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By the Committees on Community Affairs; and Education; and Senator Latvala

578-03196-14 2014900c2 A bill to be entitled

An act relating to public-private partnerships; creating s. 1013.505, F.S.; defining terms; providing legislative findings and intent; authorizing formation of a public-private partnership between a state university or direct-support organization and a private entity; establishing procedures and requirements for the receipt, solicitation, and evaluation of proposals received by a state university board of trustees or direct-support organization; authorizing the Board of Governors to establish a fee for unsolicited proposal submissions; requiring a board of trustees or direct-support organization to conduct an analysis before entering a comprehensive agreement; specifying analysis requirements; requiring approval of comprehensive agreements by the Board of Governors; requiring additional approval by the Governor and Cabinet for certain comprehensive agreements; requiring a state university to provide a summary of a proposal to the Board of Governors, the Governor, Cabinet officers, and the Legislature; specifying summary requirements; prohibiting a board of trustees or direct-support organization from proceeding with a comprehensive agreement under certain circumstances; requiring the Board of Governors to establish procedures for the evaluation and approval of comprehensive agreements; requiring the private entity to enter into a comprehensive agreement with the board of trustees or direct-support

578-03196-14 2014900c2

organization; establishing requirements for a comprehensive agreement; authorizing certain financing agreements for a qualifying project; specifying the responsibilities of the private entity; specifying the powers and duties of a board of trustees or directsupport organization upon expiration or termination of an agreement; providing for the sole authority for a board of trustees or direct-support organization to enter a comprehensive agreement; providing for applicability of sovereign immunity to a comprehensive agreement; requiring a state university to prepare an annual report to the Board of Governors after a certain date; requiring the Board of Governors to specify the format and the timeframe of the report; authorizing the Board of Governors to adopt rules and specify certain restrictions; providing for applicability of other laws; 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. Section 1013.505, Florida Statutes, is created to read:

(1) DEFINITIONS.-As used in this section, the term:

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1013.505 Public-private partnerships; state universities.-

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(a) "Board" means a state university board of trustees.

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(b) "Comprehensive agreement" or "agreement" means an agreement between a state university or a direct-support organization and a private entity which permits the private

578-03196-14 2014900c2

entity to assume financial and administrative responsibility for the acquisition, construction, reconstruction, improvement, purchase, management, or operation of a project of, or for the benefit of, the state university or a direct-support organization. Additionally, a public-private partnership agreement may also provide for a state university or direct-support organization to transfer to a private entity the operation of a revenue-producing project to which the state university or direct-support organization holds title, in exchange for either a payment or payments to the state university or direct-support organization or the construction of a project to benefit the state university or direct-support organization.

- (c) "Debt" means bonds, including revenue bonds issued pursuant to s. 11(d), Art. VII of the State Constitution, loans, promissory notes, lease-purchase agreements, certificates of participation, installment sales, leases, or any other financing mechanism or financial arrangement, whether or not a debt for legal purposes, for financing or refinancing for or on behalf of a state university or a direct-support organization or for the acquisition, construction, improvement, or purchase of capital outlay projects.
- (d) "Develop" means to plan, design, finance, lease, acquire, install, construct, or expand.
- (e) "Direct-support organization" means an organization created pursuant to s. 1004.28 or any entity specifically established to incur debt.
- (f) "Fees" means charges imposed by the private entity of a qualifying project for use of all or a portion of such

578-03196-14 2014900c2

qualifying project pursuant to a comprehensive agreement.

(g) "Lease payment" means any form of payment, including a land lease, by a board or direct-support organization to the private entity of a qualifying project for the use of the project.

- (h) "Material default" means a nonperformance of its duties by the private entity of a qualifying project which jeopardizes adequate service to the public from the project.
- (i) "Operate" means to finance, maintain, improve, equip, modify, or repair.
- (j) "Private entity" means a natural person, corporation, general partnership, limited liability company, limited partnership, joint venture, business trust, public-benefit corporation, nonprofit entity, or other private business entity.
- (k) "Proposal" means a plan for a qualifying project with detail beyond a conceptual level for which terms such as fixing costs, payment schedules, financing, deliverables, and project schedule are defined.
- (1) "Qualifying project" means one or more buildings, structures, or facilities that serves a public educational, research, housing, parking, infrastructure, recreational, or cultural purpose of a state university or direct-support organization that will be used by or on behalf of a state university or direct-support organization. The term also means the monetization of the operation of a revenue-producing project to which the board or direct-support organization holds title, in exchange for a guaranteed payment to the board or direct-support organization.
 - (m) "Revenues" means those revenues authorized under s.

578-03196-14 2014900c2

1010.62, except that money received as grants or otherwise from
the Federal Government, a public entity, or an agency or
instrumentality in aid of a qualifying project or gifts from
private donors that are donated for the purpose of constructing
or equipping a facility may be used without limitation, unless a
gift is used to secure debt, in which event the maturity of the
debt shall not exceed 5 years.

- (n) "Service contract" means a contract between a board or direct-support organization and the private entity which defines the terms of the services to be provided with respect to a qualifying project.
 - (2) LEGISLATIVE FINDINGS AND INTENT.-
- (a)1. The Legislature finds that there is a public need for the construction or upgrade of facilities that are used predominantly for public purposes and that it is in the public's interest to provide for the construction or upgrade of such facilities.
 - 2. The Legislature also finds that:
- a. There is a public need for timely and cost-effective acquisition, design, construction, improvement, renovation, expansion, equipping, maintenance, operation, implementation, or installation of projects serving a public purpose, including educational and auxiliary facilities and projects within the state which serve a public need and purpose, and that such public need may not be wholly satisfied by existing procurement methods.
- b. There are inadequate resources to develop new educational and auxiliary facilities and projects for the benefit of residents of this state, and that a public-private

578-03196-14 2014900c2

partnership has demonstrated that it can meet the needs by improving the schedule for delivery, lowering the cost, and providing other benefits to the public.

- c. There may be state and federal tax incentives that promote partnerships between public and private entities to develop and operate qualifying projects.
- d. A procurement under this section serves the public purpose of this section if such procurement facilitates the timely development or operation of a qualifying project.
- (b) It is the intent of the Legislature to encourage investment in the state by private entities; to facilitate various bond financing mechanisms, private capital, and other funding sources for the development and operation of qualifying projects, including expansion and acceleration of such financing to meet the public need; and to provide the greatest possible flexibility to public and private entities contracting for the provision of public services.
- (3) PROCUREMENT PROCEDURES.—A board or direct-support organization may receive unsolicited proposals or may solicit proposals for qualifying projects and may thereafter enter into an agreement with a private entity, or a consortium of private entities, to build, upgrade, operate, own, or finance facilities.
- (a) The Board of Governors may establish a reasonable application fee for the submission of an unsolicited proposal to a board or direct-support organization under this section. The fee must be sufficient to pay the costs of evaluating the proposal. A board or direct-support organization may engage the services of a private consultant to assist in the evaluation.

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578-03196-14 2014900c2

The Board of Governors may also establish a reasonable fee that may be charged by a board or direct-support organization to cover the costs of evaluating all other proposals received by a board or direct-support organization as part of a competitive procurement process to select a private entity for purposes of establishing a public-private partnership.

- (b) A board or direct-support organization may request a proposal from private entities for a public-private project or, if the board or direct-support organization receives an unsolicited proposal for a public-private project and the board or direct-support organization intends to enter into a comprehensive agreement for the project described in such unsolicited proposal, the board or direct-support organization shall publish notice in a newspaper of general circulation at least once a week for 2 weeks stating that the board or directsupport organization has received a proposal and will accept other proposals for the same project. The timeframe within which the board or direct-support organization may accept other proposals shall be determined on a project-by-project basis based upon the complexity of the project and the public benefit to be gained by allowing a longer or shorter period of time within which other proposals may be received; however, the timeframe for allowing other proposals must be at least 21 days, but no more than 120 days, after the initial date of publication.
- (c) In considering an unsolicited proposal, the board or direct-support organization may require the private entity to provide a technical study prepared by a nationally recognized expert with experience in preparing analyses for bond rating

578-03196-14 2014900c2

agencies. In evaluating the technical study, the board or direct-support organization may rely upon internal staff reports prepared by personnel familiar with the operation of similar facilities or the advice of external advisors or consultants who have relevant experience. In addition, an unsolicited proposal must be accompanied by the following information, unless waived by the board or the direct-support organization:

- 1. A description of the qualifying project, including the conceptual design of the facilities or a conceptual plan for the provision of services, and a schedule for the initiation and completion of the qualifying project.
- 2. If applicable, a description of the method by which the private entity proposes to secure the necessary property interests that are required for the qualifying project.
- 3. A description of the private entity's general plans for financing the qualifying project, including the sources of the private entity's funds and the identity of a dedicated revenue source or proposed debt or equity investment on behalf of the private entity.
- 4. The name and address of a person who may be contacted for additional information concerning the proposal.
- 5. The proposed user fees, lease payments, or other service payments over the term of a comprehensive agreement, and the methodology for and circumstances that would allow changes to the user fees, lease payments, and other service payments over time.
- 6. Additional material or information that the board or direct-support organization reasonably requests.
 - (d) After the public notification period has expired in the

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578-03196-14 2014900c2

case of an unsolicited proposal or upon receipt of all proposals if using the traditional process for competitive procurement authorized under Board of Governors' and university regulations, the board or direct-support organization shall rank the proposals received in order of preference. The board or directsupport organization may then begin negotiations for a comprehensive agreement with the highest-ranked firm. If the board or direct-support organization is not satisfied with the results of the negotiations, the board or direct-support organization may terminate negotiations with the proposer and negotiate with the second-ranked or subsequent-ranked firms, in the order consistent with this procedure. If only one proposal is received, the board or direct-support organization may negotiate in good faith, and if the board or direct-support organization is not satisfied with the results of the negotiations, the board or direct-support organization may terminate negotiations with the proposer. Notwithstanding this paragraph, the board or direct-support organization may reject

- (4) PROJECT FEASIBILITY.-Prior to entering into a comprehensive agreement, a board or direct-support organization shall conduct an analysis of the feasibility and desirability of the project or the activities proposed to be funded under the comprehensive agreement, and shall develop sufficient information to determine:
- (a) That the agreement is in the best interest of the public, the state, and the state university;

all proposals at any point in the process.

(b) The conformity of any project with the master plan of the state university and a determination that the project or

578-03196-14

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activities are essential to the state university's core mission; (c) The need for the project or the activities proposed to be funded under the agreement based on quantitative metrics; (d) The amount and source of funds to be used to fully fund the capital, operation, maintenance, or other expenses under the agreement; (e) The cost of any investment to be made under the agreement by the board or a direct-support organization; (f) The economic and financial feasibility of any project or activities proposed to be funded under the agreement; (g) That the projected demand for use of any project is adequate in relation to the cost of the project; (h) The expected return on investment or internal rate of return for a revenue-generating project or another appropriate quantitative measure for a non-revenue-generating project; (i) That the cost of any project is reasonable in relation to similar facilities; (j) The financial, operational, or technological risk associated with any project; (k) That any increase in the cost of financing the project over the cost of financing the project under s. 1010.62 will be offset by quantifiable savings in operational costs or other activities that will be performed by the private entity and specifies the anticipated amount of such savings; (1) Any impact to the state's finances of undertaking the project or the activities proposed to be funded under the agreement by the state university or direct-support

(m) The impact of the agreement on similar activities of

578-03196-14 2014900c2

the state university or direct-support organization that will not be placed under the agreement;

- (o) The anticipated use of money to be received by the state university or direct-support organization under the agreement;
- (p) The relationship between the source of any funds committed by the board or direct-support organization pursuant to subsection (8) and the project or activities proposed to be funded under the agreement;
- (q) The private entity has the available sources of funding or other financial resources that are necessary to carry out the agreement;
- (r) That the staff of the private entity have sufficient experience and qualifications to perform the managerial, organizational, and technical activities proposed to be funded under the agreement;
- (s) That no director, officer, partner, owner, or other individual with direct and significant control over the policy of the private entity has been convicted of corruption or fraud; and
- (t) Any other factors determined to be appropriate by the board, direct-support organization or the Board of Governors.
- (5) APPROVAL OF COMPREHENSIVE AGREEMENTS.-All comprehensive agreements are contingent upon approval by the Board of Governors. A comprehensive agreement between a direct-support organization and a private entity must be approved by the university board prior to submission to the Board of Governors for approval.
 - (a) In addition to Board of Governors' approval, approval

578-03196-14 2014900c2

of the Governor and Cabinet, in their role as the governing
board of the Division of Bond Finance, is required for any
comprehensive agreement that:

- 1. Has a term of over ten years, including any renewals or extensions;
- 2. Provides for an up-front payment from the private entity to the board or direct-support organization which constitutes more than 10 percent of the total compensation anticipated to be paid by the private entity to the board or direct-support organization over the initial term or any renewal term or extension of the agreement;
- 3. Provides for the creation of debt of the board or a direct-support organization as permitted pursuant to s. 1010.62;
- 4. Pledges or uses revenues permitted under s. 1010.62 to secure or pay amounts due under the agreement; or
 - 5. Is implemented pursuant to paragraph (b).
- (b) Before a board or direct-support organization enters into an agreement under which the board or a direct-support organization is expected to receive over \$10 million, the state university must provide a summary of the proposal to the Board of Governors, the Governor, the members of the Cabinet, the President of the Senate, and the Speaker of the House of Representatives. The summary must include a description of the anticipated use of money to be received by the board or direct-support organization under the public-private partnership agreement and any other information requested by a recipient of the summary. If the President of the Senate or the Speaker of the House of Representatives objects to the proposed agreement in writing within 14 days after receipt of the summary, the

578-03196-14 2014900c2

board or direct-support organization may not proceed with the agreement unless all objections are resolved.

- (c) The Board of Governors shall establish a process for the evaluation and approval of comprehensive agreements by a university board, the Board of Governors or other state officers, and requirements for additional information to be provided by a state university in obtaining approval for a comprehensive agreement.
 - (6) COMPREHENSIVE AGREEMENT.—
- (a) Before developing or operating the qualifying project, the private entity must enter into a comprehensive agreement with the board or direct-support organization. The comprehensive agreement must provide for:
- 1. Delivery of performance and payment bonds, letters of credit, or other security acceptable to the board or direct—support organization in connection with the development or operation of the qualifying project in the form and amount satisfactory to the board or direct-support organization. For the components of the qualifying project which involve construction, the form and amount of the bonds must comply with ss. 255.05 and 1013.47.
- 2. Review of the design for the qualifying project by the board or direct-support organization and, if the design conforms to acceptable standards, the approval of the board or the direct-support organization. This subparagraph does not require the private entity to complete the design of the qualifying project before the execution of the comprehensive agreement.
- 3. Inspection of the qualifying project by the board or direct-support organization to ensure that the private entity's

578-03196-14 2014900c2

activities are acceptable to the board or direct-support organization in accordance with the comprehensive agreement.

- 4. Maintenance of a policy of public liability insurance, a copy of which must be filed with the board or direct-support organization and accompanied by proofs of coverage, or self-insurance, each in the form and amount satisfactory to the board or direct-support organization and reasonably sufficient to ensure coverage of tort liability to the public and employees and to enable the continued operation of the qualifying project.
- 5. Monitoring by the board or direct-support organization of the maintenance practices to be performed by the private entity to ensure that the qualifying project is properly maintained.
- 6. Periodic filing by the private entity of the appropriate financial statements that pertain to the qualifying project.
- 7. Procedures that govern the rights and responsibilities of the board or direct-support organization and the private entity in the course of the construction and operation of the qualifying project and in the event of the termination of the comprehensive agreement or a material default by the private entity. The procedures must include conditions that govern the assumption of the duties and responsibilities of the private entity by an entity that funded, in whole or part, the qualifying project or by the board or direct-support organization, and must provide for the transfer or purchase of property or other interests of the private entity by the board or direct-support organization.
- 8. Fees, lease payments, or service payments. In negotiating user fees, the fees must be the same for persons

578-03196-14 2014900c2

using the facility under like conditions and must not materially discourage use of the qualifying project. The execution of the comprehensive agreement or a subsequent amendment is conclusive evidence that the fees, lease payments, or service payments provided for in the comprehensive agreement comply with this section. Fees or lease payments established in the comprehensive agreement as a source of revenue may be in addition to, or in lieu of, service payments.

- 9. Duties of the private entity, including the terms and conditions that the board or direct-support organization determines serve the public purpose of this section.
- 10. A limitation on the term of the comprehensive agreement not to exceed 30 years, inclusive of all renewal terms.
- 11. A provision under which each entity agrees to provide notice of default and cure rights for the benefit of the other entity, including, but not limited to, a provision regarding unavoidable delays.
- 12. A provision that terminates the authority and duties of the private entity under this section and dedicates the qualifying project to the board or direct-support organization.
- (b) A comprehensive agreement may not obligate the full faith and credit of the state, a state university, or the Board of Governors, but shall only be secured by the revenues of the board or direct-support organization pledged for such purpose.

 Revenues of a board or direct-support organization may not be pledged to secure, or be used to make payments on or in relation to, a comprehensive agreement, nor shall any debt of a board or direct-support organization be created, except as provided in s. 1010.62, and only the revenues authorized to be used pursuant to

578-03196-14 2014900c2

s. 1010.62 may be used to secure or pay obligations under or related to such agreement. In addition, a comprehensive agreement may not contain any provisions limiting the ability of the state university or direct-support organization to perform its functions, including any limitation on the ability to perform responsibilities and duties relating to debt issued for, by or on behalf of the state university or direct-support organization.

(7) FINANCING.—

- (a) A private entity may enter into a private-source financing agreement between financing sources and the private entity. A financing agreement must be paid in full at the applicable closing that transfers ownership or operation of the facility to the board or direct-support organization at the conclusion of the term of the comprehensive agreement. In the event of a material default by the private entity, the board or the direct-support organization will assume ownership or operation of the qualifying project pursuant to the terms of the comprehensive agreement.
- (b) The board or direct-support organization may use innovative finance techniques associated with a public-private partnership under this section, including, but not limited to, federal loans as provided in Titles 23 and 49 C.F.R., commercial bank loans, and hedges against inflation from commercial banks or other private sources. In addition, the board or direct-support organization may provide its own capital or operating budget to support a qualifying project. The budget may be from any legally permissible funding sources of the board or direct-support organization, including the proceeds of debt issuances.

578-03196-14 2014900c2

A financing agreement may not subject the board's or directsupport organization's facility to liens in violation of s.

11.066(5).

- (8) RESPONSIBILITIES OF THE PRIVATE ENTITY.
- (a) The private entity shall:
- 1. Develop or operate the qualifying project in a manner that is acceptable to the board or direct-support organization in accordance with the provisions of the comprehensive agreement.
- 2. Maintain, or provide by contract for the maintenance or improvement of, the qualifying project if required by the comprehensive agreement.
- 3. Cooperate with the board or direct-support organization in making best efforts to establish interconnection between the qualifying project and any other facility or infrastructure as requested by the board or direct-support organization in accordance with the provisions of the comprehensive agreement.
- $\underline{\text{4. Comply with the comprehensive agreement and a lease or}}$ service contract.
- (b) Each private facility that is constructed pursuant to this section must comply with the requirements of federal, state, and local laws; state, regional, and local comprehensive plans; the regulations, procedures, and standards for facilities of the board or direct-support organization, as applicable; and such other conditions that the board or direct-support organization determines to be in the public's best interest and that are included in the comprehensive agreement.
- (c) The board or direct-support organization may provide services to the private entity. An agreement for maintenance and

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578-03196-14 2014900c2

other services entered into pursuant to this section must provide for full reimbursement for services rendered for qualifying projects.

- (d) A private entity of a qualifying project may provide additional services for the qualifying project to the public or to other private entities if the provision of additional services does not impair the private entity's ability to meet its commitments to the board or direct-support organization pursuant to the comprehensive agreement and the services do not differ in kind from those provided under the agreement.
- (9) EXPIRATION OR TERMINATION OF AGREEMENTS.—Upon the expiration or termination of a comprehensive agreement, the board or direct-support organization may use revenues from the qualifying project to pay current operation and maintenance costs of the qualifying project. Revenues in excess of the costs for operation and maintenance costs may be paid to the investors and lenders to satisfy payment obligations under their respective agreements if allowed under the provisions of the comprehensive agreement. A board or direct-support organization may terminate with cause and without prejudice a comprehensive agreement and may exercise other rights or remedies that may be available to it in accordance with the provisions of the comprehensive agreement. The assumption of the development or operation of the qualifying project does not obligate the board or direct-support organization to pay an obligation of the private entity from sources other than revenues from the qualifying project.
- (10) SOLE AUTHORITY.-This section shall provide the sole authority for a state university or direct-support organization

578-03196-14 2014900c2

to enter into a comprehensive agreement.

(11) SOVEREIGN IMMUNITY.-A comprehensive agreement may not be construed as waiving the sovereign immunity of the state or as a grant of sovereign immunity to a private entity.

- executed by a state university or direct-support organization after the effective date of this act, the university shall prepare an annual report to the Board of Governors which updates information provided for the initial approval of the public-private partnership and provides any other information required by the Board of Governors. The format and specific timeframe for reporting shall be as specified by the Board of Governors.

 However, the initial annual report shall be filed no later than November 30th after the public-private partnership has been in effect for one full fiscal year.
- (13) RULES.-The Board of Governors may adopt such rules as may be necessary for carrying out all of the requirements of this section and may do all things necessary to carry out the powers granted under this section. The Board of Governors may establish additional restrictions relating to public-private partnerships but may not take any action which would reduce the requirements of this section.
- (14) APPLICABILITY OF OTHER LAWS.—This section does not waive any requirement in s. 255.103, s. 287.055, or s. 1013.45, if applicable.
 - Section 2. This act shall take effect July 1, 2014.