disclose the following to the consumer:

- The specific pieces of personal information that have been collected about the consumer.
- The categories of sources from which the consumer's personal information was collected.
- The specific pieces of personal information about the consumer that were sold or shared.
- The third parties to which the personal information about the consumer was sold or shared.
- The categories of personal information about the consumer that were disclosed to a processor.

The bill requires a controller that collects, sells, or shares personal information about consumers to disclose the requested information to the consumer upon receipt of a request.

The bill does not require a controller to retain, reidentify, or otherwise link any data that, in the ordinary course of business is not maintained in a manner that would be considered personal information.

The bill requires a controller to deliver the information required or act on a verifiable consumer request to a consumer free of charge within 45 calendar days after receiving a verifiable consumer request. The response period may be extended once by 45 additional calendar days when reasonably necessary, provided the controller informs the consumer of any such extension within the initial 45-day response period and the reason for the extension. The information must be delivered in a readily usable format. A controller is not obligated to provide information to the consumer if the consumer or a person authorized to act on the consumer's behalf does not provide verification of identity or verification of authorization to act with the permission of the consumer.

A controller may provide personal information to a consumer at any time, but may not be required to provide personal information to a consumer more than twice in a 12-month period.

Such requirements to disclose information do not apply to personal information relating solely to households.

Consumer Right to Correct or Delete Personal Information

The bill provides that a consumer has the right to request that a controller delete any personal information about the consumer which the controller has collected from the consumer.

The bill requires a controller that receives a verifiable consumer request to delete the consumer's personal information to delete the consumer's personal information from its records and direct any processors to delete such information within 90 calendar days of receipt of the verifiable consumer request.

A controller or a processor acting pursuant to its contract with the controller may not be required to comply with a consumer's request to delete the consumer's personal information if it is reasonably necessary for the controller or processor to maintain the consumer's personal information to do any of the following:

- Complete the transaction for which the personal information was collected.
- Fulfill the terms of a written warranty or product recall conducted in accordance with federal law.
- Provide a good or service requested by the consumer, or reasonably anticipate the request of such good or service within the context of a controller's ongoing business relationship with the consumer, or otherwise perform a contract between the controller and the consumer.
- Detect security threats or incidents; protect against malicious, deceptive, fraudulent, unauthorized, or illegal activity or access; or prosecute those responsible for such activity or access.
- Debug to identify and repair errors that impair existing intended functionality.
- Engage in public or peer-reviewed scientific, historical, or statistical research in the public interest that adheres to all other applicable ethics and privacy laws when the controller's deletion of the information is likely to render impossible or seriously impair the achievement of such research, if the consumer has provided informed consent.

- Enable solely internal uses that are reasonably aligned with the expectations of the consumer based on the consumer's relationship with the controller or that are compatible with the context in which the consumer provided the information.
- Comply with a legal obligation, including any state or federal retention laws.
- Reasonably protect the controller's interests against existing disputes, legal action, or governmental investigations.
- Assure the physical security of persons or property.

The bill allows a consumer to make a request to correct inaccurate personal information to a controller that maintains inaccurate personal information about the consumer. A controller that receives a verifiable consumer request to correct inaccurate personal information must use commercially reasonable efforts to correct such inaccurate information as directed by the consumer and direct any processors to correct such information within 90 calendar days after receipt of the verifiable consumer request. If a controller maintains a self-service mechanism to allow a consumer to correct certain personal information, the controller may require the consumer to correct his or her own personal information through such mechanism. A controller or a processor acting pursuant to its contract with the controller is not required to comply with a consumer's request to correct the consumer's personal information if it is reasonably necessary for the controller or processor to maintain such information to do any of the following:

- Complete the transaction for which the personal information was collected.
- Fulfill the terms of a written warranty or product recall conducted in accordance with federal law.
- Detect security threats or incidents, protect against malicious, deceptive, fraudulent, unauthorized, or illegal activity or access; or prosecute those responsible for such activity or access.
- Debug to identify and repair errors that impair existing intended functionality.
- Enable solely internal uses that are reasonably aligned with the expectations of the consumer based on the consumer's relationship with the controller or that are compatible with the context in which the consumer provided the information.
- Comply with a legal obligation, including any state or federal retention laws.
- Protect the controller's interests against existing disputes, legal action, or governmental investigations.
- Assure the physical security of persons or property.

Consumer Right to Opt Out of the Sale or Sharing of Personal Information

The bill provides the consumer with the right to opt out at any time and to direct a controller that sells or shares personal information about the consumer to third parties to not sell or share the consumer's personal information. This right may be referred to as the right to opt out.

The bill requires that a controller that sells or shares personal information to third parties to provide notice to consumers that this information may be sold or shared and that consumers have the right to opt out of the sale or sharing of their personal information.

The bill provides that a controller may not sell or share the personal information of a minor consumer if the controller has actual knowledge that the consumer is not 18 years of age or older. However, if a consumer is between 13 and 18, or if the parent or guardian of a consumer who is 12 years of age or younger, affirmatively authorizes the sale or sharing of such consumer's personal information, then a controller may sell or share such information. A controller that willfully disregards the consumer's age is deemed to have actual knowledge of the consumer's age. A controller that complies with the verifiable parental consent requirements of COPPA is deemed compliant with any obligation to obtain parental consent.

The bill provides that a controller that has received direction prohibiting the sale or sharing of the consumer's personal information is prohibited from selling or sharing the consumer's personal information beginning 48 hours after receipt of such direction, unless the consumer subsequently provides express authorization for the sale or sharing of the consumer's personal information.

Form to Opt Out of the Sale or Sharing of Personal Information

The bill requires a controller, in a reasonably accessible format, to provide a clear and conspicuous link on the controller's Internet homepage, entitled "Do Not Sell or Share My Personal Information," to an Internet webpage that enables a consumer, or a person authorized by the consumer, to opt out of the sale or sharing of the consumer's personal information. A controller may not require a consumer to create an account in order to direct the controller not to sell the consumer's personal information.

A controller may accept a request to opt out received through a user-enabled global privacy control, such as a browser plug-in or privacy setting, device setting, or other mechanism, which communicates or signals the consumer's choice to opt out.

A controller must respect the consumer's decision to opt out for at least 12 months before requesting that the consumer authorize the sale or sharing of the consumer's personal information.

A controller may not use any personal information collected from the consumer in connection with the submission of the consumer's opt-out request solely for the purposes of complying with the opt-out request.

The bill allows a consumer to authorize another person to opt out of the sale or sharing of the consumer's personal information on the consumer's behalf, and a controller must comply with an opt-out request received from a person authorized by the consumer to act on the consumer's behalf, pursuant to rules adopted by the DLA.

Actions Related to Consumers Who Exercise Their Rights

The bill allows a controller to charge a consumer who exercised any of the consumer's rights a different price or rate, or provide a different level or quality of goods or services to the consumer, but only if that difference is:

- Reasonably related to the value provided to the controller by the consumer's data, or
- Related to a consumer's voluntary participation in a financial incentive program, including a bona fide loyalty, rewards, premium features, discounts, or club card program offered by the controller.

A controller may offer financial incentives, including payments to a consumer as compensation, for the collection, sharing, sale, or deletion of personal information if the consumer gives the controller prior consent that clearly describes the material terms of the financial incentive program. The consent may be revoked by the consumer at any time. The bill prohibits a controller from using financial incentive practices that are unjust, unreasonable, coercive, or usurious in nature.

Contracts and Roles

The bill requires that any contract between a controller and a processor must:

- Prohibit the processor from selling, sharing, retaining, using, or disclosing the personal information for any purpose that violates this section;
- Govern the processor's personal information processing procedures with respect to processing performed on behalf of the controller, including processing instructions, the nature and purpose of processing, the type of information subject to processing, the duration of processing, and the rights and obligations of both the controller and processor;
- Require the processor to return or delete all personal information under the contract to the controller as requested by the controller at the end of the provision of services, unless retention of the information is required by law; and
- Upon request of the controller, require the processor to make available to the controller all personal information in its possession under the contract or agreement.

The bill provides that determining whether a person is acting as a controller or processor with respect to a specific processing of data is fact-based and depends upon the context in which personal

information is to be processed. The contract between a controller and processor must reflect their respective roles and relationships related to handling personal information. A processor that continues to adhere to a controller's instructions with respect to a specific processing of personal information remains a processor.

The bill provides that a third party may not sell or share personal information about a consumer that has been sold or shared to the third party by a controller unless the consumer has received explicit notice from the third party and is provided an opportunity to opt out by the third party.

The bill requires a third party or a processor to require any subcontractor to meet the same obligations of such third party or processor with respect to personal information.

Any provision of a contract or agreement that waives or limits in any way a consumer's rights under the bill, including, but not limited to, any right to a remedy or means of enforcement, is deemed contrary to public policy and is void and unenforceable.

Private Causes of Action

The bill provides that a Florida consumer may only bring a civil action against:

- A controller, processor, or third party, who has global annual gross revenues of between \$50 million to \$500 million, as adjusted in January of every odd-numbered year to reflect any increase in the Consumer Price Index. Upon prevailing, the consumer may not be awarded attorney fees or costs.
- A controller, processor, or third party, who has global annual gross revenues in excess of \$500 million, as adjusted in January of every odd-numbered year to reflect any increase in the Consumer Price Index. Upon prevailing, the consumer shall recover reasonable attorney fees and costs.

Any private action against a controller, processor, or third party, who has global annual gross revenues of less than \$50 million, is barred.

The bill allows a Florida consumer to bring a civil action only for the following:

- Failure to delete or correct the consumer's personal information after receiving a verifiable consumer request, unless they qualify for an exception to the requirements to delete or correct;
- Continuing to sell or share the consumer's personal information after the consumer chooses to opt-out; or
- Selling or sharing the personal information of the consumer age 18 or younger without obtaining required consent.

The bill allows a court to grant the following relief to a Florida consumer:

- Statutory damages in an amount not less than \$100 and not greater than \$750 per consumer per incident, or actual damages, whichever is greater.
- Injunctive or declaratory relief.

The bill provides that a controller, processor, or third party may be awarded attorney fees when:

- The case was dismissed with prejudice.
- There was fraud on the part of the consumer.
- The consumer is not a Florida consumer.

The bill requires a consumer to commence a civil action within 1 year after discovery of the violation.

Except as authorized under the private cause of action or the DLA enforcement provisions, liability for a tort, contract claim, or consumer protection claim does not arise solely from the failure of a controller, processor, or third party to comply with the bill. Evidence of such may only be used as the basis to prove a cause of action under the bill.

Enforcement and Implementation

The bill provides that if DLA has reason to believe that any controller, processor, or third party is in violation of the requirements of the bill, DLA may bring an action against such controller, processor, or third party for an unfair or deceptive act or practice under FDUTPA. A consumer may not bring an action under FDUTPA under the bill. DLA is permitted to bring an action against:

- Any person or activity regulated under laws administered by the Office of Insurance Regulation or the Department of Financial Services; and
- Banks, credit unions, and savings and loan associations regulated by the Office of Financial Regulation or federal agencies.

Civil penalties may be tripled if the violation involves a consumer who the controller, processor or third party has actual knowledge is 18 or younger, or if the basis of the complaint is one of the instances where an individual consumer may bring a private cause of action.

After DLA has notified a controller, processor, or third party in writing of an alleged violation, DLA may grant the controller, processor, or third party a 45-day period to cure the alleged violation. DLA may consider the number of violations, the substantial likelihood of injury to the public, or the safety of persons or property when determining whether to grant 45 days to cure. If the controller, processor, or third party cures the alleged violation to the satisfaction of DLA and provides proof, DLA may issue a letter of guidance. If the controller, processor, or third party fails to cure the violation to the satisfaction of DLA within 45 calendar days, DLA may bring an action against the controller, processor, or third party for the alleged violation. The bill clarifies that any action brought by DLA may only be brought on behalf of a Florida consumer.

DLA may adopt rules to implement the bill, including standards for verifiable consumer requests, enforcement, data security, and authorized persons who may act on a consumer's behalf.

The bill requires DLA to submit a report by February 1 each year to the President of the Senate and the Speaker of the House of Representatives describing any actions taken by DLA to enforce the bill. The report must include statistics and relevant information detailing:

- The number of complaints received;
- The number and type of enforcement actions taken and the outcomes of such actions;
- The number of complaints resolved without the need for litigation; and
- The status of the development and implementation of rules to implement the bill.

Jurisdiction

For purposes of bringing an action under the bill, any controller that collects, shares, or sells the personal information of a Florida consumer is considered to be both engaged in substantial activities within Florida, and is operating, conducting, engaging in, or carrying on a business, and doing business in Florida; and is therefore subject to the jurisdiction of Florida courts.

Preemption

The bill provides that consumer data privacy is a matter of statewide concern and the bill supersedes all rules, regulations, codes, ordinances, and other laws adopted by a city, county, city and county, municipality, or local agency regarding the collection, processing, sharing, or sale of consumer personal information by a controller or processor. The regulation of the collection, processing, sharing, or sale of consumer personal information by a controller or processor is preempted to the state.

Comparison Chart of Consumer Data Privacy Laws⁶⁴

Comparison of Consumer Data Privacy Laws					
Provision	Colorado	Virginia	California	European Union	2022 CS/CS/HB 9
Opt-In or Opt-Out of Sale of Personal Information	Opt-Out	Opt-Out	Opt-Out	Opt-In	Opt-Out
Opt-In or Opt-Out of Sensitive Information Processing	Opt-In	Opt-In	Opt-Out	Opt-In	X
Cure Period Before Government Enforcement	✓ 60 Days (Repeals 2025)	✓ 30 Days	✓ 30 Days	X	✓ 45 Days (AG Discretion)
Right to Appeal Denials or Requests	✓	✓	X	X	X
Express Obligations for Deidentified Data	✓	✓	X	X	✓
Requirement to Perform Data Assessments	✓	✓	✓	✓	X
Private Right of Action	X	X	✓ Greater of \$100-\$750 or actual damages	✓ Actual damages	✓ Greater of \$100-\$750 or actual damages Only applicable to businesses with more than \$50 million in gross annual revenues
Government Enforcement Agency	Attorney General	Attorney General	Attorney General, CPPA	Information Commissioner's Office	Attorney General
Government Enforcement Penalties	Up to \$20,000 per violation	Up to \$7,500 per violation	Up to \$2,500 per unintentional violation, and up to \$7,500 per intentional violation	Up to €20 million, or 4% of worldwide annual revenue per violation	Up to \$10,000 per violation, which can be tripled in certain circumstances
Operative Date	07/01/23	01/01/23	01/01/23 (Currently partially effective)	05/25/18	01/01/23
Applicability Thresholds For Business/Controller	Either: •Controls/Processes data of at least 100,000 consumers per year; or •Derives revenue from sale of data from at least 25,000 consumers per year	Either: •Controls/Processes data of at least 100,000 consumers per year; or •Derives over 50% of revenue from sale of data from at least 25,000 consumers per year	Meets any of the following: •Gross annual revenue of over \$25 mill; •Processes data of 100,000 or more consumers; or •Derives at least 50% or more of revenue from data sales	Either: •Any E.U. business which processes consumer data; or •Any worldwide business that offers goods/services to or monitors behavior of E.U. individuals	Meets at least two of the following: •Global gross annual revenue over \$50 mil; •Deals in data of 50,000 or more consumers for targeted advertising; or •Derives 50% or more global annual revenue from data sales

⁶⁴ See JDSupra, *Virginia Is For Lovers...Of Data Privacy*, <https://www.jdsupra.com/legalnews/virginia-is-for-lovers-of-data-privacy-3879845/> (last visited Feb. 14, 2022).

Florida Information Protection Act – Current Situation

In 2014, Florida passed the Florida Information Protection Act (FIPA).⁶⁵ FIPA requires commercial covered entities⁶⁶ and government entities which hold personal information to take reasonable measures to protect such information and report data breaches to affected consumers.⁶⁷

FIPA defines “personal information” as:

- Online account information, such as security questions and answers, email addresses and passwords;
- An individual’s first name or first initial and last name in combination with any one or more of the following:
 - A social security number;
 - A driver license or similar identity verification number issued on a government document;
 - A financial account number or credit or debit card number, in combination with any required security code, access code, or password that is necessary to permit access to an individual’s financial account;
 - Any medical history information; or
 - An individual’s health insurance identification numbers.⁶⁸

Personal information does not include information:

- About an individual that has been made publicly available by a federal, state, or local governmental entity; or
- That is encrypted, secured, or modified to remove elements that personally identify an individual or that otherwise renders the information unusable.⁶⁹

If a breach of personal information occurs, notice must be given to each individual in Florida whose personal information was accessed as a result of the breach. If the breach affected 500 or more individuals in this state, the covered entity must also provide notice to the Department of Legal Affairs (DLA). If the breach affected more than 1,000 individuals at a single time, credit reporting agencies must be notified of such breach, with certain exceptions.⁷⁰

FIPA expressly does not provide a private cause of action, but does authorize enforcement actions by DLA under Florida’s Unfair and Deceptive Trade Practices Act (FDUTPA) against covered entities for any statutory violations.⁷¹

In addition to the remedies provided for under FDUTPA an entity that fails to provide the required notification of a data breach is liable for certain civil penalties assessed on a daily basis. The civil penalties for failure to notify apply per breach and not per individual affected by the breach.

Florida Information Protection Act – Effect of the Bill

The bill amends s. 501.171, F.S., to define “biometric information” as an individual’s physiological, biological, or behavioral characteristics that can be used, singly or in combination with each other or with other identifying data, to establish individual identity. The term includes, but is not limited to, imagery of the iris, retina, fingerprint, face, hand, palm, vein patterns, and voice recordings, from which an identifier template, such as a faceprint, a minutiae template, or a voiceprint, can be extracted, and

⁶⁵ S. 501.171, F.S.; Fla. SB 1524 (2014) (FIPA expanded and updated Florida’s data breach disclosure laws contained in s. 817.56 81, F.S. (2013), which was adopted in 2005 and repealed in 2014.)

⁶⁶ “Covered entity” means a sole proprietorship, partnership, corporation, trust, estate, cooperative, association, or other commercial entity that acquires, maintains, stores, or uses personal information. S. 501.171 (1)(b), F.S.

⁶⁷ Florida Office of the Attorney General, *How to Protect Yourself: Data Security*, <http://myfloridalegal.com/pages.nsf/Main/53D4216591361BCD85257F77004BE16C> (last visited Feb. 14, 2022).

⁶⁸ *Id.*; s. 501.171(1)(g)1., F.S.

⁶⁹ S. 501.171(1)(g)2., F.S.

⁷⁰ S. 501.171(3)-(6), F.S.

⁷¹ S. 501.171(9), (10), F.S.; OAG *supra* note 66.

keystroke patterns or rhythms, gait patterns or rhythms, and sleep, health, or exercise data that contain identifying information.

The bill defines “genetic information” as an individual's deoxyribonucleic acid (DNA).

The bill includes biometric information and genetic information in FIPA's definition of “personal information” so that covered entities are required to notify the affected individual, DLA, and credit reporting agencies of a breach of biometric information paired with an individual's first name or first initial and last name.

The bill allows DLA to bring a FDUTPA action against a covered entity which fails to notify DLA of or an individual affected by a breach of biometric information or genetic information.

The bill provides an effective date of January 1, 2023.

B. SECTION DIRECTORY:

Section 1: Creates s. 501.173, F.S., relating to consumer data privacy rights and requirements.

Section 2: Amends s. 501.171, F.S.; relating to FIPA and triggering requirements.

Section 3: Provides an effective date.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

There may be an increase in civil penalties collected by DLA.

2. Expenditures:

There may be an increase of regulatory costs to DLA from implementing and enforcing the bill.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

The bill will require certain businesses in possession of personal information to implement mechanisms to effectuate the requirements of the bill, and such implementation will have a fiscal impact on such businesses. However, many of the businesses subject to the bill's requirements may have already implemented similar privacy practices based on protections required in other states and countries.

The bill may increase protections provided for personal information that may save consumers the expense of dealing with stolen personal information used to commit financial crimes. About 15 million consumers are victims of identity theft or fraud each year. Identity theft and fraud costs consumers more than \$15 billion a year.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to affect county or municipal governments.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

DLA is given rulemaking authority in the bill to implement the bill.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES

On February 10, 2022, the Commerce Committee adopted one amendment and reported the bill favorably as a committee substitute. The amendment:

- Allows a controller to provide the categories of personal information collected, rather than the specific details of the information, in certain circumstances;
- Makes exceptions uniform for “right to delete,” “right to correct,” and “controller retention;”
- Adds guidance and a list of factors for courts to consider when determining the amount of damages due in a private cause of action;
- Clarifies that a processor must only turn over personal information to a controller, not all of the processor’s information;
- Clarifies throughout the bill that a length of time in days refers to calendar days;
- Increases the age that requires an opt-in for minors, to 18 years of age, from 16; and
- Clarifies and makes conforming changes throughout the bill.

On February 23, 2022, the Judiciary Committee considered a strike-all amendment and reported the bill favorably as a committee substitute. The committee substitute:

- Limited applicability of a threshold in the definition of “controller,”
- Clarified which business activities are subject to the requirements of the bill,
- Clarified definitions for “genetic information” from “biometric information”,
- Limited applicability of the private right of action to businesses that meet a certain size threshold,
- Allowed a business to collect attorney fees from a consumer in limited circumstances,
- Inserted a one-year limitation on bringing a consumer private action, and
- Modified the effective date to January 1, 2023.

This analysis is drafted to the committee substitute as passed by the Judiciary Committee.