

**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 Committee on Infrastructure and Security

---

BILL: CS/SB 1044

INTRODUCER: Infrastructure and Security Committee and Senator Albritton

SUBJECT: Department of Transportation

DATE: March 21, 2019

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Price	Miller	IS	<b>Fav/CS</b>
2.			ATD	
3.			AP	

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

COMMITTEE SUBSTITUTE - Substantial Changes

---

**I. Summary:**

CS/SB 1044 addresses various issues relating to the Florida Department of Transportation (FDOT). Specifically, the bill:

- Removes the Florida Transportation Commission’s responsibility to nominate three persons for appointment by the Governor as secretary of the FDOT.
- Requires the FDOT secretary to be a licensed professional engineer or, instead, to hold an advanced degree in an appropriate related discipline and have five years of relevant transportation experience; or have ten years of relevant transportation experience.
- Revises the FDOT’s authorization for innovative highway projects to include innovative transportation projects demonstrating innovative techniques of bridge design.
- Prohibits a local government from adopting standards and specifications for aggregates and materials that are contrary to the FDOT’s standards or specifications.
- Prohibits a contractor who has not satisfactorily completed two projects, each in excess of \$25 million, from bidding on FDOT contracts in excess of \$50 million.
- Revises the dollar value of claim amounts for additional compensation arising out of a construction or maintenance contract that may be submitted to the State Arbitration Board to up to \$1 million per contract at the claimant’s option or up to \$2 million per contract if the parties agree.

The bill has an indeterminate, but likely insignificant, negative fiscal impact to the FDOT, which can be absorbed within existing resources. See the Fiscal Impact Statement heading for more details.

The bill takes effect July 1, 2019.

## II. Present Situation:

This bill revises various provisions relating to the FDOT. For ease of organization and readability, the Present Situation for the provisions in each section of the bill is discussed in conjunction with the Effect of Proposed Changes.

## III. Effect of Proposed Changes:

### **FDOT Organization, Secretary Appointment, and Secretary Qualifications**

#### *Present Situation*

Section 20.23, F.S., requires the Governor to appoint the FDOT secretary from among three persons nominated by the Florida Transportation Commission, subject to confirmation by the Senate. The appointed secretary must be a proven, effective administrator who by education and experience clearly possesses broad knowledge of the administrative, financial and technical aspects of the development, operation, and regulation of transportation systems and facilities.<sup>1</sup> Current law does not otherwise specify any educational or licensing requirements with respect to qualification of the FDOT secretary. The district secretaries and the executive directors must be registered professional engineers or, in lieu of professional engineer registration, may hold an advanced degree in an appropriate related discipline, such as a Master of Business Administration.<sup>2</sup>

#### *Effect of Proposed Changes*

**Section 1** of the bill amends s. 20.23(1), F.S., to remove the requirement that the FDOT secretary be appointed by the Governor from among three persons nominated by the Florida Transportation Commission. Under the bill, the FDOT secretary would be appointed by the Governor at the Governor's discretion, subject to confirmation by the Senate.

This bill section also requires the FDOT secretary to be a registered professional engineer licensed under ch. 471, F.S.,<sup>3</sup> or the laws of another state or, instead of such licensure, to hold an advanced degree in an appropriate related discipline, such as a Master of Business Administration, and have five years of relevant transportation experience; or to have 10 years of relevant transportation experience.

---

<sup>1</sup> Section 20.23(1)(b), F.S.

<sup>2</sup> Section 20.23(4)(a), F.S.

<sup>3</sup> Chapter 471, F.S., prohibits any person, other than a duly licensed engineer, from practicing engineering in this state. See s. 471.003, F.S., for a description of qualifications to practice engineering, as well as exemptions from licensing requirements.

## **FDOT Regulation of Construction Aggregate Materials**

### ***Present Situation***

Construction aggregate materials are a critical need with respect to construction of the state's transportation system.<sup>4</sup> The FDOT has a standardized method for producers<sup>5</sup> of construction aggregate materials to apply for, receive, and maintain the FDOT's approval of construction aggregate sources for use on FDOT projects. According to the FDOT:

Source and product approval, and maintenance of an on-going effective Quality Control Program, as monitored by the Department, comprise the Department's primary methods of determining acceptability of aggregate on Department projects. The Quality Control Program requires producers of construction materials to be responsible for their products; to establish, maintain, and implement their own individualized process control system; and to certify to the Department compliance of their product with applicable standards and contract specifications.

In this context, "certify" means that the producer affixes the statement "CERTIFIED FOR FDOT" or "CERT. FOR FDOT" to a shipping ticket to attest that this specific aggregate shipment was produced and shipped under a Department approved Quality Control Program and for which Quality control tests indicate that the specific aggregate meets Department specifications and Department quality and uniformity requirements set out in Section 2.2 of the Construction Aggregates Manual.<sup>6</sup>

Currently, no provision in state law requires local governments to accept aggregates certified pursuant to the FDOT rules.<sup>7</sup> The extent to which local governments have not allowed transportation contractors to use FDOT-approved aggregates in construction of local government transportation facilities is unknown.

### ***Effect of Proposed Changes***

**Section 2** of the bill creates s. 334.179, F.S. The bill prohibits a local government from adopting standards or specifications that are contrary to the FDOT standards or specifications for permissible use of aggregates and materials that have been certified for use. For purposes of the newly created section of law, the bill provides that "certified for use" means that the aggregates and materials have been approved for use by the FDOT through its certification process. To the extent that a local government currently does not allow transportation contractors to use FDOT-

---

<sup>4</sup> Section 337.0261, F.S. That section defines these materials are "crushed stone, limestone, dolomite, limerock, shell rock, cemented coquina, sand for use as a component of mortars, concrete, bituminous mixtures, or underdrain filters, and other mined resources providing the basic material for concrete, asphalt, and road base."

<sup>5</sup> A "producer" is any business or individual seeking to supply aggregate to the FDOT or to FDOT contractors. *See* the FDOT's 2019 Agency Legislative Bill Analysis of SB 1044 at p. 3. (On file in the Senate Infrastructure and Security Committee.)

<sup>6</sup> *Id.* The Manual is available at <https://www.fdot.gov/materials/administration/resources/library/publications/aggregates/index.shtm> (last viewed March 15, 2019).

<sup>7</sup> Fla. Admin. Code R. 14-103.

approved aggregates in construction of local government transportation facilities, that practice would be prohibited by the bill.

### **Innovative Transportation Projects and Techniques**

#### ***Present Situation***

Section 337.025, F.S., entitled *innovative highway projects*, authorizes the FDOT to establish a program for highway projects demonstrating innovative techniques of highway construction, maintenance, and finance which have the intended effect of controlling time and cost increases on construction projects. Such techniques may include, but are not limited to, state-of-the-art technology for pavement, safety, and other aspects of highway construction and maintenance; innovative bidding and financing techniques; accelerated construction procedures; and those techniques that have the potential to reduce project life cycle costs. DOT may annually enter into up to \$120 million in contracts for innovative transportation projects. However, the annual cap does not apply to turnpike enterprise projects and to certain transportation projects funded in the past by the federal government.<sup>8</sup>

#### ***Effect of Proposed Changes***

**Section 3** of the bill amends s. 337.025, F.S., revising its title to *innovative transportation projects* and authorizing the FDOT to establish a program for such projects, including those demonstrating innovative techniques of bridge design (along with those of highway, construction, maintenance, and finance), which in addition to controlling time and cost increases have the intended effect of measuring resiliency and structural integrity.

### **Qualification to Bid on FDOT Contracts**

#### ***Present Situation***

Section 337.14(1), F.S., requires any person<sup>9</sup> desiring to bid on any construction contract in excess of \$250,000 which the FDOT proposes to let to first be certified by the FDOT pursuant to s. 337.14, F.S., and applicable rules.<sup>10</sup> The rules must address the qualification of persons to bid on construction contracts in excess of \$250,000 and must include requirements with respect to the equipment, past record, experience, financial resources, and organizational personnel of the applicant necessary to perform the specific class of work for which the person seeks certification. The FDOT may limit the dollar amount of any contract upon which a person is qualified to bid, or limit the aggregate total dollar volume of contracts such person is allowed to have under contract at any one time.

For purposes of Ch. 337, F.S., relating to contracting by the FDOT, the term “contractor” is only defined in s. 337.165(1)(d), F.S., relating to contract crime. In that provision, the term “contractor” is defined as any person who bids or applies to bid on work let by the FDOT or any

---

<sup>8</sup> See the American Recovery and Reinvestment Act of 2009, Pub. L. 111-5.

<sup>9</sup> Section 334.03(19), F.S., defines “person” to mean any person described in s. 1.01, F.S., or any unit of government in or outside the state. Section 1.01(3), F.S., provides that “person” includes individuals, children, firms, associations, joint adventures, partnerships, estates, trusts, business trusts, syndicates, fiduciaries, corporations, and all other groups or combinations.

<sup>10</sup> The FDOT’s rules regarding qualification to bid on highway projects are in Fla. Admin. Code R. 14-22.

counterpart agency of any other state or of the Federal Government or who provides professional services to the FDOT or other such agency.

### *Effect of Proposed Changes*

**Section 4** of the bill amends s. 337.14(1), F.S., revising references to “person” to references to “contractor.” The bill requires any contractor desiring to bid on contracts in excess of \$50 million to have satisfactorily completed two projects, each in excess of \$25 million, for the FDOT or for any other state department of transportation. The FDOT would be required to amend its rule with respect to contractors desiring to bid on contracts in excess of \$50 million to incorporate the bill’s revisions. Contractors who currently qualify to bid on such FDOT contracts but who have not satisfactorily completed two projects, each in excess of \$25 million for the FDOT or any other state department of transportation, will no longer be qualified to bid on FDOT construction contracts in excess of \$50 million.

## **State Arbitration Board**

### *Present Situation*

Section 337.185, F.S., establishes a State Arbitration Board to facilitate the prompt settlement of claims<sup>11</sup> for additional compensation arising out of construction and maintenance contracts between the FDOT and the various contractors with whom it contracts. The section requires every contractual claim in an amount up to \$250,000 per contract or, at the claimant’s option, up to \$500,000 per contract or, upon agreement of the parties, up to \$1 million per contract that cannot be resolved by negotiation between the FDOT and the contractor be arbitrated by the board, with the exception that either party may request the claim be submitted to binding private arbitration. The process benefits both the FDOT and its contractors by facilitating prompt claim settlement and reducing or eliminating litigation costs. These claim amounts were last revised in 1999.<sup>12</sup>

### *Effect of Proposed Changes*

**Section 5** of the bill amends s. 337.185(1), increasing the dollar value of claims per contract that may be arbitrated using the State Arbitration Board at the claimant’s option to up to \$1 million per contract, or upon agreement of the parties to up to \$2 million per contract. The requirement that all claims of up to \$250,000 be arbitrated by the State Arbitration Board remains. These changes may increase the number of claims submitted to the Board for arbitration.

## **IV. Constitutional Issues:**

### A. Municipality/County Mandates Restrictions:

None.

---

<sup>11</sup> For the purpose of s. 337.185, F.S., the term “claim” means the aggregate of all outstanding claims by a party arising out of a construction or maintenance contract.

<sup>12</sup> Section 22, Ch. 99-385, L.O.F.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Section 6: To the extent that increasing the dollar value of claims per contract that may be arbitrated using the State Arbitration Board results in more claims being submitted to the Board, which claims are promptly settled, contractors may experience reduced or eliminated litigation costs.

C. Government Sector Impact:

Section 1: Removing responsibility of the Florida Transportation Commission to nominate three persons for potential appointment by the Governor as secretary of the FDOT may reduce the Commission's expenses.

Section 5: Requiring contractors to have completed two projects, each in excess of \$50 million, to be eligible to bid on FDOT contracts in excess of \$250,000 may limit the pool of eligible contractors according to FDOT, thereby decreasing competition and potentially leading to inflated bids.

Section 7: The FDOT advises that increasing the dollar value of claims per contract that may be arbitrated using the State Arbitration Board "may better align arbitration thresholds with current contract costs, but it does qualify more claims as able to go before the board."<sup>13</sup> To the extent that a higher number of claims submitted to the Board are promptly settled, the FDOT may experience reduced or eliminated litigation costs.

---

<sup>13</sup> See the FDOT's 2019 Agency Legislative Bill Analysis of SB 1044 at p. 6. (On file in the Senate Infrastructure and Security Committee.) The Board's expenses are covered by administrative fees received by the Board through payment of

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill substantially amends the following sections of the Florida Statutes: 20.23, 112.061, 334.046, 337.14, 337.18, 337.185, 338.166, 339.135, and 339.65.

This bill creates the following section of the Florida Statutes: 334.179.

**IX. Additional Information:**

- A. **Committee Substitute – Statement of Substantial Changes:**  
(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Infrastructure and Security on March 20, 2019:**

The CS revises the bill's requirements relating to qualification for appointment by the Governor of the FDOT secretary and incorporates in the bill provisions revising the FDOT's current authorization for innovative highway projects to innovative transportation projects demonstrating innovative techniques of bridge design.

The CS also removes the following provisions of the bill:

- Requiring the FDOT to consist of a central office that establishes policies and procedures and districts that carry out projects as authorized under those policies and procedures.
- Requiring mileage for official state travel to be calculated using the most commonly used maps, instead of the FDOT's current highway map
- Requiring that 80 percent of the pavement in each of the FDOT's districts (instead of statewide) meets the FDOT's standards by the end of fiscal year 2023.
- Requiring the liquidated damages schedule incorporated into FDOT construction and maintenance contracts to include a reduction of the daily liquidated damage charges to construction engineering and inspection costs when traffic is in its final configuration and the project is functional for its intended use.
- Prohibiting the FDOT from using toll revenue from a high-occupancy toll (HOT) lane or express lane to offset funding that the facility would receive if the facility were not a HOT lane or express lane.
- Requiring 75 percent of transportation capacity funds, with certain exceptions, to be spent on the Strategic Intermodal System.
- Requiring certain projects on Strategic Intermodal System Highway Corridors to be given priority based on high accident rates.

B. Amendments:

None.

---

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

---