

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 1111 Department of Highway Safety and Motor Vehicles

SPONSOR(S): Evers

TIED BILLS: IDEN./SIM. BILLS: SB 1992

Table with 4 columns: REFERENCE, ACTION, ANALYST, STAFF DIRECTOR. Row 1: 1) Committee on Infrastructure, Brown, Miller. Row 2: 2) Economic Expansion & Infrastructure Council. Row 3: 3) Policy & Budget Council. Row 4: 4). Row 5: 5).

SUMMARY ANALYSIS

HB 1111 contains numerous changes to highway safety and motor vehicle laws administered by the Department of Highway Safety and Motor Vehicles (DHSMV). Examples of major provisions in the bill include:

- Requirements that all persons approaching a railroad-highway grade must stop when a law enforcement officer indicates that a train is approaching, and that all commercial motor vehicles not otherwise required to stop at a rail crossing "shall slow down and check that the tracks are clear" of any approaching train;
Providing additional situations mandating the use of ignition interlock devices (IIDs), additional time periods for use of IIDs in certain situations, and lower lockout levels for IIDs;
Requiring the use of child restraints in vehicles weighing between 5,000 and 26,000 pounds;
Providing definitions, or clarifications to definitions, for the terms "certificate of title," "motorcycle," and "judgment" in various contexts;
Permitting motorcycles to be registered before a natural person has received a motorcycle drivers' license endorsement;
Enhancing the state's ability to suspend or refuse to register commercial vehicles ordered 'Out of Service' by other state or federal agencies;
Eliminating the Department's rulemaking authority to adopt rules providing specifications for the design of specialty license plates in light of other existing statutory provisions;
Modifying the issuance of drivers' licenses, including changes to the term and renewal of licenses, elimination of 'Florida-only' licenses and renewal stickers, and increases in fees charged;
Clarifying the entities eligible for reimbursement under the Florida Rider Training Program; and
Specifying that certain DUI offenses occurring in non-commercial vehicles will disqualify the holder of a commercial drivers' license, and limiting 'hardship' license eligibility to non-commercial vehicles.

Some of the bill's provisions are technical or administrative in nature and will have no fiscal impacts. Some of the provisions are expected to have an indeterminate fiscal impact on state government and the private sector.

The bill takes effect July 1, 2008.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

Provide Limited Government:

- The bill removes a potential requirement that, upon original registration of any motorcycle, motor driven cycle or moped, the owner must prove they have obtained the necessary license endorsement;
- The bill reduces agency rulemaking authority regarding specialty tag design; and
- The bill increases fees for drivers' licenses but also increases the term of the license to 8 years;

Promote Personal Responsibility:

- The bill requires additional classes of commercial drivers to slow down at rail grade crossings;
- The bill requires repeat violators to use ignition interlock devices for longer periods of time; and
- The bill requires child restraint devices to be used in additional vehicles;

Maintain Public Security:

- The bill ensures that drivers obey law enforcement officers' indications of an oncoming train at a rail-highway grade;
- The bill requires additional classes of violators to use ignition interlock devices;
- The bill modernizes certain highway safety and motor vehicle processes, allowing for electronic transactions and data storage;
- The bill adds additional offenses for which law enforcement may arrest offenders;
- The bill increases the Department's ability to review the safety records of certain commercial drivers and suspend commercial drivers ordered 'Out of Service' by other state and federal agencies; and
- The bill increases the Department's ability to disqualify commercial drivers for offenses committed in non-commercial vehicles.

B. EFFECT OF PROPOSED CHANGES:

Rail Crossings (Sections 1, 2)

Current Situation

Section 316.1575, F.S., requires all persons approaching a railroad-highway grade crossing to stop between 15 and 50 feet from a crossing, when a crossing gate is lowered or a human flagger indicates that a train is approaching.

Many commercial motor vehicles are required to stop at all railroad grade crossings before proceeding, unless a posted sign or a law enforcement officer specifically indicates that it is safe to proceed without stopping.¹ These include motor vehicles carrying passengers for hire, school buses, and vehicles carrying explosive or flammable materials.²

¹ Section 316.159(1)-(2), F.S. Note that under paragraph (2), a school bus must stop regardless of posted signs. The exception for school buses applies *only* if a law enforcement officer explicitly "waves through" the bus.

² *Id.*

Proposed Changes

HB 1111 provides that all persons approaching a railroad-highway grade must also stop when a law enforcement officer indicates that a train is approaching. The bill also requires that commercial motor vehicles not otherwise required to stop pursuant to section 316.1575, F.S., "shall slow down and check that the tracks are clear" of any approaching train, before crossing.

Ignition Interlock Devices (Sections 3, 25, 26)

Current Situation

As defined by section 15A-9.003(13), F.A.C., an ignition interlock device is "a breath alcohol analyzer connected to a motor vehicle's ignition. In order to start the motor vehicle engine, a convicted person must blow a deep lung breath sample into the analyzer, which measures the breath alcohol concentration. If the breath alcohol concentration exceeds the fail point on the ignition interlock device, the motor vehicle engine will not start."

Section 316.193(4)(c), F.S., requires the court to order the placement of an interlock device if the violator had a BAL above .20 percent or if a passenger under 18 years of age is present in the vehicle. This requirement lasts up to six months for a first offense and up to two years for a second offense. Upon a second DUI conviction of any type, the law requires placement of an interlock device on all vehicles owned or leased by the offender for at least one year.³ Upon a third DUI conviction, the court must order an interlock device to be installed for at least two years.⁴ The ignition interlock device must be of a type approved by the Department and must be placed at the offender's sole expense.⁵ Section 316.1937, F.S., requires that ignition interlock devices keep a vehicle from starting if the person's blood alcohol level is in excess of .05 percent.

Section 322.291, F.S., requires that any person (i) whose driving privilege has been revoked for various DUI violations or manslaughter charges, or (ii) whose license was revoked under the point system for DUI offenses or refusal to submit to a BAL test, must attend an approved driver-improvement course.

Proposed Changes

HB 1111 lowers the device's "lockout" BAL level from .05 percent to .025 percent, and provides that the six-month and two-year periods provided in section 316.193, F.S. must run *continuously*. The bill provides that persons who commit, more than three times, any violation requiring an ignition interlock device, must attend a driver-improvement course specified by section 322.291, F.S., and use the ignition interlock device for an additional month beyond the otherwise-required timeframe.

Child Restraints (Section 5)

Current Situation

Child restraints are required on all motor vehicles operated on the roadways, streets, and highways of the state, with certain exceptions. These exceptions include any truck having a net weight of greater than 5,000 pounds.⁶

According to the Department, since the inception of child restraint and seatbelt laws in the 1980s, the weight limit for "heavy trucks" has been 5,000 pounds.⁷ However, "trucks exceeding the 5,000 pound threshold are commonly promoted in the general population by the vehicle manufacturers, and the purchases of these types of vehicles have risen dramatically."⁸

³ Section 316.193(2)(a)3., F.S.

⁴ Section 316.193(2)(b), F.S.

⁵ Section 316.1938, F.S.

⁶ Section 316.613, F.S.

⁷ *DHSMV 2008 Legislative Proposals*, Dec. 6, 2007, prepared by the Department. This document is on file with the committee.

⁸ *Id.*

Proposed Changes

HB 1111 raises the weight restriction in section 316.613, F.S. from 5,000 pounds to 26,000 pounds. As a result, child restraints would be required on additional vehicles, those weighing between 5,000 and 26,000 pounds. A vehicle with a gross vehicle weight rating of greater than 26,000 pounds is generally considered a commercial vehicle, pursuant to 49 CFR 383.5.

Arrest Authority; Traffic Citations (Sections 6, 7, 20)

Current Situation

Section 316.645, F.S., currently provides that an officer may arrest any person at a crash scene if the officer has “reasonable and probable grounds,” based on “personal investigation,” to believe that the person has committed a violation of Chapter 316, State Uniform Traffic Control, or Chapter 322, Drivers’ Licenses.

Section 316.650, F.S., contains the general requirements for traffic citations, including the procedural processes for transmitting data between various agencies.

Section 322.15, F.S., requires drivers to carry their drivers’ license at all times when operating a vehicle. If a driver is unable to produce a drivers’ license upon request, law enforcement officers are currently permit to collect a “fingerprint” (singular) to be placed on any citation issued.

Proposed Changes

HB 1111 adds Chapter 320, Motor Vehicle Licenses, to the list of “arrestable offenses” contained in section 316.645, F.S.

The bill also makes several grammatical changes and modernizes the workflow between law enforcement agencies and the courts. It permits “electronic transmission” of “replicas of the citation data,” rather than an “electronic facsimile” of the citation, as currently provided, and permits “batches” of electronic transmissions to be transmitted to courts electronically.

HB 1111 modifies section 322.15, F.S., allowing officers to collect “fingerprints” (plural), and allowing such prints to be collected electronically.

Certificates of Title (Section 8)

Current Situation

Chapter 319 governs vehicle title certificates issued in Florida, as well as fees, liens, and related issues, but does not specifically define “certificate of title.”

Proposed Changes

HB 1111 adds a formal definition for the term “certificate of title,” stating that a certificate of title is the ownership record for a vehicle, “whether a paper document authorized by the department or a certificate consisting of information that is stored in an electronic form in the department’s database.”

Motorcycles; Registration (Sections 9, 10)

Current Situation

Section 320.01, F.S., provides a definition of motorcycle as “any motor vehicle having a seat or saddle for the use of the rider and designed to travel on not more than three wheels in contact with the ground, but excluding a tractor or a moped.”

Currently, under s. 320.02, F.S., every owner or person in charge of a motor vehicle (including motorcycles) operated or driven on the roads of this state is required to register the vehicle in this state.

The owner or person in charge must apply to DHSMV or to its authorized agent for registration on a form prescribed by DHSMV.

Effective July 1, 2008, section 320.02, F.S., will require that, before a natural person applies for the original registration of a motorcycle, the person must present proof that the he or she has a valid motorcycle endorsement as required by the driver licensing laws of Chapter 322, F.S. This requirement was added by Section 28, 2006-290 Laws of Florida, with a delayed implementation.

Proposed Changes

HB 1111 adds a third exception to the definition of motorcycle, exempting also those vehicles “in which the operator is enclosed by a cabin.” The bill also repeals Section 28, 2006-290, thereby leaving section 320.02, F.S. unaltered. As a result, owners will be able to continue to register a motorcycle without obtaining a motorcycle drivers’ license endorsement in advance.

Commercial Vehicle Registration (Section 11)

Current Situation

Section 320.0706, F.S., generally requires commercial motor vehicles weighing more than 26,000 pounds to display a license plate on both the front and rear of the vehicle. A dump truck may display the rear plate no higher than 60 inches, “to allow for better visibility.” A truck tractor may display a plate only on the front of the motor vehicle.

Proposed Changes

HB 1111 provides that a violation of this section is a noncriminal traffic infraction, punishable as a moving violation pursuant to Chapter 318. Absent any specific fine for a specific violation, section 318.18(3)(a) F.S., requires a \$60 fine for moving violations not requiring a hearing. Court costs and other surcharges vary from county to county and would be added to the base fine.

International Registration Plan (Section 12)

Current Situation

Out-of-state vehicles in commerce weighing more than 26,000 pounds must comply with the provisions of the International Registration Plan (IRP).⁹ Each motor carrier registered under the IRP must maintain and keep, for a period of 4 years, all pertinent records and papers as may be required by the department for reasonable administration.¹⁰

Registration in the IRP entitles each state through which the vehicle travels to a proportional share of that vehicle’s taxes. In Florida, the registration process does not currently include a review of the carrier’s safety fitness record.¹¹ As a result, it is possible for a motor carrier to receive valid registrations in Florida although the carrier is under an Out of Service order at the federal level or pursuant to another state’s determination.¹²

Proposed Changes

HB 1111 adds new language to section 320.0715, F.S., authorizing the Department to withhold vehicle registrations and license plates if a carrier fails to supply its appropriate federal identifying number. This number allows the Department to check the carrier’s multistate record in the “Performance and

⁹ According to the Florida Department of Highway Safety and Motor Vehicle website, “[t]he International Registration Plan (IRP) is a reciprocal agreement that authorizes the proportional registration among the states of commercial motor vehicles. This means if a truck is operated in multiple states, the owner must annually report mileage driven in each state and taxes are paid proportionately based on the mileage driven.”

¹⁰ *DHSMV Bill Analysis, HB 1111*, Mar. 11, 2008, prepared by the Department. This document is on file with the committee.

¹¹ *DHSMV 2008 Legislative Proposals*, Dec. 6, 2007, prepared by the Department. This document is on file with the committee.

¹² *Id.*

Registration Information System,” or PRISM.¹³ The Department may subsequently refuse to issue registrations, or suspend existing registrations, if the carrier or vehicle operator has been prohibited from operating by a federal or state agency responsible for motor carrier safety. PRISM is funded by a grant from the Federal Motor Carrier Safety Administration for \$750,000, and requires no additional state funding.

Specialty Tags (Section 13)

Current Situation

Section 320.08053, F.S., currently provides rulemaking authority to the Department to adopt rules “providing viewpoint neutral specifications for the design of specialty license plates....” Notwithstanding this delegation of design matters to the agency, section 320.08056(6), F.S., contains specific design criteria for specialty tags. In addition, enabling statutes for each specialty license plate contain statutorily mandated design elements.¹⁴

Proposed Changes

HB 1111 streamlines the design process by removing paragraph (3) from section 316.08053, F.S., containing some of the agency’s rulemaking authority, in favor of existing statutory design standards.

Drivers’ Licenses and ID Cards Generally (Sections 14, 16, 17, 18, 19, 22, 23)

Current Situation

Chapter 322 governs the issuance of drivers’ licenses and related matters. Section 322.08, F.S., contains the application requirements for a Florida drivers’ license. The section requires the following information to be provided by the applicant:

- Full name, gender, social security card number, county of residence and mailing address, country of birth, and a brief description
- Proof of birth date satisfactory to the department.
- Proof of identity satisfactory to the department. Such proof must include one of the following documents issued to the applicant:
 - A driver's license or identification card from another jurisdiction that required the applicant to submit a document for identification which is substantially similar to a document required under [the next six potential requirements];
 - A certified copy of a United States birth certificate;
 - A United States passport;
 - A naturalization certificate issued by the United States Department of Homeland Security;
 - An alien registration receipt card (green card);
 - An employment authorization card issued by the United States Department of Homeland Security; or
 - Proof of nonimmigrant classification provided by the United States Department of Homeland Security, for an original driver's license.

The resulting license must contain a color photograph of the licensee, the name of the state, a unique identification number, and the licensee’s full name, date of birth, and *mailing* address.¹⁵ Drivers are generally permitted to renew licenses twice electronically, before another in-person visit is required.¹⁶

The requirements to receive an identification card, contained in section 322.051, F.S. mirror the requirements for a drivers’ license. Identification cards are currently valid for four years, while original drivers’ licenses are valid for six years (and extension stickers permit an additional four or six year

¹³ *Id.*

¹⁴ For examples of design elements contained in specific statutes, see paragraphs (1) through (64) of section 320.08058, F.S.

¹⁵ Section 322.14, F.S.

¹⁶ Section 322.18(8)(c), F.S.

extension, depending on whether the applicant has a clear record for the preceding three years).¹⁷ Some proof-of-identity documents modify these general provisions.¹⁸

“Florida Only” licenses are currently available pursuant to section 322.03, F.S., for part-time residents of the state; section 322.03, F.S., prohibits a resident from having more than one Florida-issued license at a time but does not prohibit holding a Florida license and a license from another state.

On May 11, 2005, President Bush signed into law the REAL ID Act of 2005.¹⁹ Title II of the Act “directly imposes prescriptive driver’s license standards.”²⁰ The REAL ID Act contains a provision regarding the verification of documents presented to a license-issuing state agency.²¹ States must verify with all issuing agencies the issuance, validity, and completeness of all documents presented. The receiving entity also must verify a social security number, if given, with the Social Security Administration.

Basic driver’s license standards also are contained in the act.²² All licenses must contain the person’s name, date of birth, gender, license number, digital photograph, and legal address and physical security features to prevent fraud or counterfeiting and a common machine-readable technology with defined data elements.

Any state that issues a driver’s license that does not conform to the REAL ID Act requirements must ensure that the license states on its face that it does not conform to the federal standards.²³ The license also must use a unique design or color indicator to alert agencies that it does not comply.

Ultimately, the Act prohibits federal agencies from relying on identification documents from states that are not in compliance with the given standards. This prohibition begins three years after enactment of the bill.²⁴ At that time, the federal Secretary of State will begin certifying states that are in compliance with the Act’s standards.²⁵

Proposed Changes

HB 1111 clarifies the definition of “hazardous materials” by citing additional federal regulations related to required endorsements to commercial drivers’ licenses to transport such materials. It adds a definition of “convenience service” to explain transactions made electronically, by mail, or telephonically, and clarifies that a renewal may be made via a convenience service only once.

The bill makes a number of changes to the ID card and drivers’ license provisions. These changes are generally intended to move the Florida drivers’ license issuance process closer to full compliance with federal REAL ID requirements. According to the Department,

Florida’s compliance with the REAL ID Act is imperative for the continued use of Florida’s licenses by its residence to board an airplane or enter a federal building. The [Department] has worked with our federal partners at the Department of Homeland Security to ensure that the implementation of this act occurs seamlessly

¹⁷ Section 322.18, F.S. Extension stickers may also be issued as a method to reflect an applicant’s change of address pursuant to section 322.19, F.S.

¹⁸ See, e.g., section 322.18(2)(d), F.S., stating that if the applicant uses a “Department of Homeland Security Authorization Card” to establish identity, the resulting drivers’ license is only valid for two years or until the expiration of the underlying DHS Authorization Card.

¹⁹ H.R. 1268, P.L. 109-13.

²⁰ *NCSL REAL ID Act of 2005 Title Summary*, report from the National Conference of State Legislators, 2005.

²¹ See generally, REAL ID Act, s. 202(c)(3)(A), s. 202(d)(4), and s. 202(d)(5).

²² See generally REAL ID Act, s. 202(c) and (d).

²³ REAL ID Act, s. 202(d)(11).

²⁴ See REAL ID Act s. 202(a)(1). This period has subsequently been extended several times.

²⁵ REAL ID Act, s. 202(a)(2).

... The REAL ID Act will help ensure that the identity of all Florida's residents receives the highest level of security.²⁶

The bill provides for a gradual phase-out of "Florida Only" licenses. Current licenses will be valid until the stated expiration, but new "Florida Only" licenses may not be issued after July 1, 2009. For both ID cards and drivers' licenses, standards are clarified to ensure that social security and proof-of-resident documents are "satisfactory to the department." The bill clarifies that passports, green cards, and employment authorization cards must be valid and unexpired. In addition, a new identity document is added, the "Consular Report of Birth Abroad, provided by the United States Department of State," and fee provisions are moved to a new statute (see **Drivers' License Fees**, below).

HB 1111 also modifies expiration dates of ID cards and drivers' licenses. ID cards for children under 5 continue to have a term of 4 years, but for persons between 5 and 15, the valid term is raised to 8 years. Drivers' license terms (both original issuance and renewals) are raised to 8 years, however, persons over 80 will continue to expire every six years.

The requirement that a license indicate a mailing address²⁷ is modified to require the *residence* address of the licensee. The bill eliminates licensees' ability to extend a license term or change addresses via sticker and standardizes the term "renewal."

Drivers' License Fees (Sections 21, 24)

Current Situation

Section 322.17, F.S., contains a \$10 fee for duplicate and replacement drivers' licenses, and provides that change-of-address stickers may be issued by the Department and affixed on the back of a current license. Section 322.21(1), F.S. contains a schedule of the Department's license fees. The fees are distributed to the General Revenue Fund and to the Highway Safety Operating Trust Fund, which funds the general operations of the Department.

Proposed Changes

HB 1111 removes provisions in section 322.17, F.S. The sticker-replacement is removed entirely, and the fee for replacement licenses is re-created with greater detail in section 322.21, F.S.

The bill raises the fees contained in 322.21, F.S., and provides direction for the fees to certain trust funds within the Department, as follows:

- The commercial license is increased from \$50 to \$67. \$50 is directed to the General Revenue Fund, with the additional \$17 directed to the Highway Safety Operating Trust.
- A Class E license is raised from \$20 to \$27. \$20 is directed to the General Revenue Fund, with the additional \$7 directed to the Highway Safety Operating Trust Fund.
- A renewal is raised from \$15 to \$20. \$15 is directed to the General Revenue Fund, with the additional \$5 directed to the Highway Safety Operating Trust Fund.
- The replacement fee (moved from s. 322.17, F.S.) remains \$10, but shall apply in all cases where a change of address is required, as the sticker-replacement method in s. 322.17, F.S. is removed (as discussed above). \$3 is directed to the General Revenue Fund, with the additional \$7 directed to the Highway Safety Operating Trust Fund.
- Original or replacement ID cards issued pursuant to s. 322.051, F.S., are \$10. \$4 is directed to the General Revenue Fund, with the additional \$6 directed to the Highway Safety Operating Trust Fund.
- Each endorsement required by s. 322.57, F.S.,²⁸ is raised from \$5 to \$7. \$5 is directed to the General Revenue Fund, with the additional \$2 directed to the Highway Safety Operating Trust Fund.

²⁶ *DHSMV Bill Analysis, HB 1111*, Mar. 11, 2008, prepared by the Department. This document is on file with the committee.

²⁷ Section 322.14, F.S.

Florida Motorcycle Safety Education Program (Section 15)

Current Situation

The Florida Rider Training Program (FRTP) was established in 1989 to provide motorcycle safety courses in Florida.²⁹ Organizations participating in the FRTP charge students a registration fee to attend a course, not to exceed \$20 per student.³⁰ The registration fee must be refunded to the student upon completion of the course, but may be forfeited to the organization if the student fails to attend or complete the course.³¹ When funds are available, the Department reimburses certain amounts to the course providers to pay a portion of student costs, as determined by the Department.³² According to the Department, the intent of the reimbursement process was to support program sponsors in setting up and running their programs until they became self-supporting.³³

Proposed Changes

HB 1111 provides that reimbursement under the FRTP shall only be made to entities executing a contract with the Department on or after July 1, 2008, and that such reimbursement shall continue for 12 months following execution of the contract.

Commercial Drivers' Licenses; Vehicle Registration; Disqualification (Sections 27, 28, 29)

Current Situation

The Commercial Motor Vehicle Safety Act of 1986 (hereinafter, the "1986 Act"), requires the federal government and the states to limit commercial drivers to a single license and sets minimum standards for testing and licensing. As a result of the 1986 Act, the U.S. Department of Transportation (USDOT) issued standards for commercial drivers' licenses and drivers were required to comply beginning in 1992.³⁴ The federal government established the Commercial Drivers' License Information System (CDLIS) to serve as a clearinghouse for states to report traffic convictions of commercial drivers licensed in another state.³⁵

The USDOT determined in a 2000 audit report that the objective of limiting commercial drivers to a single license had largely been achieved, but that states were not disqualifying drivers posing a safety risk, and were withholding convictions of disqualifying violations from drivers' records, "in effect... allow[ing] unsafe drivers to continue to drive."³⁶ The audit found instances where states ignored violations reported in other states, and also found that "[e]ven when systems properly disqualify drivers, states have programs that allow the use of special licenses or permits to operate commercial motor vehicles."³⁷ [...] These programs effectively circumvent the requirement that the driver get off the road for committing a pattern of major traffic violations."³⁸

Statutes addressing these issues are found in Chapter 322, Florida Statutes. Section 322.60, F.S. currently provides that a person holding a commercial drivers' license may not possess more than one drivers' license. Section 322.61, F.S., provides a list of offenses for which a person can be disqualified

²⁸ Section 322.57, F.S., requires additional endorsements for persons driving double or triple trailers, school buses, tanks, vehicles containing hazardous materials, etc.

²⁹ Section 322.0255(1), F.S. See also section 7, ch. 88-405, Laws of Florida.

³⁰ Section 322.0255(6), F.S.

³¹ *Id.*

³² Section 322.0255(5), F.S.

³³ *DHSMV 2008 Legislative Proposals*, Dec. 6, 2007, prepared by the Department. This document is on file with the committee.

³⁴ *Audit Report MH-2000-106: Disqualifying Commercial Drivers (Federal Motor Carrier Safety Administration)*, USDOT, Office of the Inspector General, June 30, 2000.

³⁵ *Id.*

³⁶ *Id.*

³⁷ *Id.*

³⁸ *Id.*

from holding a commercial drivers' license. A person can be disqualified for 60 days for committing two of the following offenses in a three year period, in a commercial motor vehicle:

- Violations of law regarding motor vehicle traffic controls other than parking, weight, or vehicle equipment violations, arising in connection with a crash causing death or or personal injury;
- Reckless driving;
- Careless driving;
- Fleeing or attempting to elude a law enforcement officer;
- Unlawful speed over 15MPH above the speed limit;
- Improper lane change;
- Following too closely; or
- Driving a commercial motor vehicle without a commercial drivers' license;

For violating three of these offenses in three years, in a commercial motor vehicle, the person can be disqualified for 120 days.

A person operating a commercial motor vehicle can be disqualified for a year for a single violation of the following offenses:

- Driving under the influence of alcohol or a controlled substance;
- Driving with an alcohol concentration (as tested in blood, urine, or breath) of .04% or more;
- Leaving the scene of a crash involving the commercial motor vehicle;
- Using the commercial motor vehicle in the commission of a felony; or
- Refusing to submit to an alcohol concentration test.

A person committing two of these offenses in a commercial vehicle may be permanently disqualified from operating a commercial motor vehicle.

A person using a commercial vehicle in the commission of a felony involving illegal drug transportation or manufacturing may be permanently disqualified for a single violation.

Section 322.64, F.S. allows a law enforcement officer to immediately disqualify a person arrested for driving a commercial motor vehicle while violating section 316.193, F.S., relating to unlawful BAL, or refusal to submit to a breath, urine, or blood test. The disqualification lasts 6 months for a first DUI violation of section 316.193, F.S., or a year for a second or subsequent offense. A first refusal to submit to testing results in disqualification for a year, and a second or subsequent refusal results in permanent disqualification. The law enforcement officer is directed to take the driver's license and replace it with a ten (10) day temporary permit, valid for non-commercial vehicles only. The disqualified driver may request, within that time span, a formal or informal hearing. If the department fails to schedule the hearing within 30 days, it shall issue a temporary permit to the disqualified driver, valid until the hearing is conducted.

Section 322.271, F.S. allows certain disqualified drivers to petition the department for limited reinstatement. Reasons for such reinstatement include driving "to maintain a livelihood," for "educational purposes," or "medical purposes."

Proposed Changes

HB 1111 deletes section 322.60, F.S., providing that a person holding a commercial drivers' license may not possess more than one drivers' license. However, the bill clarifies in section 322.03, F.S., that *no* driver may possess more than one drivers' license.

The bill removes the limitations in section 322.61, F.S., requiring the listed offenses to occur in commercial motor vehicles. Under the bill, the offenses described could also occur in a *non*-commercial vehicle, and still be used to disqualify the holder of the commercial drivers' license. HB 1111 also changes a definition in section 322.01, F.S. to ensure the uniformity of this expansion. The

Department asserts that this broadening of disqualification requirements is necessary to avoid sanctions from the Federal Motor Carrier Safety Administration.³⁹ The bill also clarifies the definition of “out-of-service order” in section 322.01, F.S., to provide that a prohibition need not be limited to 72 hours.

Similarly, HB 1111 modifies the provisions of section 322.64, F.S., to allow law enforcement officers to immediately disqualify not only drivers of commercial motor vehicles who violate 316.193, F.S., or refuse to submit to testing, but also commercial drivers’ license holders operating *non*-commercial vehicles who violate 316.193, F.S., or refuse to submit to testing. Technical changes are made throughout this section for conformity, and the bill clarifies that a person disqualified under section 322.64, F.S. is not entitled to a hardship reinstatement of a *commercial* vehicle license under section 322.271, F.S., but only a license to operate a *non*-commercial vehicle.

Financial Responsibility (Section 30)

Current Situation

Chapter 324 requires all drivers in Florida to maintain a level of financial responsibility in exchange for the privilege of operating a motor vehicle “on the public streets and highways of this state....”⁴⁰ The Department believes that the current definition of “judgment” in section 324.021, F.S., “gives the perception of a decision that may or may not have already been made.”⁴¹ The current definition is stated in the future perfect verb tense, defining judgment as a “judgment which shall have become final by expiration ... of the time within which an appeal might have been perfected....” The Department indicates that this wording has led to litigation regarding the finality of certain judgments.

Proposed Changes

HB 1111 amends the definition, creating an affirmative statement that a “judgment shall become final by expiration ... of the time within which an appeal might have been perfected....”

Miscellaneous (Sections 4, 31, 32)

Sections 4 and 31 correct cross-references necessary as a result of other changes in the bill. Section 32 provides an effective date of July 1, 2008.

C. SECTION DIRECTORY:

- Section 1** Amends section 315.1575, F.S., providing that drivers must stop at a railroad-highway grade crossing when a law enforcement officer indicates that a train is approaching.
- Section 2** Amends section 316.159, F.S., requiring certain commercial motor vehicles to slow down when approaching a railroad grade crossing.
- Section 3** Amends section 316.1937, F.S., reducing the ignition interlock device “allowable threshold” to .025 percent.
- Section 4** Amends section 316.251, F.S., correcting a citation.
- Section 5** Amends section 316.613, F.S., modifies definition of “truck” for purposes of exemption from child-restraint requirements.

³⁹ *DHSMV 2008 Legislative Proposals*, Dec. 6, 2007, prepared by the Department. This document is on file with the committee. The Department indicates that the sanctions involve a potential loss of federal money for the Florida Department of Transportation.

⁴⁰ Section 324.011, F.S.

⁴¹ *DHSMV 2008 Legislative Proposals*, Dec. 6, 2007, prepared by the Department. This document is on file with the committee.

- Section 6** Amends section 316.645, F.S., adding the offenses provided in Chapter 320 to the list of offenses for which an officer, with probable cause, may arrest a driver.
- Section 7** Amends section 316.65, F.S., modifying traffic citation requirements to expressly permit electronic data and electronic transmission of citation data.
- Section 8** Amends section 319.001, F.S., providing a definition of “Certificate of Title.”
- Section 9** Amends section 320.01, F.S., modifying the definition of “motorcycle.”
- Section 10** Repeals section 28 of 2006-290, Laws of Florida, regarding motorcycle endorsements and motorcycle registration.
- Section 11** Amends section 320.0706, F.S., providing that a failure to properly display license plates on certain commercial motor vehicles is a noncriminal traffic infraction.
- Section 12** Amends section 320.0715, F.S., allowing the Department to withhold, refuse to issue, or suspend commercial motor vehicle registrations and license plates for motor carriers or vehicle owners who have been prohibited from operating by federal authorities.
- Section 13** Amends section 320.08053, F.S., removing rulemaking authority from the Department regarding specialty license plate design specifications.
- Section 14** Amends section 322.01, F.S., providing definitions for “convenience service” and “hazardous materials;” correcting cross-references.
- Section 15** Amends section 322.0255, F.S., providing restrictions on entities eligible to receive reimbursement under the Florida Motorcycle Safety Education Program.
- Section 16** Amends section 322.03, F.S., removing provisions allowing commercial motor vehicle operator to keep a license from another jurisdiction while receiving a “Florida-only” license; clarifying that a person may only have one driver’s license; providing a procedure for phasing out “Florida-only” licenses.
- Section 17** Amends section 322.051, F.S., clarifying documents acceptable to establish identity, for purposes of receiving an identification card; adding “Consular Report of Birth Abroad” to list of acceptable documents; correcting cross-references; removing trust fund provisions (see Section 24); modifying renewal provisions for identification cards based on age.
- Section 18** Amends section 322.08, F.S., clarifying documents acceptable to establish identity, for purposes of receiving a driver’s license; adding “Consular Report of Birth Abroad” to list of acceptable documents; correcting cross-references.
- Section 19** Amends section 322.14, F.S., changing “mailing” address to “residence” address.
- Section 20** Amends section 322.15, F.S., providing that fingerprints may be collected electronically in the event that a driver is unable to produce a driver’s license upon valid request.
- Section 21** Amends section 322.17, F.S., amending cross-references; removing trust fund provisions (see Section 24).
- Section 22** Amends section 322.18, F.S., modifying length of drivers’ license issuance; modifying terms of renewal; limiting ‘convenience service’ renewals to one renewal.
- Section 23** Amends section 322.19, F.S., requiring drivers’ license address changes to be reported within 10 days; correcting cross-references.
- Section 24** Amends section 322.21, F.S., increasing certain fees regarding drivers’ licenses; directing fees to specific trust funds within the Department.

- Section 25** Amends section 322.2715, F.S., clarifying continuity of interlock usage requirement.
- Section 26** Amends section 322.291, F.S., providing additional treatment requirements and extended ignition interlock periods for certain repeat offenders.
- Section 27** Repeals section 322.60, F.S.
- Section 28** Amends section 322.61, F.S., modifying provisions regarding the disqualification of commercial drivers' license holders for various offenses.
- Section 29** Amends section 322.64, F.S., modifying provisions authorizing law enforcement officers to disqualify commercial drivers' license holders; clarifying related notification and reporting requirements; modifying the scope of formal hearings related to disqualification
- Section 30** Amends section 324.021, F.S., modifying the definition of "judgment."
- Section 31** Amends section 501.976, F.S., reflecting a changed reference in section 319.001, F.S.
- Section 32** Provides an effective date of July 1, 2008.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

The Department has provided the following revenue data regarding the bill, specifically sections 22, and 24.

	Amount Year 1 <u>FY 2008-09</u>	Amount Year 2 <u>FY 2009-10</u>	Amount Year 3 <u>FY 2010-11</u>
General Revenue:			
I D Cards (\$3 to \$10)	\$ 575,167	\$ 583,162	\$ 593,367
Duplicate Licenses	(\$ 1,760,010)	(\$ 1,777,610)	(\$ 1,795,386)
Replacement Licenses	\$ 2,152,886	\$ 2,174,416	\$ 2,196,160
	-----	-----	-----
Total-General Revenue	\$ 968,043	\$ 979,968	\$ 994,141
	=====	=====	=====
Highway Safety Operating TF:			
Orig. D L Fee (20 to 27)	\$ 5,296,771	\$ 5,370,396	\$ 5,464,378
Op. Renewal (\$15 to \$20)	\$ 8,401,187	\$10,166,105	\$ 9,925,318
CDL Original (\$50 to \$67)	\$ 706,407	\$ 716,226	\$ 728,760
CDL Renewal (\$50 to \$67)	\$ 1,276,792	\$ 1,545,021	\$ 1,508,426
School CDL Orig. (\$20 to \$27)	\$ 17,483	\$ 17,727	\$ 18,038
School CDL Renw. (\$20 to \$27)	\$ 11,568	\$ 13,999	\$ 13,667
Endorsements. (\$5 to \$7)	\$ 593,157	\$ 601,402	\$ 611,926
I D Cards (\$3 to \$10)	\$ 3,451,002	\$ 3,498,971	\$ 3,560,203
Duplicate Licenses	\$ 1,760,010	\$ 1,777,610	\$ 1,795,386
Replacement Licenses	(\$ 2,152,886)	(\$ 2,174,416)	(\$ 2,196,160)
	-----	-----	-----
Total-Highway Safety Op TF	\$19,361,491	\$21,533,041	\$21,429,942
	=====	=====	=====
 Total-All Funds	 \$20,329,534	 \$22,513,009	 \$22,424,083
	=====	=====	=====

If enacted, the changes prescribed in Sections 22 and 24 of this bill will result in estimated revenue of over \$20.3 million in the first year assuming a July 1, 2008, implementation. The revenue stream for the subsequent five fiscal years is estimated at \$22.5 million for fiscal year 2009-2010, \$22.4 million for fiscal year 2010-2011, \$23.3 million for fiscal year 2011-2012, \$22.7 million for fiscal year 2012-2013, and \$21.6 million for fiscal year 2013-2014. A projected decline in revenue, resulting from the change in renewal cycles, is anticipated beginning in fiscal year 2014–2015. The decrease in revenue for fiscal years 2014-2015 and 2015-2016 is projected to be (\$15.1) and (\$20.9), respectively.

2. Expenditures:

The Department states that implementation of the bill will require programming modifications to the Driver License and Motor Vehicle software systems, the cost of which can be absorbed within existing resources.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

None.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Owners who fail to properly display a license plate on a commercial motor vehicle will be subject to a moving violation, as provided in chapter 318.

The fee increases prescribed in the bill will result in increased costs to individuals obtaining original or renewal driver licenses or identification cards; however their licenses will generally be valid for 8 years instead of the current 4-year or 6-year period.

D. FISCAL COMMENTS:

While not necessarily a “direct” economic impact on the private sector, changes to both the commercial drivers’ license disqualification process and the interstate commercial vehicle registration process could lower the number of dangerous commercial vehicle drivers operating in Florida, thereby increasing overall public safety.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable because the bill does not appear to: require counties or cities to spend funds or take action requiring the expenditure of funds; reduce the authority that cities or counties have to raise revenues in the aggregate; or reduce the percentage of a state tax shared with cities or counties.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

The bill reduces the Department's rulemaking authority by removing paragraph (3) from section 316.08053, F.S.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

D. STATEMENT OF THE SPONSOR

No statement submitted.

IV. AMENDMENTS/COUNCIL SUBSTITUTE CHANGES