

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

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

Prepared By: The Professional Staff of the Transportation Committee

BILL: CS/SB 560

INTRODUCER: Transportation Committee and Senator Wise

SUBJECT: Sale of Advertising

DATE: March 29, 2011      REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Eichin	Spalla	TR	Fav/CS
2.			CM	
3.			BC	
4.				
5.				
6.				

**Please see Section VIII. for Additional Information:**

- |                              |                                     |   |
|------------------------------|-------------------------------------|---|
| A. COMMITTEE SUBSTITUTE..... | <input checked="" type="checkbox"/> | Statement of Substantial Changes        |
| B. AMENDMENTS.....           | <input type="checkbox"/>            | Technical amendments were recommended   |
|                              | <input type="checkbox"/>            | Amendments were recommended             |
|                              | <input type="checkbox"/>            | Significant amendments were recommended |

**I. Summary:**

This committee substitute (bill), the “John Anthony Wilson Bicycle Safety Act of 2011,” authorizes the Department of Environmental Protection (department) to enter into agreements with not-for-profit or private sector entities which agreements would allow those entities to advertise on state-owned greenway and trail facilities in the form of naming rights and commercial displays. The bill contains restrictions or approval on placement, size, term, content, materials, and construction. It describes how proceeds from the agreements are to be distributed and it gives rulemaking authority to the department to implement or interpret the bill.

This bill creates s. 260.014, F.S.

**II. Present Situation:**

Florida Greenways and Trails

The 1979 Legislature enacted ch. 79-110, Laws of Florida, entitled the "Florida Recreational Trails Act of 1979." The purpose of the Act was to provide for a network of recreational and scenic trails to be used for hiking, biking, horseback riding, canoeing, and jogging, which trails

were to be designated as the “Florida Recreational Trails System.” The department (formerly the Department of Natural Resources) was encouraged to use areas within or connecting state parks and forests, national parks and forests, local parks, public rights-of-way, and existing trails.

In 1983, the Florida Trail was designated as the Florida National Scenic Trail, and today, it is a 1500 mile trail, including both National Scenic Trail certified and non-certified miles, which stretches from the Panhandle of Florida to the Big Cypress National Preserve.<sup>1</sup> Portions of the trail are components of the Florida Greenways and Trails program, the successor to the Recreational Trails System.

In 1987, the Florida Rails-to-Trails program at the department was created to provide an emphasis on the acquisition and development of abandoned railroad corridors for use as public recreational trails, and to contribute to the preservation of wildlife habitat. Many railroad lines run along river corridors and coastal plains, areas with the most scenic views and productive habitat. Until 1990, the program depended on annual legislative appropriations, but the creation of the Preservation 2000 (P2000) program changed that. The P2000 program was created as a 10-year, \$3 billion bond program to acquire environmentally sensitive lands for conservation, protection, restoration and preservation purposes. The Rails-to-Trails program was provided with \$3.9 million a year in funding under P2000 through 1996.

In 1996, the Florida Legislature enacted ch. 96-389, Laws of Florida, which renamed the Recreational Trails System Act as the Florida Greenways and Trails Act, and provided for a statewide system of greenways and trails for recreational and conservation purposes and uses. Greenways were defined to be "linear open spaces established along either a natural corridor, such as a riverfront, stream valley, or ridgeline, or over land along a railroad right-of-way converted to recreational use..." and trails were defined to mean "linear corridors and any adjacent support parcels on land or water providing public access for recreation or authorized alternative modes of transportation." P2000 funding for Rails-to-Trails was extended through 2000, and was succeeded by funding from the Florida Forever program, as well as other state and federal funding and grant programs.

In 2005, the Florida Legislature enacted ch. 2005-87 to recognize the Florida National Scenic Trail (Trail) as Florida's official statewide non-motorized trail from the Florida Panhandle to the Everglades and the Florida Keys. It further recognized the federal government's major contributions and the efforts of private landowners, state government and non-profit entities in establishing the Trail. Private landowners were encouraged to continue to allow the use of private property for Trail purposes through incentives and liability protection.

The Office of Greenways & Trails (OGT) within DEP provides statewide leadership and coordination to establish, expand and promote Florida's Statewide System of Greenways and Trails. It manages trails and other lands as key components of the Florida greenways and trails system and it partners with nearly 30 communities that manage state acquired greenways and trails through sublease agreements. OGT manages a multi-million dollar capital budget consisting of federal Transportation Enhancement grants and fixed capital funds for the

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<sup>1</sup>Florida Trail Association, Hike Florida on Florida's Own National Scenic Trail, available at <http://www.floridatrail.org>. Last visited March 25, 2011.

development of trails and facilities on state managed properties.<sup>2</sup> OGT coordinates with and provides assistance to local governments, developers, state and federal agencies, private landowners, and other interested citizens/advocates regarding the acquisition, designation, establishment and management of greenways and trails projects. OGT works to expand the statewide network through a 1.5% annual allocation of Florida Forever funding for acquisition of trails. OGT administers the Recreational Trails Program (RTP), a federally funded competitive grant program providing financial assistance to local communities for the development of trails. Since inception, RTP has assisted communities in 42 Florida counties to establish and expand trails.

#### Florida Trail Association

The Florida Trail Association is a private, non-profit volunteer organization founded in 1966 whose mission is to develop, maintain, promote, and protect a continuous hiking trail that runs the length of the state, as well as the loop and side trails throughout the state.<sup>3</sup>

#### Advertising

Sections 337.407 and 479.11(8), F.S., prohibit advertising signs from being placed in the right-of-way of any road on the interstate highway system, the federal-aid primary highway system, the State Highway System, or the State Park Road System.

Section 260.016, F.S., sets forth general powers that DEP may use in managing and overseeing the Florida Greenways and Trails System. These powers include charging user fees or rentals but do not specifically authorize DEP to sell naming rights or allow commercial displays.

### **III. Effect of Proposed Changes:**

The bill creates s. 260.144, F.S., to authorize the department to enter into concession agreements which allow not-for-profit or private sector businesses or entities the right to advertise on state-owned property. The bill provides that the department may enter concession agreements for naming rights or the display of commercial advertising on certain state-owned greenway and trail facilities or property subject to the following restrictions:

- Placement of signage or displays shall be only at trailheads, trail intersections, directional or distance markers, interpretive exhibits, and parking areas.
- Size shall be limited to 16 square feet at trailheads and parking areas and 4 square feet at all other areas.
- Any concession agreement must be for a minimum one year term unless extended by a multiyear agreement and any agreement under this section may be terminated by the department at its discretion.
- The name or display must be approved by the department before installation.
- Materials and construction for signage must meet standards which are to be set by the department.
- All costs from development to removal must be borne by the concessionaire.

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<sup>2</sup>Greenways and Trails, Florida Department of Environmental Protection, available at <http://www.dep.state.fl.us/gwt>. Last visited March 25, 2011.

<sup>3</sup>Florida Trail Association, Hike Florida on Florida's Own National Scenic Trail, available at <http://www.floridatrail.org>. Last visited March 25, 2011.

The bill specifies that the naming rights and commercial displays contemplated by the concession agreements are for public relations or advertising purposes for the concessionaires, and as such, are not to be construed as having any relationship with the department other than as set forth in the terms of the concession agreements.

Proceeds from the concession agreements are to be distributed as follows:

- 90% to the appropriate department trust fund used for the management and operation of state greenway or trail facilities and properties.
- 10%, prorated by population, to district school boards to be used only for its bicycle education program or Safe Route to Schools program. The share of a district that doesn't have such programs shall be deposited into the appropriate department trust fund.

The bill authorizes the department to adopt rules to implement or interpret this section.

The bill provides that this act shall take effect July 1, 2011.

**Other Potential Implications:**

The bill introduces a potential conflict with existing state and federal law.

***Signs Prohibited on Right-of-Way***

Sections 337.407 and 479.11(8), F.S., prohibit advertising signs from being placed in the right-of-way of any road on the interstate highway system, the federal-aid primary highway system, the State Highway System, or the State Park Road System.

Sign placement permitted by the bill could potentially conflict with these provisions.

**IV. Constitutional Issues:**

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. Other Constitutional Issues:

The bill requires the approval of the department prior to the installation of naming signage or an advertising display. It is not clear whether the intent of this language is to provide authority to regulate the content of a message communicated by a display or simply whether the signage meets material and construction standards. Regardless, the

provision may give rise to claims based on alleged interference with constitutionally protected free speech. Further, the language could be argued to vest absolute discretion in the department to decide appropriate content, the exercise of which can be expected to result in litigation challenging the constitutionality of the law either on the face of the law or as it is applied by the department.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Indeterminate.

C. Government Sector Impact:

The Revenue Estimating Conference has not considered this bill yet and, accordingly, the amount of revenue that might be realized due to this bill is not known at this time.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Additional Information:**

A. Committee Substitute – Statement of Substantial Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Transportation on March 29, 2011:**

The CS removes language authorizing advertising on state owned transportation property under regulation by the Office of Tourism, Trade, and economic Development and replaces it with language authorizing advertising on state greenway and trail facilities or properties under regulation by DEP. It sets forth standards and restrictions that the advertising must meet, including approval by DEP. It gives DEP rulemaking authority to implement the bill and directs how the proceeds from the sale of advertising are to be distributed.

B. Amendments:

None.