FLORIDA HOUSE OF REPRESENTATIVES
BILL ANALYSIS

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BILL #: CS/HB 543	**COMPANION BILL:** SB 1274 (DiCeglie)
TITLE: Transportation	**LINKED BILLS:** None
SPONSOR(S): McFarland	**RELATED BILLS:** None

Committee References

Commerce (21 Y, 0 N, As CS) ➤ Ways & Means ➤ Budget ➤ State Affairs

SUMMARY

Effect of the Bill:

The bill addresses several matters related to state transportation policy, including:

- Yellow light intervals;
- Traffic signal modernization funding;
- Digital driver licenses and identification;
- Use of automated license plate readers by private entities;
- Accessible parking spaces;
- Speed limits in residence districts;
- Use of license plate frames and decorative borders;
- Florida Department of Transportation contracting;
- Motor vehicle exhaust systems and noise limits;
- Definitions and regulation of micromobility devices and electric bicycles;
- Titling and registering golf carts converted to low-speed vehicles; and
- Seaport uses.

Fiscal or Economic Impact:

The bill appears to have a negative impact on state government expenditures.

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ANALYSIS

EFFECT OF THE BILL:

The bill addresses several matters related to state transportation policy.

Traffic Signals

Yellow Light Intervals

The bill requires the Florida Department of Transportation (FDOT) to increase by 0.4 seconds the minimum perception-reaction time of all steady yellow traffic signals in the state located at an intersection equipped with a traffic infraction detector.[1] (Section 1)

Traffic Signal Modernization

[1] A traffic infraction detector is defined in s. 316.003(101), F.S., to mean a vehicle sensor installed to work in conjunction with a traffic control signal and a camera or cameras synchronized to automatically record two or more sequenced photographic or electronic images or streaming video of only the rear of a motor vehicle at the time the vehicle fails to stop behind the stop bar or clearly marked stop line when facing a traffic control signal steady red light.

The bill requires FDOT to implement a "Next-generation Traffic Signal Modernization Grant Program" for the purpose of assisting counties and municipalities in upgrading eligible signalized intersections with artificial intelligence/machine learning-enabled (AI/ML)[2] technology. The program replaces the Next-generation Traffic Signal Modernization Program created by the Legislature in 2025.[3] (Section 16)

The bill requires FDOT to implement a state-local partnership under which it may, upon application for grant funding from a county or municipality, establish a cost-sharing arrangement to fund up to 80 percent of AI/ML purchase and installation costs for first-year pilot corridors and up to 50% of costs for enhancements or expansion of AI/ML signal technology in subsequent years. The bill provides that ongoing maintenance after signal modernization is the responsibility of the local government and the vendor. The bill also allows FDOT to waive any local match requirement for state-owned or state-operated intersections. (Section 16)

The bill requires FDOT to prioritize grant applications for intersections at which a signal modernization will measurably:

- Reduce average control delay and corridor travel times.
- Improve surrogate safety measures and support emergency vehicle preemption.
- Provide transit signal priority and multimodal benefits to pedestrians and cyclists. (Section 16)

The bill requires FDOT to use competitive procurement[4] to identify one or more vendors that use state-of-the-art AI/ML technology that complies with leading cybersecurity standards. FDOT must prioritize systems with AI/ML software that is hardware-agnostic and capable of being deployed on industry-standard devices or controllers from multiple manufacturers. (Section 16)

The bill provides that the grant program must ensure, to the extent practicable, that the AI/ML system or service:

- Requires open, interoperable, and secure systems that use nonpriority data formats and protocols that enable interoperability with other state, local, and public safety systems.
- Provides FDOT with unrestricted, real-time access to all data created, received, or maintained by the system.
- Allows for data migration to another system without dependence on the original vendor's proprietary tools or licensing restrictions.
- Avoids contract terms for exclusive maintenance, support, or future enhancement services. (Section 16)

The bill provides that as a condition for receiving a grant award under the program, any contract between a vendor and a local government must require the vendor to provide, upon notice of contract termination or expiration, all necessary cooperation, technical documentation, and data exports required by the local government, and must require the original contract to include a reasonable cost estimate for such services. (Section 16)

The bill requires that, beginning in fiscal year 2026-2027, $20 million will be appropriated annually from the State Transportation Trust Fund to FDOT to fund the Next-generation Traffic Signal Modernization Grant Program without regard to previous year expenditures. (Section 16)

[2] Artificial intelligence (AI) relates to the use of technologies to build machines and computers that have the ability to mimic cognitive functions associated with human intelligence. Machine learning (ML) is a subset of AI technology that enables a machine or system to learn and improve from experience by analyzing data, learning from the insights, and making informed decisions. *See,* Google Cloud, *Artificial intelligence (AI) vs. machine learning (ML)*, https://cloud.google.com/learn/artificial-intelligence-vs-machine-learning (last visited Jan. 21, 2026).
[3] *See* Ch. 2025-149, Laws of Fla., codified at s. 339.85, F.S.
[4] The bill requires FDOT's competitive procurement practice to conform with the provisions of Chapter 287, F.S.

Driver and Vehicle Data Privacy

Digital Driver Licenses and Identification

The bill provides technical requirements related to electronic credentialing systems[5] developed pursuant to a contract with the Department of Highway Safety and Motor Vehicles (DHSMV) for purposes of establishing an optional digital proof of driver license or identification card. (Section 13)

The bill requires that, in accordance with specified international standards,[6] electronic credentialing systems must:

- Require the explicit consent of the credentialholder[7] before performing any communication.
- Provide offline cryptographic verification mechanisms that:
  - Do not require communication with DHSMV.
  - Are fully auditable and interoperable with open standards.
  - Preserve the anonymity and unlinkability of transactions unless explicitly waived by the credentialholder.
- Adhere to data minimization standards, including collecting only the minimum data strictly necessary to fulfill the stated purpose of verification.
- Release data only for a single, clearly defined, and limited purpose that is explicitly communicated to the credentialholder.
- Implement measures to ensure that the electronic credentials are updated as changes occur to the credentialholder's record. (Section 13)

The bill requires that DHSMV must:

- Ensure that data is not reused, repurposed, shared, or transmitted beyond the initial purpose without the explicit consent of the credentialholder.
- Securely delete data or render data irreversibly anonymized immediately upon fulfillment of the stated purpose unless a longer retention period is required by law and narrowly tailored to that legal necessity. (Section 13)

The bill requires that electronic credential verifiers must:

- Perform full cryptographic validation of electronic credential authenticity, integrity, and issuer attribution without requiring online access to external systems, the department's systems, or any state system.
- Retain only temporary user-authorized verification data that is strictly necessary for the transaction.
- Create written strict data minimization principles that must be provided to a credentialholder upon request. (Section 13)

The bill requires that electronic credentials must:

- Be issued as tamper-evident, cryptographically verifiable statements capable of being selectively disclosed.
- Contain clear metadata specifying cryptographic material necessary for independent verification.
- Be controlled by the credentialholder, who may choose to disclose only the minimum information necessary for a transaction.
- Provide a credentialholder with the ability to audit verification requests and control the sharing of electronic credential attributes. (Section 13)

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[5] Florida law defines "electronic credentialing system" to mean "a computer system accessed using a computer, a cellular telephone, or any other personal device which queries the department's driver license and identification card records, displays or transmits digital proofs of driver licenses and identification cards, and verifies the authenticity of those electronic credentials." S. 322.032(1)(c), F.S.

[6] The bill requires that electronic credentialing systems have technological specifications in accordance with specified standards promulgated by the International Organization for Standardization (ISO) related to interface infrastructure, capabilities, and functionality of mobile driving licenses. *See* ISO, *ISO/IEC 18013-5:2021 (2021)*, https://www.iso.org/standard/69084.html (last visited Jan. 21, 2026); ISO, *ISO/IEC 18013-7:2025 (2025)*, https://www.iso.org/standard/91154.html (last visited Jan. 21, 2026).

[7] The bill defines "credentialholder" to mean "a person who is issued a digital proof of driver license or identification card."

The bill provides that a private entity that scans a digital proof of driver license or identification may not store, sell, or share personal information collected from such scan unless the credentialholder has provided clear and informed consent and the retention serves a legally justified, narrowly tailored, and time-limited purpose. The bill provides that a private entity that stores, sells, or shares such personal information contrary to this subsection is subject to suspension of eligibility in DHSMV's electronic credentialing system and public disclosure of the private entity's noncompliance. (Section 13)

The bill provides that courts must afford strict scrutiny to any unnecessary government or commercial surveillance or remote verification practices that do not comply with the bill. (Section 13)

Automated License Plate Readers

The bill provides that a private entity may install an automated license plate recognition system solely for use on and within the property owned or controlled by the entity and for a public safety-related purpose, subject to the conditions that the private entity:

- May not access motor vehicle registration data generated by the system, except to the extent that such data cannot reasonably be linked to an identified or identifiable individual.
- May not share or sell images or data generated by the system, except to the extent required to respond to a lawful request from a law enforcement agency.
- Must contractually obligate any third party that installs, maintains, or operates the system to protect the images or data generated by the system from disclosure, including a prohibition on sharing or selling such images or data, except to the extent required to respond to a lawful request from a law enforcement agency.
- May not offer or provide as payment or other consideration any portion of the proceeds derived from a fine or charge imposed based on images or data generated by the system to any third party that installs, maintains, or operates the system. (Section 4)

The bill provides that an individual who uses or releases specified confidential and exempt information for a purpose not specifically authorized by law commits a noncriminal infraction, punishable by a fine not exceeding $2,000. (Section 4)

FDOT Contracting

Payments to Subcontractors

The bill authorizes FDOT to make direct payments to first-tier subcontractors and deduct such amounts otherwise due the contractor under certain circumstances. The bill requires FDOT to adopt by rule procedures to establish the conditions under which such payments may be made and to consider, at a minimum, whether:

- The contractor has not requested payment from FDOT for at least 6 months.
- There is a binding, written subcontract between the contractor and the subcontractor, and FDOT is in possession of a complete copy of the subcontract.
- The subcontractor has performed work that is unpaid by the contractor, and FDOT has sufficient documentation of such unpaid work.
- There is no bona fide, documented dispute between the contractor and the subcontractor. (Section 14)

Sureties

The bill requires that if FDOT enters into a takeover agreement with a surety, the agreement must require the completion contractor to possess a certificate of qualification in the respective work classes listed in the original contract bid solicitation and to follow FDOT's procedures regarding the certification of disbursement of payment to subcontractors. (Section 15)

Vehicle Regulation

Exhaust System Noise Regulation

The bill repeals sections 316.272 and 316.293, F.S., which regulate noise levels produced by motor vehicle exhaust systems based on specified decibel levels. The bill amends s. 316.3045, F.S., to provide that every motor vehicle required by federal law to be equipped with an exhaust system must at all times be equipped with and maintain an exhaust system in good working order including muffler, manifold pipe, and tailpiping to prevent excessive or unusual noise. The bill also prohibits an exhaust system from allowing excessive or unusual exhaust noise at a level plainly audible from a distance of 100 feet or more from the vehicle. The bill provides that it does not apply to a motorcycle or moped that does not exceed federal noise emissions standards.[8] (Sections 9 and 10)

Micromobility Devices

The bill narrows the definition of "micromobility device" by removing traditional bicycles and generally limiting the scope to electric bicycles and motorized scooters. This change has the effect of ensuring that traditional human-powered bicycles are not subject to local regulations and ordinances governing micromobility devices, including age limits. (Section 3)

Electric Bicycles

The bill clarifies that an "electric bicycle" is not subject to regulations for traditional motorized vehicles. (Section 8)

Golf Cart Conversions

The bill allows a golf cart that is converted into a low-speed vehicle to be titled and registered for operation on roads with speed limits not exceeding 35mph without inspection by DHSMV, if the owner of the converted vehicle submits a written affidavit that the vehicle complies with the requirements of Chapter 316, F.S., for classification as a low-speed vehicle. (Section 11)

Accessible Parking

The bill authorizes vehicles displaying a valid disabled parking permit or plate and equipped with permanently installed mobility access equipment to occupy more than one parking space when reasonably necessary to deploy such equipment safely, provided that no designated accessible parking spaces are available or sufficient to accommodate the vehicle's equipment. (Section 7)

The bill prohibits such a vehicle from being cited, penalized, or towed solely because it occupies more than one parking space or exceeds parking dimensions if the vehicle:

- Is lawfully displaying a valid disabled parking permit;
- Does not block vehicular traffic lanes, emergency access routes, fire lanes, or pedestrian access paths; and
- Does not create a clear and immediate safety hazard. (Section 7)

The bill provides that prior to towing a vehicle displaying a valid disabled parking permit or plate, a public or private property owner or towing operator must made reasonable efforts to determine whether the vehicle qualifies for the protections provided in the bill, unless the vehicle presents an immediate threat to public safety (Section 7)

Speed Limits

The bill provides counties and municipalities the flexibility to set lower speed limits at any level below the maximum speed limit prescribed by law for local streets and highways in a residence district. The county or municipality must determine that the lower limit is reasonable. (Sections 5 and 6)

[8] The bill cites to noise emissions standards promulgated by the United States Environmental Protection Agency in 40 C.F.R. § 205.152.

License Plates

The bill provides that the use of a license plate frame or decorative border device is not a criminal offense, provided the device does not obscure the visibility of the following:

- The alphanumeric designation or license plate number.
- The registration decal or validation sticker located in the upper right corner. (Section 12)

Seaport Operations

The bill provides requirements for seaports that are located in counties with designated spaceport territory and that use land, facilities, or infrastructure for the purpose of supporting spacecraft launch and recovery operations. Each such seaport:

- Beginning February 1, 2027, must submit to the chair of Space Florida and post on its website an annual report describing all measures the seaport has taken to support the commercial space launch industry.[9]
- May not convert any planned or existing land, facility, or infrastructure that supports cargo purposes[10] to any alternative purpose unless all of the following conditions are met:
  - The governing body of the seaport provides public notice[11] at least 30 days before holding a public meeting on the proposed conversion.
  - The governing board of the seaport, at least 30 days before holding a public meeting on the proposed conversion, prominently posts on the seaport's website a report estimating the impact of the conversion on the cargo operations of the seaport.
  - The conversion is approved by a two-thirds vote of the governing board of the seaport at a publicly noticed meeting as a separate item on the agenda and with a reasonable opportunity for public comment. (Section 2)

Miscellaneous Provisions

The bill updates cross-references and makes other conforming changes in accordance with the provisions of the bill. (Sections 17, 18, and 19)

The bill provides an effective date of July 1, 2026. (Section 20)

RULEMAKING:

The bill requires FDOT to adopt by rule procedures to establish the conditions under which direct payments may be made to first-tier subcontractors.

Lawmaking is a legislative power; however, the Legislature may delegate a portion of such power to executive branch agencies to create rules that have the force of law. To exercise this delegated power, an agency must have a grant of rulemaking authority and a law to implement.

[9] The bill defines "commercial space launch industry" to mean "any company substantially engaged in the transport, operation, and recovery of space launch or landing services with active maritime operations."
[10] The bill defines "cargo purposes" to mean "any facility, activity, property, energy source, or infrastructure asset that is not intended to facilitate the transport of passengers and includes, but is not limited to, such facilities, activities, properties, energy sources, or infrastructure assets that support spaceport activities."
[11] The public notice required by the bill must conform to the requirements of s. 50.011, F.S., regarding publication of civil legal notices.

FISCAL OR ECONOMIC IMPACT:

STATE GOVERNMENT:

The bill appears to have a negative impact on state government expenditures. The bill appropriates $20 million annually from the State Transportation Trust Fund for purposes of funding the Next-generation Traffic Signal Modernization Grant Program created by the bill.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Florida Department of Transportation (FDOT)

FDOT is an executive agency responsible for providing a safe statewide transportation system that promotes the efficient movement of people and goods, supports the state's economic competitiveness, prioritizes Florida's environment and natural resources, and preserves the quality of life and connectedness of the state's communities.[12] Florida law requires FDOT to annually develop and adopt a tentative work program, a five-year plan to maximize FDOT's production and service capabilities and to capitalize on the innovative use of resources, increased productivity, reduced cost, and strengthened organizational effectiveness and efficiency.[13] The tentative work program must be submitted to the Florida Legislature, the Florida Transportation Commission, the Department of Commerce, and the Executive Office of the Governor for review.[14] On July 1 of each year, the tentative work program, as conformed to the Legislature's appropriations act, becomes FDOT's adopted work program.[15] An adopted work program may be amended in accordance with the certain procedural requirements, including a comment period for each affected county and municipality, an opportunity for review by legislative members and substantive committee chairs, and final approval by the Governor.[16]

FDOT Contracting

FDOT may enter into contracts for the construction and maintenance of all roads on the State Highway System, the State Park Road System, or any other road under its supervision.[17] FDOT may also enter into contracts for the construction and maintenance of rest areas, weigh stations, and other structures used in connection with such facilities. However, these contracts do not create third-party beneficiary rights in any person that is not a party to the contract.[18]

Driver and Vehicle Data Privacy

Digital Proof of Driver License or Identification

Since 2014, the Department of Highway Safety and Motor Vehicles (DHSMV) has been required to prepare for the development of a secure and uniform system for issuing an optional digital proof of driver license. DHSMV may contract with one or more private entities to develop a digital proof of driver license system.[19] The digital proof of driver license must be in such a format as to allow law enforcement to verify the authenticity of the digital proof of

[12] S. 20.23, F.S.; FDOT, *About FDOT*, https://www.fdot.gov/agencyresources/aboutfdot.shtm (last visited Jan. 15, 2026).
[13] S. 339.135, F.S.; FDOT, *Work Program Instructions, FY 26/27 – 30/31*, Sep. 5, 2025, Part II, Chapter 1, at page 3, available at https://fdotewp1.dot.state.fl.us/fmsupportapps/Documents/development/WorkProgramInstructions.pdf (last visited Jan. 15, 2026).
[14] *Id.*
[15] *Id.*
[16] S. 339.135(7), F.S.
[17] S. 337.11(1), F.S.
[18] *Id.*
[19] S. 322.032(2), F.S.

driver license.[20] DSHMV has authority to adopt rules to ensure valid authentication of digital driver licenses by law enforcement.[21]

Florida law provides that a private entity that scans a digital proof of driver license or identification card may not store, sell, or share personal information collected from such scanning of the digital proof of driver license or identification card, except with informed consent of the individual.[22]

Automated License Plate Recognition Systems

An automatic license plate recognition system (ALPRS) is a system of one or more mobile or fixed high-speed cameras combined with computer algorithms to convert images of license plates into computer-readable data.[23] An ALPRS scans and captures optical license plate information, and can store the digital image of the license plate, the time, date, location of the image capture, and the capturing camera information.[24] Stored ALPR data does not include any Personal Identifying Information (PII) of individuals associated with the license plate.[25] Obtaining personal information associated with license plate information requires a separate, legally authorized, inquiry to another restricted-access database.[26]

Historically, ALPRS systems have been used by law enforcement to compare and identify vehicles for law enforcement purposes such as detection, identification, and recovery of stolen vehicles, wanted persons, missing or endangered persons, and persons wanted for crimes.[27] Florida law provides that records gathered by law enforcement agencies that contains images and data generated through the use of an ALPRS is subject to the retention schedule established by the Department of State.[28] The retention period for such information is prescribed by rule and requires license plate recognition records to be retained until obsolete, superseded, or their administrative value is lost, but for no longer than three years unless retention is otherwise required.[29]

Florida law provides circumstances in which an ALPRS may be installed within the right-of-way at the request of a law enforcement agency and for the purpose of collecting active criminal intelligence information or active criminal investigative information.[30] However, an ALPR cannot be used to issue a notice of violation for a traffic infraction or a uniform traffic citation.[31] However, Florida law is silent regarding the use of an ALPRS by private sector persons.

Some private ALPRS companies compile data into a private database, sometimes in combination with AI-powered recognition technology, and partner with local governments and law enforcement agencies to install and gain

[20] S. 322.032(3), F.S.
[21] *Id.*
[22] S. 322.032(7), F.S.
[23] S. 316.0777, F.S.
[24] Criminal and Juvenile Justice Information System, *Guidelines for the Use of Automated License Plate Readers*, Nov. 13, 2024, at page 1, available at https://www.fdle.state.fl.us/getContentAsset/dcdfae6a-0ec7-45e8-9112-b21f0d3415bb/73aabf56-e6e5-4330-95a3-5f2a270a1d2b/CJJIS-Council-ALPR-Guidelines-Revised-Approved-on-11-13-2024.pdf?language=en (last visited Jan. 15, 2026).
[25] *Id.*
[26] *Id.*
[27] *Id.*
[28] S. 316.0778(2), F.S. The Department of State must establish a retention schedule for records containing images and data generated through the use of an automated license plate recognition system.
[29] R. 1B-24.003, F.A.C.
[30] S. 316.0777(2)(b), F.S.
[31] *Id.*

access to their private database.[32] One such company active in Florida, Flock Safety, states on its website that its customers own the data it collects, and that it never shares data without the consent of the contracting customer.[33]

Motor Vehicle Registration Data

The Florida Department of Highway Safety and Motor Vehicles (DHSMV) maintains the Driver and Vehicle Information Database (DAVID), a multifaceted database that affords immediate retrieval of driver and motor vehicle information.[34] Personal information stored in DAVID is protected by the federal Driver's Privacy Protection Act (DPPA),[35] which restricts access to such records with specified exceptions, such as a law enforcement agency acting in its official capacity to carry out its duties.[36] Certain private entities also meet an exception for specified purposes, including:

- Auto Manufacturers, for recalling vehicles or parts.
- Government agencies or private companies, to verify accuracy of personal information.
- Towing Companies, to notify owners of towed or impounded vehicles.
- Companies such as bus lines, verifying information on their commercial drivers.
- Any person or agency that receives written permission from the individual whose information is being accessed.[37]

Traffic & Transportation Safety

Traffic Signals

Florida law provides guidelines for traffic signal control devices and requires all traffic control signals displayed at roadway intersections to display green, red, and yellow.[38] Traffic signals are required to display a yellow ("caution") light between the green ("go") signal and the red ("stop") signal, but does not mandate how long a yellow warning light should last.[39]

FDOT is required to adopt a uniform system of traffic control devices for use on the streets and highways of the state.[40] To meet this requirement, it has adopted the U.S. Department of Transportation, Federal Highway Administration's Manual on Uniform Traffic Control Devices (MUTCD).[41] The MUTCD provides that the duration of yellow change intervals should be determined using engineering practices, but should have a minimum duration of three seconds and a maximum duration of six seconds.[42] FDOT determines appropriate yellow change intervals for particular signals using an engineering formula based on various inputs, including perception reaction time (how

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[32] Jeff Burlow, *TPD confirms use of controversial Flock cameras amid commission concerns*, Tallahassee Democrat, (Dec. 12, 2025), https://www.tallahassee.com/story/news/local/2025/12/12/tallahassee-police-department-confirms-use-of-flock-cameras-license-plate-readers/87721042007/ (last visited Jan. 15, 2026).
[33] Flock Safety, *Does Flock Share Data With ICE or Federal Agencies?*, Jan. 6, 2026, https://www.flocksafety.com/blog/does-flock-share-data-with-ice-or-federal-agencies (last visited Jan. 15, 2026).
[34] DHSMV, *Driver and Vehicle Information Database (DAVID)*, https://www.flhsmv.gov/courts-enforcement/david/ (last visited Jan. 15, 2026).
[35] 18 U.S.C. § 2721.
[36] DHSMV, *Driver Privacy Protection Act*, https://www.flhsmv.gov/privacy-statement/driver-privacy-protection-act/ (last visited Jan. 15, 2026).
[37] *Id.*
[38] S. 316.075, F.S.
[39] 316.075(3)(a), F.S.; FDOT, *Traffic Engineering Manual*, Jan. 2026, Chapter 3, "Signals, section 3.6.2, "Standard," available at https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/traffic/trafficservices/studies/tem/tem-2026/2026-tem---chapter-3---signals.pdf?sfvrsn=38939043_2 (last visited Jan. 14, 2026).
[40] S. 316.0745(1), F.S.
[41] R. 14-15.010, F.A.C. (adopting the Dec. 2023 version of the MUTCD); *see also* U.S. Dep't of Transp., Fed. Highway Admin., *Manual on Uniform Control Devices (MUTCD)* 11th ed. (Dec. 2023), available at https://mutcd.fhwa.dot.gov/kno_11th_Edition.htm (last visited Jan. 14, 2026).
[42] U.S. Dep't of Transp., Fed. Highway Admin., *Manual on Uniform Control Devices (MUTCD)*, section 4F.17, "Yellow Change and Red Clearance Intervals," 11th ed. (Dec. 2026), available at https://mutcd.fhwa.dot.gov/pdfs/11th_Edition/part4.pdf (last visited Jan. 14, 2026).

long it takes a driver to notice a hazard and start reacting), approach speed (speed limit), and the grade (slope) of the road.[43]

Perception-Reaction Time

"Perception-reaction time" (PRT), also called "perception-response time," refers to the total time it takes a driver to begin an appropriate response to an impending obstacle or hazard.[44] Historically, FDOT calculated yellow change intervals using a PRT of 1.0 seconds in accordance with accepted industry standards.[45] In 2013, FDOT increased the PRT in its calculation based on research performed by the National Cooperative Highway Research Program showing that the 85th percentile PRT value in the driver population was 1.33 seconds.[46] FDOT now uses a PRT of 1.4 seconds to calculate yellow change intervals.[47]

Surrogate Safety Measures

Surrogate safety measures (SSMs) are non-crash incidents with a correlation to a high rate of crash incidents.[48] SSMs are data points that are highly correlated to risk of collisions and occur much more frequently than crashes but might otherwise not be reported through the traditional channels.[49] Examples of SSMs include measures of how much time road users allow to avoid potential collisions, yellow- and red- light violations, gap time between vehicles, red-light violations, hard braking events, and evasive maneuvers.[50]

Vehicle Regulation

Electric Bicycles, Motorized Scooters, and Micromobility Devices

Under Florida law, the operator of an electric bicycle or motorized scooter has all of the rights, privileges, and duties applicable to the rider of a bicycle.[51] An "electric bicycle" is defined as a bicycle or tricycle equipped with fully operable pedals, a seat or saddle for the use of the rider, and an electric motor of less than 750 watts which meets the requirements of one of the following three classifications:

- "Class 1 electric bicycle" means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.
- "Class 2 electric bicycle" means an electric bicycle equipped with a motor that may be used exclusively to propel the electric bicycle and that ceases to provide assistance when the electric bicycle reaches the speed of 20 miles per hour.

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[43] FDOT, *Traffic Engineering Manual*, *supra* note 45, at section 3.6.2.

[44] *See, e.g.*, Swaroop Dinakar, *What is Perception Response Time (PRT)? Understanding Driver Reactions*, Driver Research Institute (Sep. 29, 2023) available at https://driverresearchinstitute.com/what-is-prt/ (last visited Jan. 14, 2026); Marc Green, Ph.D., *Let's Get Real About Perception-Response Time*, available at https://www.visualexpert.com/Resources/realprt.html (last visited Jan. 14, 2026).

[45] Memo from Mark C. Wilson, P.E., State Traffic Operations Engineer, Fla. Dep't of Transp., Traffic Operations Bulletin 02-13, Standardization of Yellow Change Intervals for Signalized Intersections, May 31, 2013, available at https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/content/traffic/doc_library/pdf/traffic-operations-bulletin-02-13.pdf?sfvrsn=ba1d34f0_0 (last visited Jan. 14, 2026).

[46] *Id.*

[47] FDOT, *Traffic Engineering Manual*, *supra* note 45, at section 3.6.2.

[48] Veralytix, *What is Surrogate Road Safety and Why We Use It*, Sep. 26, 2025, https://www.transoftsolutions.com/transportation-safety-operations/resources/blog/what-is-surrogate-road-safety-and-why-we-use-it/ (last visited Jan. 15, 2026).

[49] *Id.*

[50] *Id.*; U.S. Dep't of Transp., Office of Safety Research and Development, *Surrogate Safety Measures From Traffic Simulation Models: Final Report*, at pages 6-7, available at https://www.fhwa.dot.gov/publications/research/safety/03050/03050.pdf (last visited Jan. 15, 2026).

[51] Ss. 316.20655 and 316.2128, F.S.

- "Class 3 electric bicycle" means an electric bicycle equipped with a motor that provides assistance only when the rider is pedaling and that ceases to provide assistance when the electric bicycle reaches the speed of 28 miles per hour.[52]

An electric bicycle must operate in a manner so that the electric motor is disengaged or ceases to function when the rider stops pedaling or when the brakes are applied.[53]

Florida law defines a "motorized scooter" as any vehicle or micromobility device that is powered by a motor with or without a seat or saddle for the use of the rider, which is designed to travel on not more than three wheels, and which is not capable of propelling the vehicle at a speed greater than 20 miles per hour on level ground, excluding an electric bicycle.[54]

Florida law defines "micromobility device" as a motorized transportation device designed for individual use which is typically 20 to 36 inches in width and 50 pounds or less in weight and which operates at a speed of typically less than 15 miles per hour but no more than 28 miles per hour. This term includes both human-powered and nonhuman-powered devices, including a bicycle, electric bicycle, motorized scooter, or any other device that is owned by an individual or part of a shared fleet.[55]

An operator of an electric bicycle, motorized scooter, or micromobility device is not required to register the device with DHSMV, carry minimum insurance, or have a driver license to operate a motorized scooter.[56] Helmets are required for operators under the age of 16.[57]

Local governments have authority to regulate electric bicycles, motorized scooters and micromobility devices, including authority to adopt ordinances that:

- Provide one or more minimum age requirements for such devices.[58]
- Require an operator of such devices to possess a government-issued photographic identification.[59]
- Permit, control, or regulate the operation of electric bicycles and motorized scooters on sidewalks or sidewalk areas when such use is permissible under federal law, provided that the ordinance must restrict such vehicles or devices to a maximum speed of 15 miles per hour in these areas.[60]
- Govern the operation of electric bicycles and motorized scooters on streets, highways, sidewalks, and sidewalk areas under the local government's jurisdiction.[61]
- Prevent a municipality, county, or agency of the state having jurisdiction over a bicycle path, multiuse path, or trail network from restricting or prohibiting the operation of an electric bicycle on a bicycle path, multiuse path, or trail network.[62]
- Prevent a municipality, county, or agency of the state having jurisdiction over a beach or a dune from restricting or prohibiting the operation of an electric bicycle on such beach or dune.[63]

Local governments also have the authority to provide training on safe operation of electric bicycles and compliance with the traffic laws of this state applicable to such devices.[64]

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[52] S. 316.003(23), F.S.
[53] S. 316.20655(6), F.S.
[54] S. 316.003(48), F.S.
[55] S. 316.003(41), F.S.
[56] Ss. 316.20655(2) and 316.2128(2)-(3), F.S.
[57] S. 316.2065(3)(d), F.S.
[58] S. 316.20655(8), F.S.
[59] *Id.*
[60] S. 316.008(7)(a), F.S.
[61] S. 316.2128(1), F.S.
[62] *Id.*
[63] *Id.*
[64] S. 316.20655(9), F.S.

E-Motos

E-motos are compact devices similar to traditional electric motorcycles or dirt bikes that are much more powerful and faster than electric bicycles. E-motos may have motors with thousands of watts of power that far exceed the 750-watt cap for an electric bicycle. They are equipped with throttles and typically can go in excess of 30 miles per hour, faster than any electric bicycle is capable of traveling. Some E-motos can achieve highway speeds of 65 miles per hour.[65] Some states have proposed legislation regulating e-motos.[66]

Operation of Golf Carts on Certain Roadways

Florida law defines the term "golf cart" as a motor vehicle that is designed and manufactured for operation on a golf course for sporting or recreational purposes.[67] Operation of golf carts is prohibited on public roads or streets of this state, with the exceptions described below.[68]

A golf cart may be operated upon a county road that has been designated by a county, a municipal street that has been designated by a municipality, or a two-lane county road located within the jurisdiction of a municipality designated by that municipality, for use by golf carts. Prior to making such a designation, the responsible local governmental entity must first determine that golf carts may safely travel on or cross the public road or street, considering factors including the speed, volume, and character of motor vehicle traffic using the road or street. Upon such a determination, the responsible governmental entity must post appropriate signs to indicate that such operation is allowed.[69]

A golf cart may be operated on the State Highway System[70] under the following conditions:[71]

- To cross a portion of the State Highway System which intersects a county road or municipal street that has been designated for use by golf carts if FDOT has reviewed and approved the location and design of the crossing and any traffic control devices needed for safety purposes.
- To cross, at midblock, a part of the State Highway System where a golf course is constructed on both sides of the highway if FDOT has reviewed and approved the location and design of the crossing and any traffic control devices needed for safety purposes.
- A golf cart may be operated on a state road that has been designated for transfer to a local government unit if DOT determines that the operation of a golf cart within the right-of-way of the road will not impede the safe and efficient flow of motor vehicular traffic and if:
    - The road is the only available public road along which golf carts may travel or cross or the road provides the safest travel route among alternative routes available; and
    - The speed, volume, and character of motor vehicle traffic using the road is considered by DOT in making its determination.[72]

If such use is approved, FDOT must post appropriate signs along the road to indicate that golf cart operation is allowed.[73]

A golf cart may be operated by residents or guests of a mobile home park for the purpose of crossing a street or highway where the mobile home park is located on both sides of the street or highway and is divided by that street or highway, provided that the governmental entity having original jurisdiction over such street or highway reviews and approves the location of the crossing and require implementation of any traffic controls needed for safety

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[65] PeopleforBikes, *The E-Bike Problem is an E-Moto Problem*, https://www.peopleforbikes.org/news/the-e-bike-problem-is-an-e-moto-problem (last visited Jan. 16, 2026).
[66] See, e.g., California Legislative Information, *SB-584 Off-highway electric motorcycles*, https://leginfo.legislature.ca.gov/faces/billCompareClient.xhtml?bill_id=202520260SB586&showamends=false (last visited Jan. 16, 2026).
[67] S. 316.003, F.S.
[68] S. 316.212, F.S.
[69] S. 316.212(1), F.S.
[70] *See* s. 334.03(24), F.S.
[71] S. 316.212(2), F.S.
[72] *Id*.
[73] *Id*.

purposes. If notice is posted at the entrance and exit of any mobile home park where residents of the park operate golf carts or within the confines of the park, it is not necessary for the park to have a gate or other device at the entrance and exit in order for such golf carts or electric vehicles to be lawfully operated in the park.[74]

If authorized by the Division of Recreation and Parks of the Department of Environmental Protection (DEP), a golf cart may be operated on a road that is part of the State Park Road System[75] if the posted speed limit is 35 miles per hour or less.[76]

A golf cart may only be operated during the hours between sunrise and sunset, unless the responsible governmental entity has determined that a golf cart may be operated during the hours between sunset and sunrise and the golf cart is equipped with headlights, brake lights, turn signals, and a windshield.[77] Further, a golf cart must be equipped with efficient brakes, reliable steering apparatus, safe tires, a rearview mirror, and red reflectorized warning devices in both the front and rear.[78] A golf cart may not be operated on public roads or streets by any person under the age of 15.[79] A violation of age or equipment requirements regarding the use of a golf cart is a noncriminal traffic infraction, punishable as a nonmoving violation.[80] The statutory base fine is $30,[81] but with additional fees and surcharges, the total penalty may be higher.

Low-Speed Vehicles

A low-speed vehicle is defined as any four-wheeled vehicle whose top speed is greater than 20 miles per hour but not greater than 25 miles per hour, including, but not limited to, neighborhood electric vehicles.[82]

A low-speed vehicle may be operated only on streets where the posted speed limit is 35 miles per hour or less. This does not prohibit a low-speed vehicle from crossing a road or street at an intersection where the road or street has a posted speed limit of more than 35 miles per hour. A low-speed vehicle must be equipped with headlamps, stop lamps, turn signal lamps, tail lamps, reflex reflectors, parking brakes, rearview mirrors, windshields, seat belts, and vehicle identification numbers.[83]

A low-speed vehicle must be registered and insured in accordance with s. 320.02, F.S., and titled pursuant to ch. 319, F.S. Any person operating a low-speed vehicle must have in his or her possession a valid driver license.[84] Low-speed vehicles are regulated under ch. 320, F.S., and fall under the manufacturing, distribution, and sales requirements, which are included in Florida's motor vehicle franchise dealer laws.

Accessible Parking

Florida law requires that designated accessible parking spaces must be designed and marked for the exclusive use of individuals who have a severe physical disability and mobility problems that substantially impair their ability to ambulate and who have been properly issued a disabled parking permit or license plate.[85] The number and location of accessible parking spaces is regulated by both the federal Americans with Disabilities Act (ADA) Standards for Accessible Design and by Florida law, and the number of parking spaces for persons with disabilities must be increased on the basis of demonstrated and documented need.[86]

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[74] S. 316.212(3), F.S.
[75] *See* s. 334.03(25), F.S.
[76] S. 316.212(4), F.S.
[77] S. 316.212(5), F.S.
[78] S. 316.212(6), F.S.
[79] S. 316.212(7), F.S. An operator under 18 years of age must possess a valid learner's driver license or valid driver license.
[80] S. 316.212(9), F.S.
[81] S. 318.18(2), F.S.
[82] *See* s. 320.01(41), F.S.
[83] S. 316.2122(1), F.S.
[84] *Id.*
[85] S. 553.5041(3), F.S.
[86] S. 553.5041, F.S.

Florida law authorizes DHSMV and its agents to issue disabled parking permits to persons with impaired mobility.[87] Upon application and receipt of the fee, a person with a long-term mobility impairment is issued a disabled parking permit for a period of up to four years. Similarly, a person with a temporary mobility impairment is issued a temporary disabled parking permit for a period of up to six months.[88]

A certificate of disability is required for a disabled parking permit and must be provided by a licensed physician, podiatrist, optometrist, advanced registered nurse practitioner, physician's assistant, or a similarly licensed physician from another state.[89]

Speed Limits

Florida law prohibits a person from driving a vehicle on a highway at a speed greater than what is reasonable and prudent under current conditions and with regard to actual and potential hazard.[90] Florida law also prescribes maximum speed limits for all streets and highways in the state, and provides that the maximum speed limit for all vehicles in residence districts must be 30 miles per hour in counties and municipalities.[91] However, for vehicles in residence districts, counties and municipalities may set a lower maximum speed limit of 20 or 25 miles per hour after an investigation determines that such a limit is reasonable.[92]

License Plates

Florida law requires that license plates be displayed in such a way that certain identifying information will be plainly visible and legible.[93] Florida law also prohibits a person from applying or attaching something onto or around a license plate which interferes with the legibility, angular visibility, or detectability, or interferes with the ability to record, any feature or detail on the license plate.[94] Additionally, Florida provides that it is a criminal offense to purchase, possess, manufacture, sell, distribute, or use to assist in committing a crime a license plate obscuring device.[95] A license plate obscuring device is defined in Florida law as a device designed or adapted to be installed on a motor vehicle for the purpose of:

- Switching between two or more license plates to permit a motor vehicle operator to change the license plate displayed on the motor vehicle;
- Hiding a license plate from view by flipping the license plate so that the license plate number is not visible;
- Covering, obscuring, or otherwise interfering with the legibility, angular visibility, or detectability of the primary features or details, including the license plate number or validation sticker, on the license plate; or
- Interfering with the ability to record the primary features or details, including the license plate number or validation sticker, on the license plate.[96]

Exhaust System Noise Regulation

Florida law requires every motor vehicle's exhaust system to include a muffler, manifold pipe, and tailpiping to prevent excessive or unusual noise. Exhaust systems cannot allow noise that exceeds a maximum decibel level as established by DEP in cooperation with DHSMV.[97] Motorcycles must comply with slightly lower decibel level limits than automobiles or other motor vehicles weighing 10,000 pounds or more.[98] Additionally, the maximum decibel

[87] S. 320.0848(1)(a), F.S.
[88] *Id.*
[89] S. 320.0848(1)(b), F.S.
[90] S. 316.183(1), F.S.
[91] Ss. 316.183(2) and 316.189(1), F.S.
[92] *Id.*
[93] S. 316.605(1), F.S.
[94] S. 320.061, F.S.
[95] S. 320.262, F.S.
[96] S. 320.262(1), F.S.
[97] S. 316.272, F.S.
[98] S. 316.293(2), F.S.

level allowed for vehicles increases on roads where the speed limit is over 35 miles per hour.[99] Certain vehicles are exempted from these decibel limits, such as emergency vehicles or agricultural equipment.[100]

In June 2023, the Florida Legislature's Office of Program Policy Analysis and Government Accountability (OPPAGA)[101] conducted a study reviewing research on the effects of exhaust system noise on public health. Based on a survey conducted by OPPAGA as part of its study, 88% of Florida law enforcement agencies said laws regulating vehicle exhaust system equipment were easier to enforce than decibel measurements. However, law enforcement also noted that even the equipment-based noise statutes were difficult to enforce.[102] The study suggested that a "plainly audible" standard for regulating exhaust systems could be a potential enforceability solution.[103]

Seaports

Florida has 16 publicly owned seaports located around the state.[104] The governing board of each seaport is a government entity, either a county or city department, an independent special district, or an independent port authority. Florida law establishes the Florida Seaport Transportation and Economic Development (FSTED) Council, comprised of the port directors of each of Florida's sixteen seaports, along with representatives from FDOT and the Department of Commerce.[105]

Space Florida

Space Florida is established by Florida law to foster the growth and development of a sustainable and world-leading aerospace industry in this state.[106] Space Florida is tasked with promoting aerospace business development by facilitating business financing, spaceport operations, research and development, workforce development, and innovative education programs.[107]

Spaceport Territory

Florida law considers a "spaceport" to be any area of land or water developed by Space Florida and intended for public use or for the launching, takeoff, and landing of spacecraft and aircraft.[108] Florida law designates certain real property within the state as "spaceport territory,"[109] including Cape Canaveral Spaceport in Brevard County, Cecil Spaceport in Duval County, Eglin Air Force Base in Okaloosa County, Cape San Blas in Gulf County, Space Coast

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[99] *Id.*
[100] S. 316.293(6), F.S.
[101] OPPAGA is a research arm of the Florida Legislature and provides data, evaluative research, and objective analyses to assist legislative budget and policy deliberations. OPPAGA conducts research as directed by state law, the presiding officers, or the Joint Legislative Auditing Committee. OPPAGA, *About OPPAGA*, https://oppaga.fl.gov/About (last visited Jan. 22, 2026).
[102] OPPAGA, *A Review of Exhaust System Noise*, at page 3, https://oppaga.fl.gov/Documents/Reports/23-04.pdf (last visited Jan. 22, 2026).
[103] *Id*. at 23.
[104] Florida's sixteen seaports are Port of Pensacola, Port Panama City, Port of Port St. Joe, Port Citrus, Port Tampa Bay, Port St. Pete, Seaport Manatee, Port of Key West, PortMiami, Port Everglades, Port of Palm Beach, Port of Fort Pierce, Port Canaveral, Port Putnam, Jaxport, and Port of Fernandina. Florida Seaport Transportation and Economic Development Council, *2025-2029 Seaport Mission Plan*, at page 6, available at https://flaports.org/wp-content/uploads/2025_SeaportMissionPlan.pdf (last visited Jan. 14, 2026).
[105] *Id.* at page 3.; *see also* s. 311.09(1), F.S.
[106] S. 331.302(1), F.S. (establishing Space Florida as an independent special district, a body politic and corporate, and a subdivision of the state).
[107] *Id.*
[108] S. 331.303(17), F.S., defines the term "spaceport" to mean "any area of land or water, or any manmade object or facility located therein, developed by Space Florida under this act, which area is intended for public use or for the launching, takeoff, and landing of spacecraft and aircraft, and includes any appurtenant areas which are used or intended for public use, for spaceport buildings, or for other spaceport facilities, spaceport projects, or rights-of-way."
[109] S. 331.304, F.S.

Regional Airport and Spaceport in Brevard County, Homestead Air Reserve Base in Miami-Dade County, and Tyndall Air Force Base in Bay County.[110]

BILL HISTORY

COMMITTEE REFERENCE	ACTION	DATE	STAFF DIRECTOR/ POLICY CHIEF	ANALYSIS PREPARED BY
Commerce Committee	21 Y, 0 N, As CS	1/21/2026	Hamon	Rubottom
THE CHANGES ADOPTED BY THE COMMITTEE:	• Required FDOT to increase yellow traffic signal intervals only at intersections equipped with a traffic infraction detector. • Removed provisions of the bill related to motor fuel taxation. • Removed provisions of the bill related to off-highway vehicles. • Introduced a fine for violation of conditions on the use of automated license plate recognition systems. • Authorized counties or municipalities to set lower speed limits for vehicles on certain roads under specified conditions. • Clarified provisions of the bill related to vehicle exhaust systems and noise emission standards. • Clarified requirements related to electronic credentialing systems for digital proofs of driver licenses and identification cards. • Required FDOT to establish by rule procedures for and additional conditions under which FDOT may make direct payments to first-tier subcontractors. • Clarified provisions related to requirements and qualifications for sureties to execute takeover agreements with FDOT. • Removed legislative findings and clarified provisions of the bill related to the Next-generation Traffic Signal Modernization Grant Program. • Removed a provision of the bill related to knowingly providing false information on odometer readings. • Authorized vehicles displaying valid disabled parking permits or plates to occupy more than one parking space under specified conditions and prohibited such vehicles from being cited, penalized, or towed under specified circumstances. • Added language to provide that the use of license plate frames and decorative borders is not a criminal offense under specified conditions.			
Ways & Means Committee				
Budget Committee				
State Affairs Committee				

THIS BILL ANALYSIS HAS BEEN UPDATED TO INCORPORATE ALL OF THE CHANGES DESCRIBED ABOVE.

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[110] Space Florida, *Spaceport System Territory*, https://www.spaceflorida.gov/spaceport-system-territory (last visited Jan. 14, 2026).