## CHAMBER ACTION

The Committee on Transportation recommends the following:

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## Committee Substitute

Remove the entire bill and insert:

A bill to be entitled

An act relating to transportation; amending s. 20.23, F.S.; authorizing the secretary of the Department of Transportation to appoint an additional assistant secretary and deputy assistant secretaries or directors; revising the organization of the department to specify areas of program responsibility; authorizing the secretary to reorganize offices within the department in consultation with the Executive Office of the Governor; amending s. 95.361, F.S.; providing that certain filed claims shall not affect rights of certain utilities; amending s. 110.205, F.S.; conforming provisions relating to career service to changes made by the act; amending s. 334.30, F.S.; revising provisions for public-private construction of transportation facilities; providing procedures for requests for proposals and receipt of unsolicited proposals by the department; providing for use of certain funds under described conditions; amending s. 337.401, F.S.; exempting certain electric utilities from

the application of certain permit-delegation agreements between the department and other governmental entities; amending s. 348.0004, F.S.; revising purposes and powers of expressway authorities; providing legislative declaration of public need; removing an obsolete provision related to expressway authorities entering into publicprivate transportation partnerships; providing for expressway authorities to enter into partnerships with private entities; providing procedures for requests for proposals and receipt of unsolicited proposals; authorizing expressway authorities to adopt rules concerning public-private partnerships; specifying public notice requirements; providing criteria for project approval; requiring certain costs be borne by the private entity; authorizing the department to loan funds from the Toll Facilities Revolving Loan Trust Fund under certain conditions; authorizing public-private entities to impose tolls; providing for regulation of the amount and use of the tolls by the expressway authority; specifying project requirements; authorizing the expressway authority to facilitate partnership projects; providing legislative intent concerning existing laws and powers of expressway authorities; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:

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Section 1. Paragraph (d) of subsection (1), subsection (3), and paragraph (b) of subsection (4) of section 20.23, Florida Statutes, are amended to read:

20.23 Department of Transportation.--There is created a Department of Transportation which shall be a decentralized agency.

(1)

- (d) The secretary <u>may</u> shall appoint <u>up to three</u> two assistant secretaries who shall be directly responsible to the secretary and who shall perform such duties as are assigned by the secretary. The secretary may delegate to any assistant secretary the authority to act in the absence of the secretary.
- (3)(a) The central office shall establish departmental policies, rules, procedures, and standards and shall monitor the implementation of such policies, rules, procedures, and standards in order to ensure uniform compliance and quality performance by the districts and central office units that implement transportation programs. Major transportation policy initiatives or revisions shall be submitted to the commission for review.
- (b) The secretary shall appoint an Assistant Secretary for Transportation Development and Operations and an Assistant Secretary for Transportation Support.
- (b)(e) The secretary may appoint positions at the level of deputy assistant secretary or director which the secretary deems necessary to accomplish the mission and goals of the department, including, but not limited to, the areas of program responsibility provided in this paragraph following offices are

78 established and shall be headed by a manager, each of whom shall 79 be appointed by and serve at the pleasure of the secretary. The 80 secretary may combine, separate, or abolish offices as needed in 81 consultation with the Executive Office of the Governor. The 82 department's areas of program responsibility include, but are 83 not limited to positions shall be classified at a level equal to a division director: 84 85 1. The Office of Administration.÷ 86 The Office of Planning. and Environmental Management; 87 Public transportation. The Office of Design. + 88 89 The Office of Highway operations. 5.<del>4.</del> 6.5. The Office of Right-of-way. 90 91 7.6. The Office of Toll operations. 92 8.<del>7.</del> The Office of Information systems.÷ 93 9.8. The Office of Motor carrier compliance.÷ 94 10.9. The Office of Management and budget. 11.<del>10.</del> The Office of Comptroller.÷ 95 96 12.<del>11.</del> The Office of Construction.÷ 97 13.12. The Office of Maintenance.; and 14.<del>13.</del> The Office of Materials. 98 99 (c) (d) Other offices may be established in accordance with s. 20.04(7). The heads of such offices are exempt from part II 100 101 of chapter 110. No office or organization shall be created at a 102 level equal to or higher than a division without specific 103 <del>legislative authority.</del>

(d)(e) The secretary shall appoint an inspector general pursuant to s. 20.055 who shall be directly responsible to the secretary and shall serve at the pleasure of the secretary.

- (e)(f) The secretary shall appoint a general counsel who shall be directly responsible to the secretary. The general counsel is responsible for all legal matters of the department. The department may employ as many attorneys as it deems necessary to advise and represent the department in all transportation matters.
- (g) The secretary shall appoint a state transportation development administrator. This position shall be classified at a level equal to a deputy assistant secretary.
- (h) The secretary shall appoint a state transportation operations administrator. This position shall be classified at a level equal to a deputy assistant secretary.
- (i) The secretary shall appoint a state public transportation and modal administrator. This position shall be classified at a level equal to a deputy assistant secretary.

(4)

district directors director for transportation development, a district director for transportation operations, and a district director for transportation operations, and a district director for transportation support or, until July 1, 2005, each district secretary may appoint up to four a district directors director for planning and programming, a district director for production, a district director for operations, and a district director for administration. These positions are exempt from part II of chapter 110.

Section 2. Section 95.361, Florida Statutes, is amended to read:

95.361 Roads presumed to be dedicated.--

- (1) When a road, constructed by a county, a municipality, or the Department of Transportation, has been maintained or repaired continuously and uninterruptedly for 4 years by the county, municipality, or the Department of Transportation, jointly or severally, the road shall be deemed to be dedicated to the public to the extent in width that has been actually maintained for the prescribed period, whether or not the road has been formally established as a public highway. The dedication shall vest all right, title, easement, and appurtenances in and to the road in:
  - (a) The county, if it is a county road;
- (b) The municipality, if it is a municipal street or road; or
- (c) The state, if it is a road in the State Highway System or State Park Road System,
- whether or not there is a record of a conveyance, dedication, or appropriation to the public use.
- (2) In those instances where a road has been constructed by a nongovernmental entity, or where the road was not constructed by the entity currently maintaining or repairing it, or where it cannot be determined who constructed the road, and when such road has been regularly maintained or repaired for the immediate past 7 years by a county, a municipality, or the Department of Transportation, whether jointly or severally, such

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road shall be deemed to be dedicated to the public to the extent of the width that actually has been maintained or repaired for the prescribed period, whether or not the road has been formally established as a public highway. This subsection shall not apply to an electric utility, as defined in s. 366.02(2). The dedication shall vest all rights, title, easement, and appurtenances in and to the road in:

- (a) The county, if it is a county road;
- (b) The municipality, if it is a municipal street or road; or
- (c) The state, if it is a road in the State Highway System or State Park Road System, whether or not there is a record of conveyance, dedication, or appropriation to the public use.
- (3) The filing of a map in the office of the clerk of the circuit court of the county where the road is located showing the lands and reciting on it that the road has vested in the state, a county, or a municipality in accordance with subsection (1) or subsection (2) or by any other means of acquisition, duly certified by:
- (a) The secretary of the Department of Transportation, or the secretary's designee, if the road is a road in the State Highway System or State Park Road System;
- (b) The chair and clerk of the board of county commissioners of the county, if the road is a county road; or
- (c) The mayor and clerk of the municipality, if the road is a municipal road or street,

shall be prima facie evidence of ownership of the land by the state, county, or municipality, as the case may be.

- (4) Any person, firm, corporation, or entity having or claiming any interest in and to any of the property affected by subsection (2) shall have and is hereby allowed a period of 1 year after the effective date of this subsection, or a period of 7 years after the initial date of regular maintenance or repair of the road, whichever period is greater, to file a claim in equity or with a court of law against the particular governing authority assuming jurisdiction over such property to cause a cessation of the maintenance and occupation of the property. Such timely filed and adjudicated claim shall prevent the dedication of the road to the public pursuant to subsection (2).
- (5) Nothing in this section shall negate or affect the rights of a public utility with facilities on the property affected by this section.
- Section 3. Paragraphs (j) and (m) of subsection (2) of section 110.205, Florida Statutes, are amended to read:
  - 110.205 Career service; exemptions.--
- (2) EXEMPT POSITIONS.--The exempt positions that are not covered by this part include the following:
- (j) The appointed secretaries, assistant secretaries, deputy secretaries, and deputy assistant secretaries of all departments; the executive directors, assistant executive directors, deputy executive directors, and deputy assistant executive directors of all departments; the directors of all divisions and those positions determined by the department to have managerial responsibilities comparable to such positions,

which positions include, but are not limited to, program directors, assistant program directors, district administrators, deputy district administrators, the Director of Central Operations Services of the Department of Children and Family Services, the State Transportation Development Administrator, State Public Transportation and Modal Administrator, district secretaries, district directors of transportation development, transportation operations, transportation support, and the managers of the offices specified in <a href="mailto:s.20.23(3)(b)/20.23(3)(c)">s.20.23(3)(c)</a>, of the Department of Transportation. Unless otherwise fixed by law, the department shall set the salary and benefits of these positions in accordance with the rules of the Senior Management Service; and the county health department directors and county health department administrators of the Department of Health.

- (m) All assistant division director, deputy division director, and bureau chief positions in any department, and those positions determined by the department to have managerial responsibilities comparable to such positions, which positions include, but are not limited to:
- 1. Positions in the Department of Health and the Department of Children and Family Services that are assigned primary duties of serving as the superintendent or assistant superintendent of an institution.
- 2. Positions in the Department of Corrections that are assigned primary duties of serving as the warden, assistant warden, colonel, or major of an institution or that are assigned

primary duties of serving as the circuit administrator or deputy circuit administrator.

- 3. Positions in the Department of Transportation that are assigned primary duties of serving as regional toll managers and managers of offices as defined in  $\underline{s.\ 20.23(3)(b)}\ \underline{s.\ 20.23(3)(c)}$  and (4)(d), and captains and majors of the Office of Motor Carrier Compliance.
- 4. Positions in the Department of Environmental Protection that are assigned the duty of an Environmental Administrator or program administrator.
- 5. Positions in the Department of Health that are assigned the duties of Environmental Administrator, Assistant County Health Department Director, and County Health Department Financial Administrator.

Unless otherwise fixed by law, the department shall set the salary and benefits of the positions listed in this paragraph in accordance with the rules established for the Selected Exempt Service.

Section 4. Section 334.30, Florida Statutes, is amended to read:

334.30 <u>Public-private</u> <u>Private</u> transportation facilities.—
The Legislature hereby finds and declares that there is a public need for rapid construction of safe and efficient transportation facilities for the purpose of travel within the state, and that it is in the public's interest to provide for the construction of additional safe, convenient, and economical transportation facilities.

with legislative approval by a separate bill for each facility, enter into agreements with private entities, or consortia thereof, for the building, operation, ownership, or financing of transportation facilities. The department may adopt rules pursuant to ss. 120.536(1) and 120.54 to implement this section and shall by rule establish an application fee for the submission of proposals under this section. The fee must be sufficient to pay the costs of evaluating the proposals. The department may engage the services of private consultants to assist in the evaluation. Before seeking legislative approval, the department must determine that the proposed project:

(a) Is in the public's best interest;

- (b) Would not require state funds to be used unless the project is on the State Highway System there is an overriding state interest; and
- (c) Would have adequate safeguards in place to ensure that no additional costs or service disruptions would be realized by the traveling public and citizens of the state in the event of default or cancellation of the agreement by the department.

The department shall ensure that all reasonable costs to the state and substantially affected local governments and utilities, related to the private transportation facilities that are not part of the State Highway System facility, are borne by the private entity. The department shall also ensure that all reasonable costs to the state and substantially affected local governments and utilities, related to the private transportation

facility, are borne by the private entity for transportation facilities that are owned by private entities. For projects on the State Highway System, the department may use state resources to participate in funding and financing the project as provided for under the department's enabling legislation.

- (2) Agreements entered into pursuant to this section may authorize the private entity to impose tolls or fares for the use of the facility. However, the amount and use of toll or fare revenues may be regulated by the department to avoid unreasonable costs to users of the facility.
- (3) Each private transportation facility constructed pursuant to this section shall comply with all requirements of federal, state, and local laws; state, regional, and local comprehensive plans; department rules, policies, procedures, and standards for transportation facilities; and any other conditions which the department determines to be in the public's best interest.
- (4) The department may exercise any power possessed by it, including eminent domain, with respect to the development and construction of state transportation projects to facilitate the development and construction of transportation projects pursuant to this section. The department may provide services to the private entity. Agreements for maintenance, law enforcement, and other services entered into pursuant to this section shall provide for full reimbursement for services rendered for projects not on the State Highway System.
- (5) Except as herein provided, the provisions of this section are not intended to amend existing laws by granting

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additional powers to, or further restricting, local governmental entities from regulating and entering into cooperative arrangements with the private sector for the planning, construction, and operation of transportation facilities.

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The department may request proposals from private entities for public-private transportation projects or, if the department receives an unsolicited proposal, the department shall publish a notice in the Florida Administrative Weekly and a newspaper of general circulation at least once a week for 2 weeks stating that the department has received the proposal and will accept, for 60 days after the initial date of publication, other proposals for the same project purpose. A copy of the notice must be mailed to each local government in the affected area. The department shall employ the provisions of ss. 812.081 and 815.045, as required and as appropriate to ensure a fair, competitive process during the public notification period. After the public notification period has expired, the department shall rank the proposals in order of preference. In ranking the proposals, the department may consider factors including, but not limited to, professional qualifications, general business terms, innovative engineering or cost-reduction terms, finance plans, and the need for state funds to deliver the project. If the department is not satisfied with the results of the negotiations, the department may, at its sole discretion, terminate negotiations with the proposer. If these negotiations are unsuccessful, the department may go to the second-ranked and lower-ranked firms, in order, using this same procedure. If only one proposal is received, the department may negotiate in good

faith and, if the department is not satisfied with the results of the negotiations, the department may, at its sole discretion, terminate negotiations with the proposer. Notwithstanding this subsection, the department may, at its discretion, reject all proposals at any point in the process up to completion of a contract with the proposer.

- (7) The department may lend funds from the Toll Facilities Revolving Trust Fund as outlined in s. 338.251 or from the State Infrastructure Bank as provided in s. 215.617 to private entities that construct projects on the State Highway System containing toll facilities that are approved under this section. To be eligible, a private entity must comply with s. 338.251 and must provide an indication from a nationally recognized rating agency that the senior bonds for the project will be investment grade or provide credit support, such as a letter of credit or other means acceptable to the department, to ensure that the loans will be fully repaid. The state's liability for funding of a facility is limited to the amount approved for that specific facility in the department's 5-year work program adopted pursuant to s. 339.135.
- (8)(6) A fixed-guideway transportation system authorized by the department to be wholly or partially within the department's right-of-way pursuant to a lease granted under s. 337.251 may operate at any safe speed.
- Section 5. Subsection (1) of section 337.401, Florida Statutes, is amended to read:
- 380 337.401 Use of right-of-way for utilities subject to regulation; permit; fees.--

The department and local governmental entities, referred to in ss. 337.401-337.404 as the "authority," that have jurisdiction and control of public roads or publicly owned rail corridors are authorized to prescribe and enforce reasonable rules or regulations with reference to the placing and maintaining along, across, or on any road or publicly owned rail corridors under their respective jurisdictions any electric transmission, telephone, telegraph, or other communications services lines; pole lines; poles; railways; ditches; sewers; water, heat, or gas mains; pipelines; fences; gasoline tanks and pumps; or other structures hereinafter referred to as the "utility." The department may enter into a permit-delegation agreement with a governmental entity if issuance of a permit is based on requirements that the department finds will ensure the safety and integrity of facilities of the Department of Transportation; however, such permit-delegation agreement shall not apply to facilities of electric utilities as defined in s. 366.02(2).

Section 6. Paragraph (m) of subsection (2) of section 348.0004, Florida Statutes, is amended, and subsection (9) is added to said section, to read:

348.0004 Purposes and powers.--

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- (2) Each authority may exercise all powers necessary, appurtenant, convenient, or incidental to the carrying out of its purposes, including, but not limited to, the following rights and powers:
- (m) An expressway authority in any county as defined in s. 125.011(1) may consider any unsolicited proposals from private

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entities and all factors it deems important in evaluating such proposals. Such an expressway authority shall adopt rules or policies in compliance with s. 334.30 for the receipt, evaluation, and consideration of such proposals in order to enter into agreements for the planning design, engineering, construction, operation, ownership, or financing of additional expressways in that county. Such rules must require substantially similar technical information as is required by rule 14-107.0011(3)(a)-(e), Florida Administrative Code. In accepting a proposal and entering into such an agreement, the expressway authority and the private entity shall for all purposes be deemed to have complied with chapters 255 and 287. Similar proposals shall be reviewed and acted on by the authority in the order in which they were received. An additional expressway may not be constructed under this section without the prior express written consent of the board of county commissioners of each county located within the geographical boundaries of the authority. The powers granted by this section are in addition to all other powers of the authority granted by this chapter.

(9) The Legislature declares that there is a public need for rapid construction of safe and efficient transportation facilities for travel within the state and that it is in the public interest to provide for public-private partnership agreements to effectuate the construction of additional safe, convenient, and economical transportation facilities.

(a) Any expressway authority may receive or solicit proposals and enter into agreements with private entities, or consortia thereof, for the building, operation, ownership, or financing of expressway authority transportation facilities or new transportation facilities within the jurisdiction of the expressway authority. An expressway authority is authorized to adopt rules pursuant to ss. 120.536(1) and 120.54 to implement this subsection and shall, by rule, establish an application fee for the submission of unsolicited proposals under this subsection. The fee must be sufficient to pay the costs of evaluating the proposals. An expressway authority may engage private consultants to assist in the evaluation. Before approval, an expressway authority must determine that a proposed project:

1. Is in the public's best interest.

- 2. Would not require state funds to be used unless the project is on or provides increased mobility on the State

  Highway System.
- 3. Would have adequate safeguards to ensure that no additional costs or service disruptions would be realized by the traveling public and citizens of the state in the event of default or the cancellation of the agreement by the expressway authority.
- (b) The expressway authority shall ensure that all reasonable costs to the state, related to transportation facilities that are not part of the State Highway System, are borne by the private entity. The expressway authority shall also ensure that all reasonable costs to the state and substantially

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transportation facility, are borne by the private entity for transportation facilities that are owned by private entities.

For projects on the State Highway System, the department may use state resources to participate in funding and financing the project as provided for under the department's enabling legislation.

(c) The expressway authority may request proposals for public-private transportation projects or, if it receives an unsolicited proposal, it must publish a notice in the Florida Administrative Weekly and a newspaper of general circulation in the county in which it is located at least once a week for 2 weeks stating that it has received the proposal and will accept, for 60 days after the initial date of publication, other proposals for the same project purpose. A copy of the notice must be mailed to each local government in the affected areas. The expressway authority shall employ the provisions of ss. 812.081 and 815.045 as required and as appropriate to ensure a fair, competitive process during the public notification period. After the public notification period has expired, the expressway authority shall rank the proposals in order of preference. In ranking the proposals, the expressway authority shall consider professional qualifications, general business terms, innovative engineering or cost-reduction terms, finance plans, and the need for state funds to deliver the proposal. If the expressway authority is not satisfied with the results of the negotiations, it may, at its sole discretion, terminate negotiations with the proposer. If these negotiations are unsuccessful, the expressway

authority may go the second and lower-ranked firms, in order, using the same procedure. If only one proposal is received, the expressway authority may negotiate in good faith and, if it is not satisfied with the results, it may, at its sole discretion, terminate negotiations with the proposer. Notwithstanding this paragraph, the expressway authority may, at its discretion, reject all proposals at any point in the process up to completion of a contract with the proposer.

- (d) The department may lend funds from the Toll Facilities Revolving Trust Fund, as outlined in s. 338.251, to public-private partnerships. To be eligible, a private entity must comply with s. 338.251 and must provide an indication from a nationally recognized rating agency that the senior bonds for the project will be investment grade or provide credit support, such as a letter of credit or other means acceptable to the department, to ensure that the loans will be fully repaid.
- (e) Agreements entered into pursuant to this subsection may authorize the public-private entity to impose tolls or fares for the use of the facility; however, the amount and use of toll or fare revenues may be regulated by the expressway authority to avoid unreasonable costs to users of the facility.
- (f) Each public-private transportation facility constructed pursuant to this subsection shall comply with all requirements of federal, state, and local laws; state, regional, and local comprehensive plans; the expressway authority's rules, policies, procedures, and standards for transportation facilities; and any other conditions that the expressway authority determines to be in the public's best interest.

(g) An expressway authority may exercise any power possessed by it, including eminent domain, to facilitate the development and construction of transportation projects pursuant to this subsection. An expressway authority may pay all or part of the cost of operating and maintaining the facility or may provide services to the private entity for which it receives full or partial reimbursement for services rendered.

- (h) Except as otherwise provided in this subsection, this subsection is not intended to amend existing laws by granting additional powers to governmental entities for or further restrict governmental entities from regulating transportation facilities and entering into cooperative arrangements with the private sector for the planning, construction, and operation of transportation facilities.
- Section 7. This act shall take effect upon becoming a law.