

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** HB 255 Traffic

**SPONSOR(S):** Sorenson and Wiles

**TIED BILLS:** **IDEN./SIM. BILLS:** SB 1194 (i)

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REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) Transportation		Pugh	Miller
2) Local Government & Veterans Affairs			
3) Transportation & Eco. Devel. Approps. (Sub)			
4) Appropriations			
5)			

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### SUMMARY ANALYSIS

Chapter 316, F.S., provides for uniform traffic regulations throughout the state related to speed limits, street signage, traffic signals, and penalties for violators of traffic laws. Pursuant to s. 316.006, F.S., the Florida Department of Transportation (FDOT) has jurisdiction over all state roads; municipalities have jurisdiction over all streets and highways within their boundaries, except for state roads; and counties have jurisdiction over all streets and highways within their boundaries, except for state and municipal roads. No city or county shall enact an ordinance on a traffic-related matter covered by chapter 316, F.S., unless expressly authorized by the Legislature. Section 316.008, F.S., does list several examples of additional traffic fines or signage which local governments can impose.

A recent court case involving the City of Key West raised the issue of how much control does a municipality actually have in terms of regulating commercial vehicle traffic. The city won the case, but the plaintiff is appealing.

HB 255 specifies that municipalities shall have jurisdiction and authority to regulate and restrict commercial vehicle traffic over all streets and highways within their boundaries by granting permits, franchises, and licenses, or by other exercise of authority.

HB 255 has no apparent fiscal impact to the state, nor does it raise any apparent constitutional issues. However, HB 255 appears to raise a conflict with state law, since it is unclear from the bill's wording whether municipalities also would have authority to regulate commercial traffic on state roads that are within their geographical boundaries.

The bill takes effect upon becoming a law.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives.

**STORAGE NAME:** h0255.tr.doc

**DATE:** January 30, 2004

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. DOES THE BILL:

- |                                      |                              |  |   |
|--------------------------------------|------------------------------|--|---|
| 1. Reduce government?                | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/>            |
| 2. Lower taxes?                      | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 3. Expand individual freedom?        | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 4. Increase personal responsibility? | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 5. Empower families?                 | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |

#### Reduce Government

As drafted, HB 255 expands municipalities' authority to regulate commercial traffic on all roads – even state and federal highways – within their boundaries.

#### B. EFFECT OF PROPOSED CHANGES:

##### Background

Chapter 316, F.S., provides for uniform traffic laws throughout the state. Specific sections of law within the chapter discuss the authority of counties and municipalities to regulate and restrict traffic on locally owned and maintained roads. Local governments are able to regulate only one activity on state and federal highways – processions or assemblages – pursuant to s. 316.008(1)(c), F.S.

As for municipal roads, chapter 316, F.S., gives local governments broad latitude for regulation. For example, s. 316.002, F.S., states that: "The Legislature recognizes that there are conditions which require municipalities to pass certain other traffic ordinances in regulation of municipal traffic that are not required to regulate the movement of traffic outside of such municipalities."

Section 316.006(2), F.S., grants municipalities "original jurisdiction over all streets and highways located within their boundaries, except state roads...." This jurisdiction includes private roads and limited-access roads owned or controlled by special districts, if those entities enter into a written agreement with a municipality to allow municipal control.

Section 316.008, F.S., states that municipalities and counties are authorized "with respect to streets and highways under their jurisdiction and within the reasonable exercise of the police power..." to regulate 13 activities or aspects of roads and highways. This includes: regulating or prohibiting stopping, standing or parking in streets; regulating the operation of bicycles and persons on skates or other toy vehicles; and prohibiting or regulating the use of heavily traveled streets by any class or kind of traffic found to be incompatible with the normal and safe movement of traffic.

Prior to its 1973 repeal, s. 167.01, F.S., also provided that cities were authorized to regulate streets, lands and avenues. The repealing statute, s. 166.042, F.S., contains a savings clause that specifically provides municipalities the authority to continue to exercise the regulatory power granted to them pursuant to the repealed s. 167.01, F.S.

One of the catalysts for HB 255 is the case of *Duck Tours Safari, Inc. and Land And Sea, Inc. and John Murphy vs. the City of Key West, Conch Tour Train, Inc. and Buggy Bus, Inc.*, filed in the mid-1990s. The lawsuit targeted two ordinances, passed by the City of Key West in 1995, for two companies offering sight-seeing tours within the city. The lawsuit challenged the municipality's authority to enact franchise ordinances granting exclusive contracts for sightseeing tours within its jurisdiction. The plaintiffs, who used restored World War II era amphibious vessels in their sight-seeing excursions, argued that there existed no "clearly articulated or affirmatively expressed policy of the State of Florida"

authorizing a city to enact franchise ordinances. The plaintiffs alleged that the ordinances enacted by the defendants constituted actionable, anticompetitive conduct as defined in chapter 542, F.S. The defendants responded that ss. 316.002, 316.006, and 316.008, F.S., provided sufficient authority to enact the challenged franchise ordinances. Specifically, Key West determined the amphibious vessels were too wide for the narrow city streets in the city's historic neighborhoods, and left seaweed and salt water along its route.

In April 2002, the 16<sup>th</sup> Judicial Circuit Court ruled in favor of the defendants and held that the City of Key West was statutorily authorized to enact the franchise ordinances granting exclusive contracts for sightseeing tours within its jurisdiction. The court did not address the issue of whether the franchise ordinances were in violation of chapter 542, F.S. Asked to reconsider its ruling, the court in September 2002 again ruled in favor of the defendants.

The case is on appeal.

### **Effect of Proposed Changes**

HB 255 bill amends s. 316.006(2), F.S., to clarify the jurisdiction and authority of municipalities to "regulate and restrict commercial vehicle traffic by granting permits, franchises and licenses" on roads within their jurisdiction. The provision further states that this paragraph is intended to "reinforce the long-standing policy of this state."

A lobbyist for the City of Key West, which is supporting HB 255, said the bill is necessary to clarify municipal authority to regulate activities on its city streets.

HB 255 takes effect upon becoming a law.

### **C. SECTION DIRECTORY:**

**Section 1:** Amends s. 316.006, F.S., to specify that municipalities shall have jurisdiction and authority to regulate and restrict commercial vehicle traffic over all streets and highways within their boundaries by granting franchises, permits, licenses, or other methods. Specifies this provision reinforces the "long-standing policy of the state."

**Section 2:** Provides that this act shall take effect upon becoming a law.

## **II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT**

### **A. FISCAL IMPACT ON STATE GOVERNMENT:**

1. Revenues:

None.

2. Expenditures:

None.

### **B. FISCAL IMPACT ON LOCAL GOVERNMENTS:**

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Indeterminate. If HB 255 is broadly interpreted to include municipal regulation of privately owned commercial trucking firms and other commercial vehicle traffic that operate on state or federal highways within city boundaries, then regulatory costs could increase for these private companies.

D. FISCAL COMMENTS:

None.

### III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This mandates provision is not applicable to HB 255 because the bill does not require counties or municipalities to expend local funds or to raise local funds, nor does it reduce their state revenue-sharing.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

Not applicable.

C. DRAFTING ISSUES OR OTHER COMMENTS:

As mentioned above, the wording of HB 255 could be construed to give municipalities the authority to regulate commercial vehicle traffic on state and federal highways within their boundaries. This would be in conflict with s. 316.006(1), F.S., which specifies that the state has jurisdiction over all state roads.

A possible solution to this conflict would be to replace the word "boundaries" on line 16 of the bill with the word "jurisdictions."

HB 255's sponsor has indicated he wants to clarify his intent, which was for his bill to apply only to city-owned or city-regulated streets.

Representatives of the Florida Trucking Association and the Florida Concrete & Products Association have indicated they have concerns about the bill as worded. Some of their concerns could be addressed if the bill is amended to clarify its provisions do not include state or federal highways, but they also may want an exemption for commercial motor vehicles, as defined in s. 316.003(66), F.S.

### IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES