

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Appropriations Subcommittee on Transportation, Tourism, and Economic Development

BILL: CS/SB 1046

INTRODUCER: Transportation Committee and Senator Hutson

SUBJECT: Farm Vehicles

DATE: January 27, 2016

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	Price	Eichin	TR	Fav/CS
2.	Wells/Miller	Miller	ATD	Pre-meeting
3.			FP	

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/SB 1046 exempts “covered farm vehicles,” under specified conditions, from federal regulations relating to controlled substances and alcohol use and testing; commercial driver licenses; physical qualifications and examinations; hours of service of drivers; and vehicle inspection, repair, and maintenance. These exemptions were authorized in the Moving Ahead for Progress in the 21st Century Act (MAP-21) in June of 2012¹ but are not included in Florida law.

The effective date of this bill is July 1, 2016.

II. Present Situation:

Current Florida and federal law, the former of which is heavily but not entirely predicated on the latter, contain requirements relating to interstate and intrastate operation of Commercial Motor Vehicles (CMVs).² Both federal and state law also contain a number of exemptions specifically applied to agricultural-related CMV operation. The federal MAP-21 Act exempts “covered farm vehicles” (CFVs) and their drivers from specified federal regulations. These exemptions are not currently authorized in Florida law.

¹ Pub. L. 112-141.

²See s. 316.302, F.S.

State Application of Federal Law and Relevant State Exemptions

Generally, CMVs operated in interstate or intrastate commerce are subjected to various provisions of federal law in state statute, specifically:

- Part 382, Controlled Substance and Alcohol Use and Testing.
- Part 383, Commercial Driver's License Standards.
- Part 385, Safety Fitness Procedures.
- Part 390, General Federal Motor Carrier Safety Regulations.
- Part 391, Physical Qualifications and Examinations.^{3, 4}
- Part 392, Driving of Commercial Motor Vehicles.
- Part 393, Parts and Accessories Necessary for Safe Operation.
- Part 395, Hours of Service of Drivers.⁵
- Part 396, Inspection, Repair, and Maintenance.
- Part 397, Transportation of Hazardous Materials; Driving and Parking Rules.⁶

Driver Licensing and Agricultural-Related Exemptions

Every person driving a motor vehicle⁷ must hold a valid driver license.⁸ However, a person is exempt from this requirement while driving or operating any road machine, farm tractor,⁹ or implement of husbandry¹⁰ temporarily operated or moved on a highway.¹¹

Every person driving a CMV in this state is required to hold a valid commercial driver license (CDL),¹² with certain exceptions. Farmers transporting agricultural products, farm supplies, or farm machinery to or from their farms and within 150 miles of their farms are exempt from the

³ Except that a person operating a CMV solely in intrastate commerce not transporting hazard materials that require placarding need not comply with 49 C.F.R., Subpart G, s. 391.11(b)(1), which generally requires a CMV driver to be at least 21 years of age. Section 316.302(2)(a), F.S.

⁴ Section 316.302 (3), F.S., authorizes a person who has not attained 18 years of age to operate a CMV with a gross vehicle weight of less than 26,001 pounds while transporting agricultural products, including horticultural or forestry products, from farm or harvest place to storage or market.

⁵ Except that a person operating a CMV solely in intrastate commerce not transporting hazard materials that require placarding need not comply with 49 C.F.R. s. 395.3(a) and (b), relating to maximum driving times for property carrying vehicles. Section 316.302(2)(a), F.S. Such operators also need not comply with the duty status record-keeping ("log book") requirements of 49 C.F.R. s. 395.8. Section 316.302(2)(d), F.S.

⁶ *Supra* note 2. While s. 316.302(1)(a), F.S., does not expressly apply 49 C.F.R. Part 383, relating to CDLs, to interstate CMV drivers, federal CDL requirements are enforced in state law through Chapter 322, F.S.

⁷ Defined for purposes of Chapter 322, F.S., as any self-propelled vehicle, including a motor vehicle combination, not operated upon rails or guideway, excluding vehicles moved solely by human power, motorized wheelchairs, and motorized bicycles as defined in s. 316.003. Section 322.01(27), F.S.

⁸ Section 322.03, F.S.

⁹ Defined for purposes of Chapter 322, F.S., as a motor vehicle that is operated principally on a farm, grove, or orchard in agricultural or horticultural pursuits and that is operated on the roads of this state only incidentally for transportation between the owner's or operator's headquarters and the farm, grove, or orchard or between one farm, grove, or orchard and another OR designed and used primarily as a farm implement for drawing plows, mowing machines, and other implements of husbandry. Section 322.01(20), F.S.

¹⁰ The term is not defined in Chapter 322, F.S., but is defined in s. 316.003(16), F.S., as any vehicle designed and adapted exclusively for agricultural, horticultural, or livestock-raising operations or for lifting or carrying an implement of husbandry *and in either case not subject to registration if used upon the highways*.

¹¹ Section 322.04(1)(b), F.S.

¹² Section 322.53, F.S.

CDL requirement if the transporting vehicle is not used in the operations of a common or contract motor carrier.¹³

Hours of Service and Agricultural-Related Exemptions

In addition, with specified exceptions, *intrastate* CMV operators not transporting hazardous materials that require placarding¹⁴ may not drive:

- More than 12 hours following 10 consecutive hours off duty, or for any period after the end of the 16th hour after coming on duty following 10 consecutive hours off duty;¹⁵ or
- After having been on duty more than 70 hours in any period of seven consecutive days, or more than 80 hours in any period of eight consecutive days if the motor carrier operates every day of the week, with 34 consecutive hours off duty constituting the end of any such period of seven or eight consecutive days.¹⁶

The latter weekly limit does not apply to a person operating solely within the state while transporting during harvest periods any unprocessed agricultural products or unprocessed food or fiber that is subject to seasonal harvesting, from place of harvest to the first place of processing or storage or from place of harvest directly to market or while transporting livestock, livestock feed, or farm supplies directly related to growing or harvesting agricultural products.¹⁷

Further, a person who operates a CMV solely within the state is generally exempt from compliance with parts 382, 385, and 390 through 397 of Title 49 while transporting agricultural products from a farm or harvest place to the first place of processing or storage, or from a farm or harvest place directly to market.¹⁸ However, such person must comply with parts 382, 392,¹⁹ and 393,²⁰ and with ss. 396.3(a)(1)²¹ and 396.9 of Title 49.²²

Vehicle Registration and Agricultural-Related Exemptions

The provisions of Chapter 320, F.S., generally require every owner or person in charge of a motor vehicle to register the vehicle, pay license taxes, and display a license plate. However, exempt from these requirements are:

- Motor vehicles operated principally on a farm, grove, or orchard in agricultural or horticultural pursuits and which are operated on the roads of this state only incidentally in

¹³See also s. 322.53(3), F.S., which requires all drivers of for-hire CMVs to hold a valid CDL.

¹⁴The Code of Federal Regulations lists and classifies those materials which the U.S.D.O.T. has designated as hazardous materials for purposes of transportation. Any person who offers a hazardous material for transportation, and each carrier by air, highway, rail, or water who transports a hazardous material, is required to comply with requirements for shipping papers, package marking, labeling, and *transport vehicle placarding* applicable to the shipment and transportation of those hazardous materials. See 49 C.F.R. part 172.

¹⁵Section 316.302(2)(b), F.S.

¹⁶Section 316.302(2)(c), F.S.

¹⁷*Id.*

¹⁸Section 316.302(2)(e), F.S.

¹⁹Relating to matters such as driving CMVs at railroad crossings, emergency signals for stopped CMVs, fueling precautions, and prohibited practices.

²⁰Relating to parts and accessories necessary for safe operation.

²¹Relating to systematic inspection, repair, and maintenance requirements for motor carriers and intermodal equipment providers.

²²Containing additional requirements relating to inspection of motor vehicles and intermodal equipment in operation.

going from the owner's or operator's headquarters to such farm, grove, or orchard and returning therefrom or in going from one farm, grove, or orchard to another.

- Vehicles without motive power which are used principally for the purpose of transporting plows, harrows, fertilizer distributors, spray machines, and other farm or grove equipment and which uses the roads of this state only incidentally.²³

Maximum Width, Height, and Length Limitations/Implements of Husbandry and Farm Equipment, Agricultural Trailers, Forestry Equipment

Generally, the total outside width of any vehicle or the load thereon may not exceed 102 inches, exclusive of safety devices determined to be necessary for safe and efficient operation. A vehicle may generally not exceed a height of 13 feet, 6 inches, inclusive of the load carried. General vehicle length limitations vary depending on the type of vehicle; i.e., straight trucks, semitrailers, and tandem trailer trucks.²⁴

However, a person engaged in the production of peanuts, grains, soybeans, citrus, cotton, hay, straw, or other perishable farm products, or a custom hauler, is authorized to transport such products from their point of production to the first point of change of custody or of long-term storage, and for the purpose of returning to such point of production, or for the purpose of moving tractors, movers, and implements from one point of agricultural production to another, by means of the following vehicles, if such vehicles otherwise comply with the requirements of s. 316.515, F.S.:

- Straight trucks, agricultural tractors, citrus harvesting equipment, citrus fruit loaders, and cotton module movers, not exceeding 50 feet in length.
- Any combination of up to and including three implements of husbandry, including the towing power unit.
- Any single agricultural trailer with a load thereon.
- Any agricultural implements attached to a towing power unit.
- A self-propelled agricultural implement.
- An agricultural tractor.²⁵

In addition, a person engaged in the harvesting of forestry products is authorized to transport from one point of harvest to another point of harvest equipment not exceeding 136 inches in width if the equipment is:

- Used exclusively for harvesting forestry products.
- Not capable of exceeding 20 miles per hour.
- Not transported more than 10 miles between points of harvest.
- Operated during daylight hours only, and with specified safety requirements.²⁶

Further, the width and height limitations of s. 316.515, F.S., do not apply to farming or agricultural equipment, whether self-propelled, pulled, or hauled, when temporarily operated

²³ Section 320.51, F.S. This description of the exempt vehicles is virtually identical to the definition of "farm tractor" for purposes of driver licensing in Chapter 322, F.S.

²⁴ See s. 316.515, F.S.

²⁵ Section 316.515(5)(a), F.S.

²⁶ Section 316.515(5)(b), F.S.

during daylight hours on a non-limited access facility, which limitations may be exceeded by such equipment without a special permit if the equipment is operated within a 50-mile radius of the real property owned, rented, managed, harvested, or leased by the equipment owner.²⁷

MAP-21 Exemptions

The MAP-21 Act defined a new category of vehicles, “covered farm vehicles,” (CFVs) and authorized driver operation of such vehicles under certain circumstances. If the required provisions of the definition are met, and if the driver operates a CFV as specified, the CFV and the driver are exempt from federal regulations relating to controlled substances and alcohol use and testing; commercial driver licenses; physical qualifications and examinations; hours of service of drivers; and vehicle inspection, repair, and maintenance.²⁸ A “covered farm vehicle” is:

- A straight truck²⁹ or articulated vehicle³⁰ that is:
 - Registered in a state with a license plate or other designation issued by the *state of registration* that allows law enforcement officials to identify it as a farm vehicle.
 - Operated by the owner or operator of a farm or ranch, or an employee or family member of an owner or operator of a farm or ranch.
 - Used to transport agricultural commodities, livestock, machinery or supplies to or from a farm or ranch.
 - Not used in for-hire motor carrier operations, except that a tenant’s use of a vehicle pursuant to a crop share farm lease agreement to transport the landlord’s share of crops under that agreement is not treated as “for-hire motor carrier operations.”

Drivers of vehicles meeting the above definition and having a gross vehicle weight or gross vehicle weight rating, *whichever is greater*, of:

- 26,001 pounds or less may operate anywhere in the United States.
- More than 26,001 pounds may operate anywhere in the state of registration, or across state lines within 150 air miles of the farm or ranch with respect to which the vehicle is being operated.

Florida law does not currently authorize the new federal exemptions.

III. Effect of Proposed Changes:

The bill expressly authorizes in state law new federal exemptions for CFVs.

Section 1 creates subsection (94) of s. 316.003, F.S., to define “covered farm vehicle” virtually identical to the federal definition and with the same result.

²⁷ Section 316.515(5)(c), F.S.

²⁸ 49 C.F.R. Parts 382; 383; 391, subpart E; 395; and 396, respectively.

²⁹ Straight trucks include commonly recognized vehicles such as pick-up trucks, flat-bed trucks, box trucks, and the like. The truck’s power unit and cargo unit are located on the same vehicle frame. *See* also s. 316.003(70), F.S.

³⁰ Articulated vehicles, in contrast to straight trucks, include those having a power unit coupled to the cargo-carrying unit. *See* also s. 316.003(60) and (71), F.S.

Section 2 creates a new subsection (3) of s. 316.302 that exempts from specified federal regulations a driver of a CFV and a CFV, registered with a license plate or other designation issued by the state of registration when operating:

- Anywhere in this state if the CFV has a gross vehicle weight or gross vehicle weight rating, whichever is greater, of 26,001 pounds or less.
- Anywhere in the state of registration, or across state lines within 150 air miles of the farm or ranch with respect to which the vehicle is being operated, if the CFV has a gross vehicle weight or gross vehicle weight rating, whichever is greater, of more than 26,001 pounds.

The regulations from which a CFV driver and CFV are exempt are:

- Part 382, Controlled Substance and Alcohol Use and Testing.
- Part 383, Commercial Driver's License Standards.
- Part 391, Physical Qualifications and Examinations.
- Part 395, Hours of Service of Drivers.
- Part 396, Inspection, Repair, and Maintenance.

The bill, consistent with Federal Motor Carrier Safety Administration's final rule on the matter,³¹ does not allow the federal exemptions if the vehicle is transporting hazardous materials in amounts that require placarding.³²

In some cases, vehicles used for agricultural-related purposes may qualify for more than one exemption. For example, a vehicle meeting the CFV requirements and qualifying for the MAP-21 federal exemptions might also qualify for the exemption for a person operating a CMV solely within the state from compliance with parts 382, 385, and 390 through 397 of Title 49, while transporting agricultural products from farm or harvest place to the first place of processing or storage, or from farm or harvest place directly to market.³³ On the other hand, a person qualifying for the latter exemption would not be able to qualify for the federal exemptions if, for example, that person is not an owner or operator of a farm or ranch, or an employee or family member of such owner or operator.

This section of the bill also corrects a cross-reference necessitated by the changes in the bill.

Section 3 amends s. 322.53(2), F.S., to exempt the driver of a CFV as defined in s. 316.003, F.S., from the requirement to hold a valid CDL, if the CFV is operated in accordance with the s. 316.302(3), F.S.

Sections 4 and 5, respectively, amend ss. 316.3025(3)(e) and 316.3026(1), F.S., to correct cross-references necessitated by the changes in the bill.

Section 6 provides the bill takes effect July 1, 2016.

³¹ See the Federal Register, Vol. 78, No. 50, Thursday, March 14, 2013, at p. 16190. (On file in the Senate Transportation Committee.

³² *Supra* note 14.

³³ *Supra* note 18.

IV. Constitutional Issues:**A. Municipality/County Mandates Restrictions:**

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Fiscal Impact Statement:**A. Tax/Fee Issues:**

None.

B. Private Sector Impact:

Those qualifying for the CFV exemptions may experience a positive fiscal impact due to relief from compliance with the specified federal regulations, including but not limited to the \$75 fee for a CDL.³⁴ Farmers and ranchers may realize a positive fiscal impact should the new exemptions facilitate more efficient operations, thereby reducing costs.

C. Government Sector Impact:

The Revenue Estimating Conference has not yet analyzed this bill. However, a negative fiscal impact resulting from the potential loss of CDL fees is likely.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 316.003, 316.302, 316.3025, 316.3026 and 322.53.

³⁴ See the DHSMV website, "Fees": <http://www.flhsmv.gov/fees/>. Last visited January 19, 2016.

IX. Additional Information:**A. Committee Substitute – Statement of Changes:**

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

CS by Transportation on January 20, 2016:

The CS modifies the bill by:

- Deleting section 2 of the original bill to retain compliance with federal law.
- Creating a new subsection (3) of s. 316.302, F.S., to address CFVs, notwithstanding contrary provisions of subsections (1) and (2), to retain compliance with federal law.
- Revising language to conform to federal language relating to CFV operation.
- Correcting cross-references.

B. Amendments:

None.