

The Florida Senate
PROFESSIONAL STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: Transportation and Economic Development Appropriations Committee

BILL: CS/CS/CS/SB 1928

INTRODUCER: Transportation and Economic Development Appropriations Committee, Governmental Operations Committee, and Transportation Committee

SUBJECT: Transportation

DATE: April 25, 2007 REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Eichin</u>	<u>Meyer</u>	<u>TR</u>	<u>Fav/CS</u>
2.	<u>Herrin</u>	<u>Yeatman</u>	<u>CA</u>	<u>Fav/4 amendments</u>
3.	<u>Wilson</u>	<u>Wilson</u>	<u>GO</u>	<u>Fav/CS</u>
4.	<u>Weaver</u>	<u>Noble</u>	<u>TA</u>	<u>Fav/CS</u>
5.	_____	_____	_____	_____
6.	_____	_____	_____	_____

I. Summary:

The bill:

- Clarifies Metropolitan Planning Organizations (MPOs) are separate and distinct legal entities, provides autonomy to MPOs by requiring independent staff and granting specific powers and authority, and provides MPO staff eligibility to participate in the Florida Retirement System (FRS);
- Revises the matching fund formula for fixed-guide way revenue bonds to allow for various matching scenarios up to a limit of 50 percent on the State’s share of the eligible project cost;
- Establishes a number of criteria for youth work experience programs contracting with FDOT;
- Revises the matching fund formula for the Transportation Regional Incentive Program (TRIP) to allow 50% funding of all eligible transportation projects, including public transportation projects;
- Reduces the local matching fund requirement in the small county dredging program from 50% to 25%;
- Clarifies requirements related to the placement and legibility of vehicle license plates;
- Makes it unlawful to obscure a license plate by applying or attaching any item or material that interferes with the license plate’s legibility or the ability to detect any feature on the license plate.
- Allows motorists cited for toll violations to pay a reduced fine and the unpaid toll directly to the tolling agency and avoid the court process and assessment of points against the

- motorist's license. Motorists convicted of 10 toll violations within a 36 month period will have their license suspended for 60 days;
- Creates the Enhanced Bridge Program, allowing FDOT to fund local bridges not on the State Highway System (SHS) to relieve congested corridors;
 - Deletes the once-per-year limitation on local governments bonding the revenues from local option fuel tax and local government infrastructure surtax;
 - Raises the dollar threshold on county road projects that trigger the need to open the project to competitive bids;
 - Prohibits additional elected officials from being appointed to the board of the Northwest Florida Transportation Corridor Authority (NWFTCA) and transfers the responsibilities of the Emerald Coast Bridge Authority to the NWFTCA;
 - Allows the donation of right-of-way or road improvements by property owners and developers to apply as a credit toward future transportation concurrency requirements through legally binding agreements;
 - Clarifies the ability for all expressway authorities to engage in public-private partnerships. The Orlando-Orange County Expressway Authority (OOCEA) is provided authorization to waive the requirement for surety bonds on projects less than \$500,000 when the contract is awarded under the provisions of a local economic development program;.
 - Permits the Florida Turnpike and other tolling agencies to enter into contracts with private or public entities for the use of electronic transponder devices for parking fees;
 - Provides that a local government with a transportation concurrency backlog may constitute itself as an authority and fund the backlog with tax increment financing;
 - Defines the term "wall mural" for purposes of ch. 479, F.S., which governs outdoor advertising; and
 - Provides for local government regulation of wall murals, except for wall murals within 660 feet of the right-of-way for the interstate highway system or the federal-aid primary highway system which would also require the approval of the Department of Transportation and the Federal Highway Administration.

The bill creates sections 163.3182, 339.282, 339.285, and 479.156, and substantially amends sections 112.061, 121.021, 121.051, 121.055, 121.061, 121.081, 212.055, 215.615, 311.22, 334.351, 336.41, 316.605, 316.650, 318.14, 318.18, 320.061, 336.025, 338,161, 339.08, 339.175, 339.2819, 343.81, 343.82, 348.0004, 348.0012, 348.754, 479.01 of the Florida Statutes. Sections 163.3177, 339.176, 341.828 of the Florida Statutes are amended to correct cross-references. Section 2 of ch. 89-383, Laws of Florida is substantially amended.

II. Present Situation:

Metropolitan Planning Organizations

An MPO is a transportation policy-making organization made up of representatives from local government and transportation authorities. Federal law requires the formation of an MPO for any urbanized area with a population greater than 50,000 to ensure expenditures for transportation projects and programs are based on a continuing, cooperative, and comprehensive planning process. The metropolitan planning area of the MPO encompasses the census-designated urbanized area and the adjacent area expected to become urbanized within 20 years. The purpose of the MPO is to provide a forum for coordinating transportation decision-making among the

various state and local entities and to carry out various transportation planning elements including the development of the long-range transportation plan (LRTP) and the transportation improvement program (TIP). Larger MPOs (those in urbanized areas with over 200,000 in population) have additional planning responsibilities relating to congestion management and air quality.

Section 339.175, F.S., requires MPOs to develop plans and improvement programs consistent with the comprehensive plans of the local governments within the metropolitan planning area of the MPO. Both the LRTP and the TIP must consider the anticipated effects of transportation policy decisions on land use and land development. These plans must also weigh the degree of consistency with all available long and short-term land use plans. Local governments likewise must consider the MPO plans when developing their comprehensive plans. Similarly, FDOT uses the MPOs' TIPs to create the work program.

There are 26 MPOs in Florida (more than any other state except Texas) administering the transportation planning process for 28 urbanized areas (as defined by the U.S. Census Bureau). As recently as the 1990 Census, almost all of Florida's urbanized areas were contained within county boundaries. However, the 2000 Census showed urbanized areas growing, merging, crossing county boundaries, and in some cases encroaching into adjacent metropolitan planning area boundaries. The designation of urbanized areas by the U.S. Census Bureau is made without deference to jurisdictional boundaries. Instead, the designation relies upon the observed pattern of land use and intensity of development to identify concentrated generators and attractors of socio-economic activity. For the most part, an urbanized area's socio-economic activity is unaffected by political boundaries. This is borne out through travel patterns; drivers are unconcerned and often unaware when their daily travels result in crossing jurisdictional boundaries.

Accordingly, the Legislature has endeavored to enhance regional transportation planning in recent years. In 2003, the Legislature passed SB 676 which recognized the need to maximize the efficient use of increasingly scarce state resources and clarified the FDOT's responsibilities in serving all transportation modes. Specifically, SB 676:

- Created the Strategic Intermodal System (SIS) comprising transportation facilities of statewide and interregional significance, and directed the FDOT to develop an implementation plan;
- Directed the FTC to conduct an assessment of the need for an improved philosophical approach to regional and intermodal input in the planning for and governing of the Strategic Intermodal System and other transportation systems; and
- Directed MPOs to develop coordination mechanisms with one another to expand and improve transportation within the state.

Responding to the Legislature's direction in SB 676, the FTC prepared the report "An Assessment of Florida's Regional and Intermodal Transportation Planning Process" (December, 2003). Based on an analysis of the transportation planning process in Florida and the best practices of MPOs around the nation, the report identified three key elements of Florida MPOs requiring attention: MPO boundaries, MPO staffing arrangements, and MPO voting membership.

Seven Florida MPOs administer the transportation planning process for more than one county. Fifteen MPOs contain more than one census-defined urbanized area, in whole or in part. Several counties have portions of two or more urbanized areas within their county boundaries. Fourteen MPOs are staffed by employees of a local government (13 county, 1 city). Five MPOs are staffed by employees of Regional Planning Councils. Four MPOs are independent agencies, and two are staffed by independent local planning departments or agencies.

The Florida Retirement System

The Florida Retirement System (FRS) is a multi-employer, non-contributory pension plan providing retirement income and disability benefits to the more than 600,000 employees and 225,000 beneficiaries of its more than 800 state, county, municipal, and independent district public employers. The default choice in the FRS is a defined benefit, or percent of final pay pension arrangement, in which a final benefit is calculated on the basis of service, retirement class factor, and the average of the best five years' salary. Since 2001, the FRS has permitted employees to select a defined contribution alternative in which employees own and actively manage the contributions to their individual account. Both choices are accompanied by equivalent disability benefits for service and non-service related illness or injury. Retirees from either plan are also permitted to receive a contribution from a separate account to subsidize payment of health insurance premiums.

Fixed-Guideway Revenue Bonds

A "fixed-guide way transportation system" is a public transit system for transporting people by a conveyance, or a series of interconnected conveyances, specifically designed for travel on a stationary rail or other guide way. Section 215.615, F.S., authorizes FDOT or commuter rail authorities and regional transportation authorities to issue revenue bonds to fund fixed guide way projects. Each party is contractually liable for an equal, 50/50 share of the bond debt service. Projects must comply with FDOT's major capital investment policy guidelines, and must be included in the work program. The FDOT's share of debt service is payable from, and is limited to, a maximum of two percent of all state revenues deposited into the State Transportation Trust Fund (STTF). These debt service payments are part of the 15 percent of transportation revenues committed to public transportation projects pursuant to s. 206.46, F.S. The local share is payable from any available revenues other than revenues of FDOT. To date, the fixed-guide way revenue bond financing option has not been employed. FDOT is currently negotiating with local governmental entities and a private railroad company in Central Florida to develop a fixed-guide way commuter or light rail system. Bond counsel assisting FDOT with the financing component of the project has suggested changes to the existing s. 215.615, F.S.

Small Port Funding

In 2005, the Legislature created in s. 311.22, F.S., an additional ports funding program to help finance certain dredging improvements at small ports in counties with a population of less than 300,000 persons based on the last official United States Census and which met environmental permitting and other criteria, but which are not eligible for the existing FSTED funding. There are at least seven legislatively created port authorities in counties with less than 300,000 population: the Calhoun County Port Authority, the Carrabelle Port District, the Hernando County Port Authority, the Levy County Port Authority, the Manatee Port Authority, the Putnam County Port Authority, and the St. Lucie Port and Airport Authority. The FSTED Council was

directed to develop, by rule, procedures and criteria for evaluating project applications submitted for funding under the new program; the process is similar to that currently in place for the 14 deepwater ports. The grants may be used only to fund projects for dredging or deepening channels, turning basins, or harbors. Funding to provide a 50-percent state match has been made available the past two years in the General Appropriations Act proviso language, \$5.0 million in fiscal year 2005-06 and \$9.2 million in fiscal year 2006-07. However, FSTED indicates that the eligible small ports have had difficulty raising their share of the match due to unexpected increases in project costs, so the funds have reverted back to the State Transportation Trust Fund. The Senate 2007-08 Proposed Budget has earmarked \$5.0 million in seaport funding for small ports.

Youth Work Experience Program

Section 334.351, F.S., authorizes the FDOT to contract with public agencies and nonprofit organizations to perform work related to construction and maintenance of transportation-related facilities by youth enrolled in youth work experience programs. Contracts entered into under this section, are exempt from competitive bidding requirements and other contract provisions of chapters 287 and 337, F.S. The total dollar amount of contracts let by FDOT can not exceed the amount specially appropriated by the legislature each fiscal year for the youth work experience program.

The legislature created the youth work experience program with the intent of conserving state resources and providing an opportunity for disadvantaged youth to obtain training and work experience. FDOT provides contract management and oversight to ensure that the work performed by the nonprofit organizations is in compliance with the contract. Over the last year, a series of newspapers articles focused attention on the lack of accountability, and the level of training and personal development offered by nonprofit organizations to at-risk disadvantaged youth enrolled in the youth work experience program.

Bridge Replacement and Rehabilitation

Section 144(g), 23 United States Code, requires states expend not less than fifteen percent nor more than thirty-five percent of federal bridge replacement and rehabilitation funds on bridges located on local minor collector roads. Section 339.08, F.S., generally limits the expenditure of state funds off the State Highway System (SHS), except to match federal funds. This program notwithstanding, numerous local bridges throughout the state require improvements which are often beyond the financing capabilities of the responsible local governments. As a result, congestion increases on the local corridor due to restrictions or limitations caused by structural deficiencies or capacity constraints of the bridge. This congestion can place stress on adjacent SHS corridors as drivers seek alternative corridors for travel.

Transportation Regional Incentive Program

In 2005, SB 360 created s. 339.2819, F.S., to establish TRIP for the purpose of providing funds to improve regionally significant facilities in regional transportation areas. State funds are available throughout Florida to provide incentives for local governments and the private sector to help pay for critically needed projects that benefit regional travel and commerce. The FDOT will pay for 50 percent of project costs, however, matching funds for public transportation projects are limited to 50 percent of the nonfederal share of project costs.

Florida Turnpike Enterprise/Expressway Authority Traffic Enforcement

Under current law (s. 316.1001, F.S.), persons who use a toll facility without paying a toll (unless otherwise exempted) are guilty of a noncriminal traffic infraction, punishable as a moving violation. If the citation is not paid in a timely fashion, the matter is forwarded to the courts pursuant to ch. 318, F.S. Motorists found guilty by the courts are subject to a fine, payment of unpaid toll, court costs, and having points assessed against their driver's license.

The Florida Turnpike Enterprise and expressway authorities are reporting an increase in the numbers of motorists, particularly repeat offenders, speeding through toll plazas without paying tolls or without transponders. The Turnpike and the Tampa-Hillsborough County Expressway Authority reported at least \$16 million in lost toll revenues in FY 2004-2005, while the Orlando-Orange County Expressway Authority (OOCEA) reported a \$6 million loss. These agencies also reported spending more money last fiscal year to contact and litigate toll-plaza violators than they collected. The Turnpike reported spending more than \$2.5 million to collect \$721,362 in unpaid toll collections, while the OOCEA spent \$1.41 million to collect about \$412,000.

Most toll plazas are equipped with cameras used to photograph the license plates on vehicles illegally neglecting to pay tolls. Often these photographs are of little use to enforcement personnel because the plates have been purposely obscured or mutilated, or displayed upside down or out of the cameras' view range. Numerous websites and retailers sell sprays or other materials that, when applied to license tags, obscure them just enough to prevent clear photographs by the toll cameras.

Local Option Fuel Tax Bonds

Section 336.025, F.S., enables local governments to levy local fuel taxes of up to 11 cents per gallon of gasoline. A local government may pledge any of its revenues from the tax to repay state bonds issued on its behalf by the Division of Bond Finance at the State Board of Administration. However, local governments are prohibited from having bonds issued more than once per year.

Local Government Infrastructure Tax Bonds

Section 212.055(2), F.S., permits counties to levy a discretionary sales surtax of 0.5 or 1 percent to be distributed by the county to any municipalities within the county by interlocal agreement or statutory formula. Proceeds of the surtax may be expended by the county and any municipalities or school districts within the county for infrastructure and to acquire land for conservation or recreation. A school district, municipality, or county may pledge any revenues from the tax to repay state bonds issued on its behalf by the Division of Bond Finance at the State Board of Administration. However, local governments are prohibited from having bonds issued more than once per year.

Northwest Florida Transportation Corridor Authority

The NWFTCA was created by the Legislature in 2005 to improve mobility, traffic safety, and economic development along the U.S. 98 corridor stretching through Escambia, Santa Rosa, Walton, Okaloosa, Bay, Gulf, Franklin, and Wakulla counties. Another goal of the NFTCA is to identify and develop hurricane evacuation routes. The NFTCA is to adopt a master plan by July 1, 2007, which:

- identifies areas of the corridor where mobility, traffic safety, and efficient hurricane evacuation need to be improved;
- evaluates the economic development potential of the corridor and considers strategies to develop that potential;
- identifies methods of building partnerships with local governments, other state and federal entities, the private-sector business community, and the public in support of corridor improvements; and
- identifies projects that will accomplish these goals and objectives.

The NFTCA has numerous powers and responsibilities including the power:

- to build and maintain highways and other transportation facilities within the U.S. 98 corridor that will help meet its statutory goals;
- to issue revenue bonds, either on its own or through the state Division of Bond Finance;
- to set and collect tolls, fees, and other charges;
- acquire land by purchase, donation, or eminent domain;
- borrow money;
- to sue and be sued;
- enter into contracts, agreements, and partnerships;
- to enter into lease-purchase agreements with FDOT to manage the U.S. 98 Corridor System; and
- to enter into public-private partnerships to construct, operate, own, or finance transportation facilities that are part of the system.

The governing board is composed of a resident from each of the eight counties, to be appointed by the Governor to 4-year terms. The FDOT District 3 Secretary serves as an ex-officio, non-voting member.

Emerald Coast Bridge Authority

The Emerald Coast Bridge Authority was created in 2001 by the Legislature through a special act which changed the name of the then-existing Fort Walton Beach Area Bridge Authority and reduced the authority from seven to five members. The purpose for either authority was the same: planning, constructing, operating, and maintaining a bridge or bridges traversing Choctowhatchee Bay or Santa Rosa Sound, or both.

Electronic Toll Collection

Electronic Toll Collection (ETC) systems use vehicle-to-roadside communication technologies to perform an electronic monetary transaction between a vehicle passing through a toll station and the toll agency. ETC systems require onboard units (such as a transponder), vehicle detection and classification, as well as enforcement technologies. ETC equipment removes the need for manual collection of tolls at toll booths. ETC also allows transactions to be performed while vehicles travel at almost highway cruising speed. SunPass is an ETC system used by FDOT. Florida motorists may purchase a SunPass transponder which can be used electronically to pay tolls on Florida's toll roads and most toll bridges.

Public Private Partnerships (P³)

Section 348.0004(9), F.S., was created by the Legislature in 2004 to provide expressway authorities the ability to engage in public-private partnerships. The section provides:

- Expressway authorities may receive or solicit proposals and contract with private parties for the building, operation, ownership, or financing of transportation facilities if:
 - the project is in the public's best interest;
 - no state funds are required unless the project provides increased mobility on the State Highway System (SHS); and
 - no additional costs or service disruptions would be borne by the public.
- The cost of reviewing public-private project submissions is borne by the private entity.
- Any tolls or fares imposed by the private entity are subject to regulation by the expressway authority.
- P³ projects must comply with all applicable federal, state, and local laws, comprehensive plans, rules, policies, procedures, and standards, as well as any other conditions which the expressway authority determines to be in the public's interest;
- The expressway authorities may provide development and construction services, including eminent domain. Expressway authorities may pay all or part of the operating and maintenance costs or provide services for which it receives full or partial reimbursement.
- If an expressway authority receives an unsolicited proposal, the authority must publish weekly for two weeks, an invitation for competing proposals, which will be received for up to 60 days from the initial publication. Proposals will be ranked and the authority may negotiate with multiple proposers.
- Loans from the Toll Facilities Revolving Trust Fund may be made for P³ toll facilities.

Since the changes made in 2004 were placed in part I of ch. 348, F.S., some concern has been raised relative to the provisions' applicability to expressway authorities formed in parts II through X.

The Orlando-Orange County Expressway Authority's Small Business Program

Currently, the OOCEA has a program that seeks to encourage Orlando-area small-business owners to bid on certain components of expressway authority projects. In its eight years of existence, the "micro-contract" program has attracted more than 100 small companies to perform such tasks as erecting guard rails, installing landscaping, and striping toll roads. One of the benefits of the program to small businesses has been the waiver of a performance bond for project contracts of \$200,000 or less. This waiver is available to all state agencies (see s. 255.05, F.S.). Persons or entities awarded public contracts greater than \$200,000 must post a surety bond to guarantee the work will be performed to the state agency's specifications. Cost increases for transportation construction materials and labor in Florida have resulted in increased bid prices for these micro-contracts, according to the OOCEA staff. The OOCEA has proposed amending s. 348.754, F.S., which specifies the OOCEA's purposes and powers, to raise the \$200,000 threshold to \$500,000.

Contracts for County Road Projects

The basic process used by counties, to award contracts for road projects is described in s. 336.41, F.S. Each county is required to competitively bid transportation projects that are funded from the proceeds of the 80-percent portion of the surplus of the constitutional gas tax, except for emergency situations and projects not exceeding \$250,000 or 5 percent of the county's share of the 2-cents-gallon constitutional fuel tax, whichever is greater.

Transportation Concurrency

Local governments are required to use a systematic process to ensure new development does not occur unless adequate infrastructure is in place to support the growth. The requirement for public facilities and infrastructure to be available concurrent with new development is known as concurrency. Transportation concurrency uses a graded scale of roadway level of service (LOS) standards assigned to all public roads. The LOS standards are a proxy for the allowable level of congestion on a given road in a given area. Stringent standards (i.e., fewer vehicles allowed) are applied in rural areas and easier standards (i.e., more vehicles) are allowed in urban areas to help promote compact urban development. FDOT is responsible for establishing level-of-service standards on the highway component of the Strategic Intermodal System (SIS) and for developing guidelines to be used by local governments on other roads. Local governments, however, have broad discretion in the implementation of transportation concurrency because they designate the concurrency management strategies and exception areas within their boundaries, and control land use decisions within their jurisdictions.

In 2005, the Florida Legislature enacted SB 360 to provide a method for mitigating the impacts of development on transportation facilities through the cooperative efforts of the public and private sectors. This method, called proportionate fair-share, can be used by a local government to determine a developer's fair-share of costs to meet concurrency. The developer's fair-share may be combined with public funds to construct future improvements; however, the improvements must be part of a plan or program adopted by the local government or FDOT. If an improvement is not part of the local government's plan or program, the developer may still enter into a binding agreement at the local government's option provided:

- the proposed improvement satisfies the significant benefit test; or
- the local government plans for additional contributions or payments from other developers to fully mitigate transportation impacts in the area within 10 years.

Red Road, Miami-Dade County

Chapter 89-383, Laws of Florida, designated that portion of Red Road between S.W. 8th Street to S.W. 72nd Street in Miami as a state historic highway because it leads into Coral Gables Wayside Park, and the Central Miami Subdivision, one of the earliest examples of a planned community noted for its Mediterranean revival architecture. Development activities and major transportation improvements to Red Road is strictly prohibited, under the chapter law's provisions, in order to preserve its historic and cultural significance. The removal of any healthy tree which is not a safety hazard is prohibited, as are any alterations of the physical dimensions or location of Red Road, the adjacent property, and any part of the original entranceway to the park. The chapter law also specifically prohibits construction on or along Red Road of any new structure, "or any building, clearing, filling, or excavating on or along Red Road except for routine maintenance or work which is essential to the health, safety, or welfare of the

environment.” Finally, the chapter law requires that, prior to performing any work claimed to be essential to the health, safety, or welfare of the environment, including the removal of any healthy tree, Miami-Dade County must hold an advertised public meeting to present the findings of fact necessitating such work. In recent years certain sections of Red Road have deteriorated. Patching the potholes is ineffective and unattractive, and not in keeping with the neighborhood’s character.

Wall Murals

Chapter 479, F.S., governs billboards and other outdoor advertising signs. Advertising companies and other owners of outdoor signs must obtain and renew a license from FDOT. This chapter also specifies FDOT’s duties and authority as they relate to permitting, removing, and otherwise regulating outdoor advertising signs along the interstate highway system and the federal-aid primary highway system, which includes state roads.

Section 131 of Title 23, United States Code, governs the erection and maintenance of outdoor advertising signs, displays, and devices in areas adjacent to the Interstate system and the primary system. These provisions of federal law are commonly known as Title I of the Highway Beautification Act of 1965 (as amended). In 1972, the State of Florida and the United States Department of Transportation, acting through the Federal Highway Administrator, entered into an agreement regarding enforcement of regulations regarding outdoor advertising in areas adjacent to the interstate highway system and the federal-aid primary system. The FDOT is responsible for administering and enforcing the provisions of chapter 479 and the agreement between the state and the United States Department of Transportation relating to the size, lighting, and spacing of signs in accordance with the Highway Beautification Act of 1965. Since federal dollars are used to build and maintain these federal and state roads in Florida, FDOT must adhere to federal laws and regulations concerning outdoor advertising signs.

III. Effect of Proposed Changes:

Section 1 amends s. 112.061, F.S., to allow MPOs to establish per diem and travel reimbursement rates in the manner afforded to counties, district school boards, and special districts.

Sections 2 through 6 revise sections of ch. 121, F.S., to enable MPO employees to participate in the Florida Retirement System (FRS). Section 121.055, F.S., is amended to require the executive director or staff director of each MPO participating in the FRS to be a member of the Senior Management Service Class within the Florida Retirement System.

Section 7 allows any county or municipality with an identified transportation concurrency backlog to create a transportation concurrency backlog authority. The governing board of the county or municipality would comprise the authority’s membership and develop and implement a plan to eliminate all backlogs within its jurisdiction. The plan must identify all roads designated as failing to meet concurrency requirements and include a schedule for financing and construction to eliminate the backlog within 10 years of plan adoption. The plan is not subject to the twice-per-year restrictions on comprehensive plan amendments. To fund the plan’s implementation, each authority must collect and earmark, in a trust fund, tax increment funds equal to 25% of the difference between the ad valorem taxes collected in a given year and the ad

valorem taxes which would have been collected using the same rate in effect when the authority is created. Upon adoption of the transportation concurrency backlog plan, all backlogs within the jurisdiction are deemed financed and fully financially feasible for purposes of calculating transportation concurrency and a landowner may proceed with development (if all other requirements are met) and no proportionate share or impact fees for backlogs may be assessed. The authority is dissolved upon completion of all backlogs.

Section 8 amends s. 212.055, F.S., to remove the limitation preventing local governments from having bonds backed by local government infrastructure surtax revenues issued more frequently than once per year.

Section 9 amends s. 215.615, F.S., to delete the 50/50 state/local matching requirement for fixed-guide way revenue bonds. The proposed changes allow for various matching scenarios with an upward limit on FDOT's share being established at up to 50 percent of the eligible project costs. This would allow local authorities to contribute more local dollars when the State's available match is insufficient to finance 50 percent of the project.

Section 10 amends s. 311.22, F.S., to reduce the local match requirement from 50 percent to 25 percent of the costs for dredging or deepening new channels, or turning basins for eligible ports.

Section 11 amends s. 336.41, F.S., to increase the dollar threshold for county road and bridge projects that do not need to be competitively bid. The \$250,000 threshold is raised to \$400,000 or up to 5 percent of the county's 80-percent portion of the constitutional gas tax, whichever is greater.

Section 12 amends s. 316.605, F.S., relating to the placement of license plates on vehicles. No license plate may be mounted more than 60 inches higher nor less than 12 inches above the ground. A vehicle's license plate must be mounted no more than 24 inches to the right or left of the vehicle's centerline and must be readable from left to right.

Section 13 amends s. 316.650, F.S., to give motorists who use tolled highways without paying the required tolls the option to pay the tolling authority's fine and the unpaid toll, and the traffic citation is dropped and no points are assessed.

Section 14 amends s. 318.14, F.S., to specify motorists who use tolled highways without paying the required tolls can elect to pay the unpaid toll and the tolling authority's fine, or if not, have 45 days to either request a court hearing or to pay the specified fines.

Section 15 amends s. 318.18, F.S., to clarify the \$100 fine for each violation of s. 316.1001, F.S., is mandatory. If adjudication is withheld or a plea is entered prior to a court hearing, the minimum mandatory fine assessed per citation is \$100 plus the amount of the unpaid toll for each citation issued. The bill also provides for the distribution of fine proceeds and requires a 60-day suspension of a driver's license for motorists with 10 toll violations within a 36-month period.

Section 16 amends s. 320.061, F.S., making it unlawful to obscure a license plate by applying or attaching any item or material that interferes with the license plate's legibility or the ability to detect any feature on the license plate. Violation of this section is a second degree misdemeanor.

Section 17 amends s. 334.351, F.S., to add eligibility criteria for participation in the youth work experience program. Nonprofit organization organizations that perform work related to the construction and maintenance of transportation-related facilities by youths enrolled in youth work experience programs under this section must meet the following criteria:

- All participating youth must be certified by the youth organization as Florida residents and must possess a valid Florida drivers license or identification card.
- In awarding contracts the Department of Transportation shall consider the following criteria in selecting the nonprofit youth organizations to perform work on transportation-related facilities:
 - the number of participants receiving life management skills training;
 - the number of participants receiving high school diplomas or GEDs;
 - the number of participants receiving scholarships;
 - the number of participants receiving bonuses;
 - the number of participants that have secured full-time jobs; and
 - Other programs or services that support the development of disadvantaged youths.
- All nonprofit youth organizations shall provide an annual report to the department by January 1, that includes, but is not limited to, applicable performance as measured by the criteria listed above for the organization's most recently completed fiscal year.
- All nonprofit youth organizations shall submit to the department annually an independent audit of their financial records. Contract provisions must include authorization for the department to inspect the organization's financial and program records.

All nonprofit youth organizations must demonstrate participation in a peer assessment or review process, such as the National Association of Service and Conversation Corps "Excellence in Corps Operations".

Section 18 amends s. 336.025, F.S., to remove the limitation preventing local governments from having bonds backed by local option fuel tax revenues issued more frequently than once per year.

Section 19 amends s. 338.161, F.S., to allow the Florida Turnpike and other tolling agencies to enter into contracts with private or public entities for the purpose of using electronic toll collection devices (transponders) for parking fees. The bill allows for feasibility studies and legislative approval for additional transponder uses.

Section 20 amends s.339.08, F.S., to authorize the use of the State Transportation Trust Fund for the Enhanced Bridge Program created in s. 339.282, F.S.

Section 21 amends s. 339.175, F.S., to:

- Clarify the purpose of MPOs to include fostering economic growth and development.

- Establish the independence of MPOs, separate and distinct from any county, municipality, or other entity.
- Require the governing board of the MPO to designate a chair and vice chair from the board. An agency clerk, responsible for recording minutes and agency actions, must also be designated. The agency clerk may be a member of the governing board, an employee of the MPO, or other person.
- Specify the elected officials eligible for voting membership on the MPO must be from local government, excluding sheriffs, tax collectors, supervisors of elections, property appraisers, clerks of court, and other constitutional officers.
- Provide a process used to appoint alternate members to the MPO and non-voting representatives of major military installations.
- Require each MPO to have an executive or staff director who reports directly to the MPO governing board.
- Provide for the training of local elected officials regarding the transportation planning process for urbanized areas.
- Require a majority recorded roll call vote or show of hands to approve the LRTP, the TIP, and any amendments to these products.

Section 22 amends s. 339.2819, F.S., to remove the TRIP's funding limit of 50 percent of the non-federal share of public transportation projects. This change allows local governments to use certain federal funds in the local match requirement for eligible TRIP projects.

Section 23 creates a new section 339.282, F.S., to allow the value of a contribution of right-of-way for, or the construction of a transportation facility, by a developer or property owner to be applied toward any future transportation concurrency requirements under ch. 163, as long as the contribution or credit is established in a legally binding agreement.

Section 24 creates s. 339.285, F.S., establishing the Enhanced Bridge Program for Sustainable Transportation within FDOT, providing program criteria, and a funding mechanism to improve:

- Local bridges that are not on the SHS, and
- Highly congested roads on the SHS or local roads with high-cost bridges for the purpose of relieving congestion or providing an alternative corridor.

State matching funds may be used to fund up to 50 percent of project costs. The bill stipulates a minimum of 25 percent of funding available for the program shall be allocated for structurally deficient local bridges having a sufficiency rating of 35 or below and average daily traffic of at least 500 vehicles. The remaining percentage of the funding available for the program is to be allocated to reducing congestion on highly congested roads on the SHS or local corridors containing high-cost bridges. Eligible projects on these roads must:

- Improve congestion on constrained or backlogged corridors or provide congestion relief on an alternative corridor, and
- Involve a bridge project having an estimated cost of \$25 million or more.

Bridge projects on corridors connecting to the Strategic Intermodal System (SIS) identified as regionally significant in a regional transportation plan will be given highest preference.

Sections 25 and 26 amend s. 343.81, F.S., to restrict future membership on the NWFTCA to persons who do not hold elected office. The bill does not prohibit any member appointed prior to the effective date of this act from completing his or her current term, the prohibition shall only apply to members appointed after the effective date of this act, and existing members who are elected officials may be reappointed.

Section 27 amends s. 343.82, F.S., to specify, any special act notwithstanding, the NWFTCA shall be responsible for the planning, development, construction, operation, and maintenance of a bridge or bridges across Choctowhatchee Bay or Santa Rosa Sound or both. This would effectively empower the NWFTCA to subsume the responsibilities of the Emerald Coast Bridge Authority.

Sections 28 and 29 amend ss. 348.0004, and 348.0012, F.S., to clarify that any expressway authority, regardless of whether it was created in Part I of ch. 348, and any transportation, bridge, or toll authority may enter into public-private partnerships. The bill further clarifies the provisions of Part I of ch. 348, F.S., do not apply to expressway authorities created in other parts of the chapter, "except as expressly provided."

Section 30 creates a new subsection (6) of s. 348.754, F.S., authorizing the OOCEA to waive the requirements for payment and performance bonds (surety) on public construction projects of \$500,000 or less, when the project is awarded under the provisions of an economic development program for the encouragement of local small businesses. A criterion for participation in the program requires a participant be an independent business principally headquartered in the Orange County Standard Metropolitan Statistical Area, employing a maximum of 25 persons. Eligible businesses also must have gross annual construction sales averaging \$3 million or less over the previous three calendar years; be accepted into the OOCEA's economic-development program; and participate in the OOCEA technical assistance or other educational programs.

The OOCEA's procedures for waiving bonds on projects between \$200,000 and \$500,000 must provide bonds will only be set aside on projects set aside to be competitively bid on by participants in the development program. The executive director or deputy executive director determines whether specific construction projects are suitable for bidding under the micro contracts program, and waiver of the bond. The decision to waive the bond must be based on the executive director's investigation and conclusion that there exists "sufficient competition" so that the authority receives a "fair price" and does not undertake any "unusual risk" with respect to such project.

The waiver of surety does not affect the OOCEA's obligation to pay for services rendered. Any small business which has been the successful bidder on six micro-contracts is ineligible to continue participating in the program. The OOCEA is required to prepare a report on the program every two years and submit it to the Orange County legislative delegation, beginning December 31, 2010.

Section 31 conforms cross-references in s. 163.3177, F.S.

Section 32 conforms cross-references in s. 339.176, F.S.

Section 33 conforms cross-references in s. 341.828, F.S.

Section 34 revises s. 2 of ch. 89-383, Laws of Florida, to allow not only routine maintenance of Red Road, but also alterations, modifications, or improvements to it, and to the adjacent right-of-way for the purpose of enhancing motorists' safety and pedestrian use of the road. Increasing the number of traffic lanes is expressly prohibited.

Section 35 amends s. 479.01, F.S., to define the term "wall mural."

Section 36 creates s. 479.156, F.S., to provide guidelines for regulating wall murals. Provisions would:

- Authorize a municipality or county to permit wall murals within areas designated by such government.
- If permitted, any wall mural within 660 feet of the nearest edge of the right-of-way within an area adjacent to the interstate highway system or the federal-aid-primary highway system must be located in an area that is zoned for industrial or commercial use. Additionally, the local government must establish and enforce regulations for such area that, at a minimum, set criteria for size, lighting, and spacing. These criteria must be consistent with the intent of the Highway Beautification Act of 1965.

Any wall mural subject to local government regulation and the Highway Beautification Act of 1965 must be approved by the FDOT and Federal Highway Administration. These murals must not violate the agreement between the state and United States Department of Transportation under s. 479.02(1), F.S.

Section 37 provides the bill shall take effect July 1, 2007.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

Business firms meeting the requirements of the OOCEA's economic-development program may benefit from enhanced opportunities to contract with the OOCEA, as detailed in Section ?.

C. Government Sector Impact:

The provisions relating to the Florida Retirement System will result in negligible fiscal impacts to the pension plan. The incidence of financial effects on the senior management changes will be borne by the respective public employer.

The OOCEA may benefit from increased competition in certain projects. However, the OOCEA may take on additional risk by not having the protection of the payment and performance bonds.

The amendment of s. 316.650, F.S., alters the methods by which the collection of fines from traffic citations are recognized. Because there is a minimum fine of \$50 there may a greater incentive for the cited party to challenge its issuance. This could create additional workload and, to the extent that the challenge to the issuance of the citation is successful, collections and set-off to named trust funds may be reduced.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Summary of Amendments:

None.

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