

Community & Military Affairs Subcommittee

**Wednesday, January 26, 2011
2:00 PM - 5:00 PM
Webster Hall (212 Knott)**

**Dean Cannon
Speaker**

**Ritch Workman
Chair**

Committee Meeting Notice
HOUSE OF REPRESENTATIVES

Community & Military Affairs Subcommittee

Start Date and Time: Wednesday, January 26, 2011 02:00 pm
End Date and Time: Wednesday, January 26, 2011 05:00 pm
Location: Webster Hall (212 Knott)
Duration: 3.00 hrs

Consideration of the following bill(s):

HB 65 Municipal Governing Body Meetings by Wood
HB 93 Security Cameras by Steube

Consideration of the following proposed committee bill(s):

PCB CMAS 11-01 -- Growth Management
PCB CMAS 11-02 -- Affordable Housing

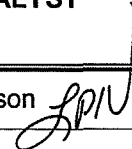
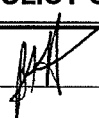
NOTICE FINALIZED on 01/19/2011 16:03 by Manning.Karen

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 65 Municipal Governing Body Meetings

SPONSOR(S): Wood

TIED BILLS: IDEN./SIM. BILLS: SB 298

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Community & Military Affairs Subcommittee		Nelson 	Hoagland 
2) Government Operations Subcommittee			
3) Economic Affairs Committee			

SUMMARY ANALYSIS

The Florida Constitution and Statutes require that the exercise of extra-territorial powers by a municipality be provided by general or special law. These provisions have been interpreted to prohibit a municipality's governing body from holding meetings outside its boundaries absent enactment of a law to authorize such action.

HB 65 authorizes the governing body of a municipality with a population of 500 or less to hold its meetings within five miles of its jurisdictional boundary at a time and place as may be prescribed by ordinance or resolution.

The bill has no fiscal impact, and an effective date of July 1, 2011.

HOUSE PRINCIPLES

Members are encouraged to evaluate proposed legislation in light of the following guiding principles of the House of Representatives

- Balance the state budget.
- Create a legal and regulatory environment that fosters economic growth and job creation.
- Lower the tax burden on families and businesses.
- Reverse or restrain the growth of government.
- Promote public safety.
- Promote educational accountability, excellence, and choice.
- Foster respect for the family and for innocent human life.
- Protect Florida's natural beauty.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Present Situation

Municipal Exercise of Extraterritorial Power/Meetings Held Outside Jurisdictional Boundaries

Section 2(c) of Art. VIII of the State Constitution requires that the exercise of extra-territorial powers by a municipality shall be as provided by general or special law. Section 166.021(3)(a), F.S., provides that a municipal legislative body may adopt legislation concerning any subject matter upon which the Legislature may act, except for: "[t]he subjects of annexation, merger, and *exercise of extraterritorial power*, which require general or special law pursuant to s. 2(c), Art. VIII of the State Constitution." [Emphasis added.]

Previously, the Florida Attorney General has opined that a municipality's governing body may not hold meetings outside its jurisdictional boundaries unless authorized by general or special law, recognizing the Legislature's role in authorizing extraterritorial powers. See, OAG 2003-03, advising that municipal councils may not hold meetings outside municipal limits, and that all acts and proceedings at such meetings are void in the absence of statutory authorization.

In 2008, the Legislature passed a local bill (ch. 2008-286, L.O.F.) authorizing the City of Belleair Beach's governing board to hold meetings outside the municipality's boundaries at such time and place as prescribed by ordinance, resolution or interlocal agreement. Language in the bill provided that the city council was encouraged to hold its meetings in close proximity to the people it serves.

Effect of Proposed Changes

HB 65 authorizes the governing body of a municipality with a population of 500 or less to hold its meetings within five miles of its jurisdictional boundary at such time and place as may be prescribed by ordinance or resolution.

Of the 412 municipalities in Florida, approximately 43 cities would be encompassed by this bill.¹ An extremely small community may not contain public buildings, access to other suitable structures, or a sufficient tax base to allow for the construction of a town hall. This bill would allow such municipalities to schedule official meetings in out-of-town locations.

¹ Estimates of Population by County and City in Florida: April 1, 2009. Bureau of Economic and Business Research, Warrington College of Business Administration, University of Florida.

Unlike the provision that requires the meetings of a board of county commissioners to be "held at any appropriate public place in the county....,"² there is no statutorily-prescribed location for municipal council meetings. Nonetheless, Florida's Government in the Sunshine Law requires that the public be provided a reasonable opportunity to attend such meetings. The proposed distance of five miles does not appear to place an undue burden on citizens, particularly when viewed in the context of a large metropolitan area where one may need to travel a much greater distance in order to participate in a similar public meeting.

B. SECTION DIRECTORY:

Section 1: Creates s. 166.0213, F.S., relating to municipal governing body meetings.

Section 2: Provides an effective date.

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:

This bill will allow the governing bodies of small municipalities in Florida to hold their meetings outside the city boundaries. This will alleviate the necessity of building and maintaining a town hall in cities where a meeting place cannot otherwise be secured.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

Not applicable. This bill does not appear to: require the counties or cities to spend funds or take an 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 Section 125.001, F.S.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

HB 65

2011

1 A bill to be entitled
2 An act relating to municipal governing body meetings;
3 creating s. 166.0213, F.S.; authorizing the governing
4 bodies of certain municipalities to hold meetings within
5 specified boundaries; providing an effective date.
6

7 Be It Enacted by the Legislature of the State of Florida:
8

9 Section 1. Section 166.0213, Florida Statutes, is created
10 to read:

11 166.0213 Governing body meetings.--The governing body of a
12 municipality having a population of 500 or fewer residents may
13 hold meetings within 5 miles of the exterior jurisdictional
14 boundary of the municipality at such time and place as may be
15 prescribed by ordinance or resolution.

16 Section 2. This act shall take effect July 1, 2011.

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: HB 93 Security Cameras
SPONSOR(S): Steube
TIED BILLS: IDEN./SIM. BILLS: SB 172

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
1) Community & Military Affairs Subcommittee		Shuler <i>[Signature]</i>	Hoagland <i>[Signature]</i>
2) Economic Affairs Committee			

SUMMARY ANALYSIS

This bill reenacts existing law relating to security cameras amended by ch. 2009-96, Laws of Florida, (Committee Substitute for Committee Substitute for Senate Bill 360) passed by the Legislature in 2009. Since that time, the law has been the subject of ongoing litigation regarding its constitutionality. This litigation has created uncertainty among local governments, developers, and private interests regarding the provisions of law amended by CS/CS/SB 360.

This bill does not change current law, but simply reenacts portions of existing law that were amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects relating to the single subject requirement in Article III, section 6, of the Florida Constitution.

Specifically, this bill reenacts s. 163.31802, F.S., which prevents local governments from requiring businesses to expend funds for security cameras. The section does not prevent a county, municipality, airport, seaport, or other local government entity from adopting standards for security cameras for publicly operated facilities.

This bill is to take effect upon becoming law, and those portions amended or created by Chapter 2009-96, Laws of Florida, are retroactive to June 1, 2009. If a court of last resort finds retroactive application unconstitutional, this bill is to apply prospectively from the date it becomes law.

HOUSE PRINCIPLES

Members are encouraged to evaluate proposed legislation in light of the following guiding principles of the House of Representatives:

- Balance the state budget.
- Create a legal and regulatory environment that fosters economic growth and job creation.
- Lower the tax burden on families and businesses.
- Reverse or restrain the growth of government.
- Promote public safety.
- Promote educational accountability, excellence, and choice.
- Foster respect for the family and for innocent human life.
- Protect Florida's natural beauty.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Current Situation

Legal Challenge to Chapter 2009-96, Laws of Florida, (SB 360)

Procedural Background

In 2009, the Legislature passed and the Governor signed into law CS/CS/SB 360, entitled "An Act Relating to Growth Management" and cited as the "Community Renewal Act." The House passed the final measure with a vote of 78-37 and the Senate passed the final measure with a vote of 30-7. The law was subsequently codified as ch. 2009-96, Laws of Florida.

In July of 2009, a group of Local Governments¹ filed a lawsuit in Leon County Circuit Court based on two counts. Count I alleged that CS/CS/SB 360 violated the single subject provision in Article III, section 6 of the Florida Constitution, and Count II alleged that CS/CS/SB 360 constituted an unfunded mandate on local governments in violation of Article VII, section 18(a) of the Florida Constitution.² The Governor and Secretary of State were named in the suit along with the Speaker of the House and the Senate President.

In August of 2010, the trial court judge issued a final summary judgment and held that Count I, the issue of single subject was moot because the Legislature had passed the adoption act³ during the 2010 Regular Session to adopt previously enacted laws and statutes, thus curing any single subject issues. As to Count II, the trial court judge found that requiring local governments to adopt land use and transportation strategies to support and fund mobility within two years of designating a TCEA constituted an unconstitutional mandate on local governments. The trial court judge declared CS/CS/SB 360 unconstitutional in its entirety and ordered the Secretary of State to expunge the law from the official records of the State.

In September of 2010, the Legislature appealed the trial court judge's decision to the First District Court of Appeal and the Local Governments cross-appealed. The appeal has resulted in an automatic stay of the trial court judge's decision meaning that ch. 2009-96, Laws of Florida, remains in effect as the case continues through the appellate process.⁴

¹ The Local Governments originally filing suit included: City of Weston, Village of Key Biscayne, Town of Cutler Bay, Lee County, City of Deerfield Beach, City of Miami Gardens, City of Fruitland Park, and City of Parkland. Subsequently, the following other Local Governments intervened: City of Homestead, Cooper City, City of Pompano Beach, City of North Miami, Village of Palmetto Bay, City of Coral Gables, City of Pembroke Pines, Broward County, Levy County, St. Lucie County, Islamorada, Village of Islands, and Town of Lauderdale-By-The-Sea.

² *City of Weston v. Crist*, Case No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

³ Fla. SB 1780 (2010).

⁴ Fla. R. App. P. 9.310(b)(2).

In December of 2010, the District Court of Appeal granted expedited review of the case, and initial briefs have since been filed by the Legislature and the Local Governments.⁵ The Legislature on appeal is arguing that the trial court judge erred in declaring a provision in CS/CS/SB 360 an unfunded mandate and also erred in declaring ch. 2009-96, Laws of Florida, unconstitutional in its entirety; in addition, the Legislature is arguing that the Speaker of the House and the Senate President are not proper parties to the suit.⁶ Most recently, the Local Governments have cross-appealed and are arguing that the trial court judge erred in refusing to consider their single subject challenge.⁷

Single Subject- Article III, section 6, Florida Constitution

The Florida Constitution states: "Every law shall embrace but one subject and matter properly connected therewith, and the subject shall be briefly expressed in the title."⁸ The Florida Supreme Court said in *State v. Thompson*, 750 So. 2d 643, 646 (Fla. 1999) that the purposes of the single subject requirement are:

- (1) To prevent hodge-podge or "log-rolling" legislation, *i.e.*, putting two unrelated matters in one act;
- (2) To prevent surprise or fraud by means of provisions in bills about which the titles gave no intimation, and which might therefore be overlooked and carelessly and unintentionally adopted; and
- (3) To fairly apprise the people of the subjects of legislation that are being considered, in order that they may have opportunity of being heard thereon.

The Local Governments argued in their lawsuit that CS/CS/SB 360 addressed multiple subjects unrelated to its stated single subject of "growth management." It was argued that CS/CS/SB 360 contained three subjects: 1) growth management, 2) security cameras, and 3) tax exemptions and valuation methodologies relating to affordable housing.⁹

Single subject defects that may have existed at the time of a law's passage can generally be cured by the Legislature's adoption of the statutes as the official law of Florida.¹⁰ Alternatively, the Legislature can separate and reenact the separate provisions contained in the original chapter law as separate laws.¹¹

Every regular session the Legislature enacts the adoption act, providing for adoption of previously enacted laws and statutes as the official statutory law of the state. The adoption of the Florida Statutes is designed to cure certain defects that existed in an act as originally passed. In 2010, the Legislature passed SB 1780 and adopted the 2010 Florida Statutes and the Governor signed the bill into law.¹² The 2010 Adoption Act adopted all statutes and material passed through the 2009 Regular Session and printed in the 2009 edition of the Florida Statutes.

In August of 2010, the trial court judge issued summary judgment and found that the single subject issue was moot because the Legislature passed the statutory adoption act during the 2010 Regular Session, the Governor signed it into law, and the law took effect on June 29, 2010. The adoption act thus cured any single subject defects that existed with CS/CS/SB 360, and the law is no longer subject to challenge on the grounds that it violates the single subject requirement.¹³

⁵ See Case Docket, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA 2010), available at http://199.242.69.70/pls/ds/ds_docket_search?pscourt=1 (last visited Jan. 19, 2011).

⁶ See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010).

⁷ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

⁸ Art. III, s. 6, Fla. Const.

⁹ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹⁰ *Salts v. State*, 758 So. 2d 667, 670 (Fla. 2000).

¹¹ See *Martinez v. Scanlan*, 582 So. 2d 1167, 1172 (Fla. 1991).

¹² Ch. 2010-3, L.O.F.

¹³ See *State v. Johnson*, 616 So. 2d 1 (Fla. 1993); *Loxahatchee River Envtl. Control Dist. v. Sch. Bd. of Palm Beach County*, 515 So 2d 217 (Fla. 1987); *State v. Combs*, 388 So. 2d 1029 (Fla. 1980).

In the current appeal before the First District Court of Appeal, the Local Governments are arguing that the trial court judge erred in refusing to consider their single subject challenge.¹⁴

Mandates- *Article VII, section 18(a), Florida Constitution*

The Florida Constitution provides that no county or municipality shall be bound by any general law requiring such county or municipality to spend funds or to take an action requiring the expenditure of funds unless the legislature has determined that such law fulfills an important state interest and the law satisfies one of the following conditions:

- The legislature appropriates funds or provides a funding source not available to the local government on February 1, 1989;
- The law requiring the expenditure is approved by a 2/3 vote of the membership of each house;
- The expenditure is required to comply with a law that applies to all persons similarly situated, including state and local governments; or
- The law is either required to comply with a federal requirement or required for eligibility for a federal entitlement, which federal requirement specifically contemplates actions by counties or municipalities for compliance.¹⁵

Article VII, section 18(d) of the Florida Constitution provides an exemption for laws that have an insignificant fiscal impact. The Legislature has interpreted “insignificant fiscal impact” to mean an amount not greater than the average statewide population for the applicable fiscal year times ten cents; the average fiscal impact, including any offsetting effects over the long term, is also considered.¹⁶

The Local Governments argued in their lawsuit that CS/CS/SB 360 contained a number of provisions that constituted an unfunded mandate.¹⁷ Among the alleged mandate provisions was a portion of Section 4 of CS/CS/SB 360 that required local governments with a designated transportation concurrency exception area (TCEA) to adopt into their local comprehensive plan, within two years, land use and transportation strategies to support and fund mobility. It was argued by the Local Governments that amending the comprehensive plan as required by one of the provisions in Section 4 of CS/CS/SB 360 requires local governments “to spend funds or to take an action requiring the expenditure of funds.” The Legislature argued that if the Section 4 provision of CS/CS/SB 360 were an unfunded mandate it would not be unconstitutional because it would be “insignificant” under Article VII, section 18(d), based on the legislative definition.¹⁸

The trial court judge rejected the Legislature’s argument and granted summary judgment on this provision alone declaring it an unconstitutional mandate; because although the Legislature determined the law fulfilled an important state interest it did not pass CS/CS/SB 360 by a 2/3 vote of the membership of the House and Senate and it did not meet any of the other exceptions for passing a mandate under Article VII, section 18(a).¹⁹

In the current appeal before the First District Court of Appeal, the Legislature is arguing that the trial court judge erred in his decision regarding the unfunded mandate issue.²⁰

¹⁴ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

¹⁵ Art. VII, s. 18(a), Fla. Const.

¹⁶ See Legislative Leadership Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by Senate President Margolis and House Speaker Wetherell, March 1991); House Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by House Speaker Webster, March 1997); 2009 Intergovernmental Impact Report, pp. 58-77 (March 2010), available at <http://www.floridalcir.gov/UserContent/docs/File/reports/impact09.pdf> (last visited January 19, 2011).

¹⁷ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹⁸ *Id.*

¹⁹ *Id.*

²⁰ See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010). The Legislature has also argued in the trial court and on appeal that it is not a properly consenting party to the lawsuit, and instead the Department of Community Affairs, the agency charged with the law’s enforcement, is the proper party against whom the Local Governments’ claims should be brought.

Preemption

Local governments may use their home rule powers to enact ordinances not inconsistent with general law.²¹ Local governments may legislate concurrently with the Legislature on any subject which has not been expressly preempted to the state.²² Florida law recognizes both express and implied preemption, and express preemption must be made through a specific legislative statement, using clear language.²³ A municipality may not forbid what the Legislature has expressly authorized, nor may it authorize what the Legislature has expressly forbidden.²⁴

Local Ordinances and Security Measures

Minimum security standards for certain businesses are specified by law. Such laws preempt any local government from establishing standards that vary from the state requirements. For example, automatic teller machines (ATM's) are required by law to meet standards for lighting, mirrors and landscaping.²⁵ Similarly, the Convenience Business Security Act establishes minimum standards for all convenience businesses, including, among other things, a security camera system.²⁶ Local governments are precluded from setting standards for convenience businesses that differ from those specified by the law.²⁷ Some local governments have attempted to establish their own security standards for businesses other than convenience businesses, some of which have specifically required installation of security cameras.²⁸

Though the Convenience Business Security Act applies only to convenience business, all other business types would be covered by s. 163.31802, F.S. (as created by CS/CS/SB 360). However, this law only preempts local governments from requiring businesses to expend funds for security cameras, while the Convenience Business Security Act preempts standards for several other security measures (such as employee training in robbery deterrence, parking lot lighting, and height markers at store entrances). This means that the law still requires convenience businesses to have security cameras, but local governments cannot set requirements for other businesses requiring them to expend funds on cameras. Section 163.31802, F.S., does not limit the ability of a county, municipality, airport, seaport, or other local governmental entity to adopt standards for security cameras in publicly operated facilities.

Effect of the Bill

Since its passage, ch. 2009-96, Laws of Florida, has been subject to constitutional scrutiny. A lawsuit filed in 2009 by a group of Local Governments alleged that ch. 2009-96 violated the single subject requirement and contained unfunded mandates. The trial court judge in August of 2010 issued a summary judgment finding that the issue of a single-subject violation was now moot since the Legislature had passed the adoption act during the 2010 Regular Session thus curing any single

²¹ Art. VIII, s. 1(f, g), Fla. Const.; *see also Sarasota v. Browning*, 28 So.2d 880, 885-86 (Fla. 2010).

²² *City of Hollywood v. Mulligan*, 934 So. 2d 1238, 1243 (Fla. 2006).

²³ *Sarasota*, 28 So. 2d at 886.

²⁴ *Rinzler v. Carson*, 262 So. 2d 661, 668 (Fla. 1972).

²⁵ S. 655.962, Fla. Stat. (2010).

²⁶ S. 812.173, 812.174, Fla. Stat. (2010).

²⁷ S. 812.1725, Fla. Stat. (2010).

²⁸ The Attorney General stated that the City of Sunny Isles Beach "appear[ed] to have the authority" to require condominium associations to provide security guard services. *See Op. Att'y Gen. Fla. 2009-08 (2009)*. The following local governments have enacted ordinances specifically requiring security cameras for businesses other than convenience businesses: Boca Raton Ordinances Part II, § 4-6 (requiring security cameras for nightclubs); Cutler Bay Ordinance 09-03 (requiring parking lot security cameras for retail businesses with over 25 parking spaces); DeBary Ordinances Art. II, § 18-34 (requiring security cameras for late-night businesses); Deltona Ordinances Art. II, § 22-33 (requiring security cameras for late-night businesses); Fort Pierce Regulations Art. XIII, § 9-367 (requiring security cameras in all late night stores); Homestead Ordinances Art. I, § 16-5 (requiring security cameras for small late-night restaurants); Jacksonville Ordinances Title V, § 177-301 (requiring security cameras for grocery stores and restaurants); Jacksonville Ordinances Title VI, § 111-310 (enabling Sheriff to purchase cameras for small businesses to meet requirements of Chapter 177, Ordinance Code); Oakland Park Ordinances Art. III, § 24-41 (requiring security cameras for new and existing hotels); Orange County Ordinances Art. IV, § 38-79 (requiring security cameras for freestanding carwashes); Sunrise Ordinances Art. II, § 3-11 (requiring security cameras as a prerequisite for an extended hours license for food service establishments); Volusia County Ordinances Art. II, § 26-36 (requiring security cameras for all late-night businesses, stores, or operations); West Melbourne Ordinances Art. III, § 98-362 (requiring security cameras for nightclubs); West Melbourne Ordinances Art. IV, § 98-963 (requiring interior and exterior security cameras for nightclubs).

subject defect, and in addition, finding that ch. 2009-96 contained at least one unfunded mandate in violation of Article VII, section 18(a) of the Florida Constitution. Both parts of the trial court judge's decision are currently at issue on appeal.

This bill does not change current law reflected in the 2010 Florida Statutes, but simply reenacts the portions of the existing law relating to security cameras that were amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects. House Bill 93 and PCB CMAS 11-02 reenact parts of CS/CS/SB 360 that were alleged in the lawsuit to be outside the purview of growth management, while PCB CMAS 11-01 reenacts the portions of CS/CS/SB 360 most closely relating to comprehensive planning and land use. By reenacting CS/CS/SB 360 into three separate bills, the Legislature hopes to remove any question of a single subject violation. This bill reenacts provisions of current law that have been challenged in court as an unconstitutional mandate, pursuant to Article VII, section 18(a) of the Florida Constitution, on counties and municipalities. To the extent any of those provisions are held by a court of last resort as unconstitutional, a 2/3 vote of the membership of each house would be necessary to have the legislation binding on counties and municipalities, in the absence of the application of one of the exemptions or exceptions provided for in Article VII, section 18 of the Florida Constitution.

B. SECTION DIRECTORY:

Section 1. Reenacts s. 163.31802, F.S., prohibiting local governments from establishing security standards that would require a business to expend funds unless provided by general law.

Section 2. Provides an effective date of upon becoming a law, and shall operate retroactively to June 1, 2009. If such retroactive application is held by a court of last resort to be unconstitutional, the bill states that this act should then apply prospectively from the date that this act becomes 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:

None.

D. FISCAL COMMENTS:

This bill reaffirms currently existing law, and therefore does not impose any new fiscal impacts on local governments.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill reaffirms currently existing law, and therefore does not impose any new fiscal impacts on local governments.

2. Other:

This bill reenacts existing law relating to security cameras amended by ch. 2009-96, Laws of Florida, and therefore, does not appear to raise any single subject concerns. Please see above discussion on single subject under the "Current Situation" section.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

1 A bill to be entitled
 2 An act relating to security cameras; reenacting s.
 3 163.31802, F.S., relating to prohibited standards for
 4 security cameras; providing for retroactive operation of
 5 the act; providing for an exception under specified
 6 circumstances; providing an effective date.

7
 8 WHEREAS, the Florida Legislature enacted Senate Bill 360 in
 9 2009 for important public policy purposes, and

10 WHEREAS, litigation has called into question the
 11 constitutional validity of this important piece of legislation,
 12 and

13 WHEREAS, the Legislature wishes to protect those who relied
 14 on the changes made by Senate Bill 360 and to preserve the
 15 Florida Statutes intact and cure any alleged constitutional
 16 violation, NOW, THEREFORE,

17
 18 Be It Enacted by the Legislature of the State of Florida:

19
 20 Section 1. Section 163.31802, Florida Statutes, is
 21 reenacted to read:

22 163.31802 Prohibited standards for security devices.—A
 23 county, municipality, or other entity of local government may
 24 not adopt or maintain in effect an ordinance or rule that
 25 establishes standards for security cameras that require a lawful
 26 business to expend funds to enhance the services or functions
 27 provided by local government unless specifically provided by
 28 general law. Nothing in this section shall be construed to limit

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29 | the ability of a county, municipality, airport, seaport, or
30 | other local governmental entity to adopt standards for security
31 | cameras in publicly operated facilities, including standards for
32 | private businesses operating within such public facilities
33 | pursuant to a lease or other contractual arrangement.



34 | Section 2. This act shall take effect upon becoming a law,
35 | and shall operate retroactively to June 1, 2009. If such
36 | retroactive application is held by a court of last resort to be
37 | unconstitutional, this act shall apply prospectively from the
38 | date that this act becomes a law.

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCB CMAS 11-01 Growth Management

SPONSOR(S):

TIED BILLS: IDEN./SIM. BILLS: SB 174

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Community & Military Affairs Subcommittee		Gibson 	Hoagland 

SUMMARY ANALYSIS

This bill reenacts portions of existing law most closely related to comprehensive planning and land development amended by Chapter 2009-96, Laws of Florida, (Committee Substitute for Committee Substitute for Senate Bill 360) passed by the Legislature in 2009. Since that time, the law has been the subject of ongoing litigation regarding its constitutionality; specifically, regarding allegations that it violated the single subject and mandates provisions of the Florida Constitution. This litigation has created uncertainty among local governments, developers, and private interests regarding the provisions of law amended by CS/CS/SB 360.

This bill does not change current law, but simply reenacts the portions of existing law most closely related to comprehensive planning and land development amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects relating to the single subject requirement in Article III, section 6, of the Florida Constitution.

In an effort to remove uncertainty and address allegations that CS/CS/SB 360 violated the mandates provision of the Florida Constitution found in Article VII, section 18(a), this bill reenacts provisions of existing law that have been challenged in court as an unconstitutional mandate on counties and municipalities. To the extent any of those provisions are held by a court of last resort as unconstitutional, a 2/3 vote of the membership of each house would be necessary to have the legislation binding on counties and municipalities, in the absence of one of the other conditions provided for in Article VII, section 18, of the Florida Constitution.

The bill states that it fulfills an important state interest. The portions of existing law reenacted by this bill address several areas related to comprehensive planning and land development including:

- Urban Service Areas and Dense Urban Land Areas (DULAs).
- Transportation Concurrency.
- Developments of Regional Impact (DRIs).
- Financial Feasibility Requirements.
- School Concurrency.
- Permit Extensions.
- Impact Fee Notice and Concurrent Zoning.
- Dispute Resolution.

See the "Current Situation" section for a detailed analysis of the portions of existing law reenacted by this bill.

This bill is to take effect upon becoming law, and those portions amended or created by Chapter 2009-96, Laws of Florida, are retroactive to June 1, 2009. If a court of last resort finds retroactive application unconstitutional, this bill is to apply prospectively from the date it becomes law.

HOUSE PRINCIPLES

Members are encouraged to evaluate proposed legislation in light of the following guiding principles of the House of Representatives.

- Balance the state budget.
- Create a legal and regulatory environment that fosters economic growth and job creation.
- Lower the tax burden on families and businesses.
- Reverse or restrain the growth of government.
- Promote public safety.
- Promote educational accountability, excellence, and choice.
- Foster respect for the family and for innocent human life.
- Protect Florida's natural beauty.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Current Situation

Legal Challenge to Chapter 2009-96, Laws of Florida, (CS/CS/SB 360)

Procedural Background

In 2009, the Legislature passed and the Governor signed into law CS/CS/SB 360, entitled "An Act Relating to Growth Management" and cited as the "Community Renewal Act." The House passed the final measure with a vote of 78-37 and the Senate passed the final measure with a vote of 30-7. The law was subsequently codified as Chapter 2009-96, Laws of Florida.

In July of 2009, a group of Local Governments¹ filed a lawsuit in Leon County Circuit Court based on two counts. Count I alleged that CS/CS/SB 360 violated the single subject provision in Article III, section 6 of the Florida Constitution, and Count II alleged that CS/CS/SB 360 constituted an unfunded mandate on local governments in violation of Article VII, section 18(a) of the Florida Constitution.² The Governor and Secretary of State were named in the suit along with the Speaker of the House and the Senate President.

Due to the uncertainty that this lawsuit was creating among local governments, developers, and private interests, the Legislature in 2010 passed CS/SB 1752³ that in part clarified portions of CS/CS/SB 360 to protect current actions taken under the law in case CS/CS/SB 360 was later overturned by the courts. CS/SB 1752 provided protection for certain actions taken regarding permit extensions, development of regional impact (DRI) exemptions, and comprehensive plan amendments relating to transportation concurrency exception areas (TCEAs).

In August of 2010, the trial court judge issued final summary judgment and held that Count I, the issue of single subject was moot because the Legislature had passed the adoption act⁴ during the 2010 Regular Session to adopt previously enacted laws and statutes, thus curing any single subject issues. As to Count II, the trial court judge found that requiring local governments to adopt land use and transportation strategies to support and fund mobility within two years of designating a TCEA constituted an unconstitutional mandate on local governments. The trial court judge declared

¹ The Local Governments originally filing suit included: City of Weston, Village of Key Biscayne, Town of Cutler Bay, Lee County, City of Deerfield Beach, City of Miami Gardens, City of Fruitland Park, and City of Parkland. Subsequently, the following other Local Governments intervened: City of Homestead, Cooper City, City of Pompano Beach, City of North Miami, Village of Palmetto Bay, City of Coral Gables, City of Pembroke Pines, Broward County, Levy County, St. Lucie County, Islamorada, Village of Islands, and Town of Lauderdale-By-The-Sea.

² *City of Weston v. Crist*, Case No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

³ Ch. 2010-147, L.O.F.

⁴ Fla. SB 1780 (2010).

CS/CS/SB 360 unconstitutional in its entirety and ordered the Secretary of State to expunge the law from the official records of the State.

In September of 2010, the Legislature appealed the trial court judge's decision to the First District Court of Appeal and the Local Governments cross-appealed. The appeal has resulted in an automatic stay of the trial court judge's decision meaning that Chapter 2009-96, Laws of Florida, remains in effect as the case continues through the appellate process.⁵

In December of 2010, the District Court of Appeal granted expedited review of the case, and initial briefs have since been filed by the Legislature and the Local Governments.⁶ The Legislature on appeal is arguing that the trial court judge erred in declaring a provision in CS/CS/SB 360 an unfunded mandate and also erred in declaring Chapter 2009-96, Laws of Florida, unconstitutional in its entirety; in addition, the Legislature is arguing that the Speaker of the House and the Senate President are not proper parties to the suit.⁷ Most recently, the Local Governments have cross-appealed and are arguing that the trial court judge erred in refusing to consider their single subject challenge.⁸

Single Subject- Article III, section 6, Florida Constitution

The Florida Constitution states: "Every law shall embrace but one subject and matter properly connected therewith, and the subject shall be briefly expressed in the title."⁹ The Florida Supreme Court said in *State v. Thompson*, 750 So. 2d 643, 646 (Fla. 1999) that the purposes of the single subject requirement are:

- (1) To prevent hodge-podge or "log-rolling" legislation, *i.e.*, putting two unrelated matters in one act;
- (2) To prevent surprise or fraud by means of provisions in bills about which the titles gave no intimation, and which might therefore be overlooked and carelessly and unintentionally adopted; and
- (3) To fairly apprise the people of the subjects of legislation that are being considered, in order that they may have opportunity of being heard thereon.

The Local Governments argued in their lawsuit that CS/CS/SB 360 addressed multiple subjects unrelated to its stated single subject of "growth management." It was argued that CS/CS/SB 360 contained three subjects: 1) growth management, 2) security cameras, and 3) tax exemptions and valuation methodologies relating to affordable housing.¹⁰

Single subject defects that may have existed at the time of a law's passage can generally be cured by the Legislature's adoption of the statutes as the official law of Florida.¹¹ Alternatively, the Legislature can separate and reenact the separate provisions contained in the original chapter law as separate laws.¹²

Every regular session the Legislature enacts the adoption act, providing for adoption of previously enacted laws and statutes as the official statutory law of the state. The adoption of the Florida Statutes is designed to cure certain defects that existed in an act as originally passed. In 2010, the Legislature

⁵ Fla. R. App. P. 9.310(b)(2).

⁶ See Case Docket, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA 2010), available at http://199.242.69.70/pls/ds/ds_docket_search?pscourt=1 (last visited January 19, 2011).

⁷ See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010). In the trial court and on appeal, the Legislature has argued that it is not a properly consenting party to the lawsuit, and instead the Department of Community Affairs, the agency charged with the law's enforcement, is the proper party against whom the Local Governments' claims should be brought.

⁸ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

⁹ Art. III, s. 6, Fla. Const.

¹⁰ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹¹ *Salter v. State*, 758 So. 2d 667, 670 (Fla. 2000).

¹² See *Martinez v. Scanlan*, 582 So. 2d 1167, 1172 (Fla. 1991).

passed SB 1780 and adopted the 2010 Florida Statutes and the Governor signed the bill into law.¹³ The 2010 Adoption Act adopted all statutes and material passed through the 2009 Regular Session and printed in the 2009 edition of the Florida Statutes.

In August of 2010, the trial court judge issued summary judgment and found that the single subject issue was moot because the Legislature passed the statutory adoption act during the 2010 Regular Session, the Governor signed it into law, and the law took effect on June 29, 2010. The adoption act thus cured any single subject defects that existed with CS/CS/SB 360, and the law is no longer subject to challenge on the grounds that it violates the single subject requirement.¹⁴

In the current appeal before the First District Court of Appeal, the Local Governments are arguing that the trial court judge erred in refusing to consider their single subject challenge.¹⁵

Mandates- Article VII, section 18(a), Florida Constitution

The Florida Constitution provides that no county or municipality shall be bound by any general law requiring such county or municipality to spend funds or to take an action requiring the expenditure of funds unless the Legislature has determined that such law fulfills an important state interest and the law satisfies one of the following conditions:

- The Legislature appropriates funds or provides a funding source not available to the local government on February 1, 1989;
- The law requiring the expenditure is approved by a 2/3 vote of the membership of each house;
- The expenditure is required to comply with a law that applies to all persons similarly situated, including state and local governments; or
- The law is either required to comply with a federal requirement or required for eligibility for a federal entitlement, which federal requirement specifically contemplates actions by counties or municipalities for compliance.¹⁶

Article VII, section 18(d) of the Florida Constitution provides an exemption for laws that have an insignificant fiscal impact. The Legislature has interpreted "insignificant fiscal impact" to mean an amount not greater than the average statewide population for the applicable fiscal year times ten cents; the average fiscal impact, including any offsetting effects over the long term, is also considered.¹⁷

The Local Governments argued in their lawsuit that CS/CS/SB 360 contained a number of provisions that constituted an unfunded mandate.¹⁸ Among the alleged mandate provisions was a portion of Section 4 of CS/CS/SB 360 that required local governments with a designated transportation concurrency exception area (TCEA) to adopt into their local comprehensive plan, within two years, land use and transportation strategies to support and fund mobility. It was argued by the Local Governments that amending the comprehensive plan as required by one of the provisions in Section 4 of CS/CS/SB 360 requires local governments "to spend funds or to take an action requiring the expenditure of funds." The Legislature argued that if the Section 4 provision of CS/CS/SB 360 was an unfunded mandate it would not be unconstitutional because it would be "insignificant" under Article VII, section 18(d), based on the legislative definition.¹⁹ The Legislature additionally pointed to potential cost

¹³ Ch. 2010-3, L.O.F.

¹⁴ See *State v. Johnson*, 616 So. 2d 1 (Fla. 1993); *Loxahatchee River Envtl. Control Dist. v. Sch. Bd. of Palm Beach County*, 515 So 2d 217 (Fla. 1987); *State v. Combs*, 388 So. 2d 1029 (Fla. 1980).

¹⁵ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

¹⁶ Art. VII, s.18(a), Fla. Const.

¹⁷ See Legislative Leadership Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by Senate President Margolis and House Speaker Wetherell, March 1991); House Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by House Speaker Webster, March 1997); 2009 Intergovernmental Impact Report, pp. 58-77 (March 2010), available at <http://www.floridalcir.gov/UserContent/docs/File/reports/impact09.pdf> (last visited January 19, 2011).

¹⁸ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹⁹ *Id.*

savings that local governments may realize from some of the provisions of CS/CS/SB 360, which would further relieve any burdens on local governments as a result of CS/CS/SB 360.²⁰

The trial court judge rejected the Legislature's argument and granted summary judgment on this provision alone declaring it an unconstitutional mandate; because although the Legislature determined the law fulfilled an important state interest it did not pass CS/CS/SB 360 by a 2/3 vote of the membership of the House and Senate and it did not meet any of the other exceptions for passing a mandate under Article VII, section 18(a).²¹

In the current appeal before the First District Court of Appeal, the Legislature is arguing that the trial court judge erred in his decision regarding the unfunded mandate issue.²²

Growth Management in Florida

Florida's Growth Management Act, known officially as "The Local Government Comprehensive Planning and Land Development Regulation Act," was adopted by the Legislature in 1985.²³ Since it was adopted, the Act has been amended in some way almost every year, but most notably in 1995, 2005, and 2009. The Act requires all counties and municipalities to adopt Local Government Comprehensive Plans in order to guide future growth and development. Plan policies establish fundamental development standards.

Each comprehensive plan contains chapters or "elements" that address future land use (and future land use map), housing, transportation, infrastructure, coastal management, conservation, recreation and open space, intergovernmental coordination, and capital improvements (and a 5-year capital improvement schedule).

The "concurrency" provision is a key component of the Act as it requires the local government to ensure that facilities and services are available concurrent with the impacts of development. Florida's Growth Management Act authorizes the Department of Community Affairs (DCA), the state's land planning agency, to review comprehensive plans and plan amendments for compliance with the Act. Other state and regional entities also review local government plans and amendments and issue recommended objections to the Department. For most amendments, local governments are only allowed to amend their comprehensive plans twice a year.

Community Renewal Act of 2009 (Comprehensive Planning and Land Development Provisions):

Urban Service Area

Section 163.3164(29), F.S., was amended and changed "existing urban service area" to "urban service area." Urban service area is defined to mean, "built-up areas where public facilities and services, including, but not limited to, central water and sewer capacity and roads, are already in place or are committed in the first 3 years of the capital improvement schedule." For counties that qualify as "dense urban land areas" urban service areas also include:

- The nonrural area of a county which has adopted into the county charter a rural area designation, or
- Areas identified in the comprehensive plan as urban service areas or urban growth boundaries on or before July 1, 2009.

Local governments, when designating an urban service area, are allowed to use the alternative state review process.

²⁰ *Id.*

²¹ *Id.*

²² See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010).

²³ See ch. 163, pt. II, F.S.

Dense Urban Land Area (DULA)

The “dense urban land area” was created and defined as:

- A municipality that has an average of at least 1,000 people per square mile of land area and a minimum total population of at least 5,000;
- A county, including the municipalities located therein, which has an average of at least 1,000 people per square mile of land area; or
- A county, including the municipalities located therein, which has a population of at least 1 million.

CS/CS/SB 360 required the Office of Economic and Demographic Research to annually calculate the population and density criteria needed to determine which jurisdictions qualify as dense urban land areas. If a local government has had an annexation, contraction, or new incorporation, the Office of Economic and Demographic Research shall determine the population density using the new jurisdictional boundaries. Starting July 1, 2009, and every year thereafter, the Office of Economic and Demographic Research is required to submit to the state land planning agency a list of jurisdictions that meet the dense urban land area designation requirements. It is the responsibility of the state land planning agency to publish the list of jurisdictions on its website within 7 days of receiving the list.²⁴

Concurrency

Concurrency is a key part of growth management in Florida. Concurrency requires public facilities and services to be available concurrent with the impacts of development. Concurrency in Florida is required for sanitary sewer, solid waste, drainage, potable water, parks and recreation, schools and transportation. Concurrency in Florida is tied to provisions in the Growth Management Act requiring the adoption of level of service standards, addressing existing service deficiencies, and providing infrastructure to accommodate new growth reflected in the comprehensive plan. Rule 9J-5.0055(3), Florida Administrative Code, establishes the minimum requirements for satisfying concurrency. Local governments are charged with setting levels-of-service standards within their jurisdiction, and if levels-of-service standards are not met, development permits may not be issued without an applicable exception. For example, a new development leading to traffic that exceeds the level-of-service for a roadway may be prohibited from moving forward unless improvements are scheduled within three years of the development’s commencement, or the development is located in a transportation concurrency exception area (TCEA), or it meets other criteria or exceptions provided by law and the comprehensive plan.

Often, transportation concurrency requirements create unintended consequences. For example, transportation concurrency in urban areas is often times more costly and functionally difficult than in non-urban areas. As a result, transportation concurrency incentivizes urban sprawl and discourages development in urban areas. This conflicts with the goals and policies of the state comprehensive plan. Further, there are many viable alternative forms of transportation that can be employed in urban areas that are more efficient than widening roads.

Transportation Concurrency

A number of provisions related to transportation concurrency were modified by CS/CS/SB 360 in an effort to address concerns that the concurrency requirements inhibit economic growth and development in urban areas.

CS/CS/SB 360 created new transportation concurrency exception areas (TCEAs) in:

- A municipality that qualifies as a dense urban land area;
- An urban service area that has been adopted into the local comprehensive plan and is located within a county that qualifies as a dense urban land area;

²⁴ See 2010 List of Local Governments Qualifying as Dense Urban Land Areas, *available at* <http://www.dca.state.fl.us/fdcp/DCP/Legislation/2010/CountiesMunicipalities.cfm> (last visited January 19, 2011). In 2009, there were 246 local governments that qualified as DULAs. In 2010, there were 245 local governments qualifying as DULAs. Palm Coast was on the prior year's list (2009), but no longer meets the criteria. No other jurisdictions were added in 2010.

- A county, including the municipalities located therein, which has a population of at least 900,000 and qualifies as a dense urban land area, but does not have an urban service area designated in the local comprehensive plan.

Municipalities that do not qualify as a dense urban land area were permitted to designate the following areas as TCEAs in its local comprehensive plan:

- urban infill (defined in s. 163.3164, F.S.),
- community redevelopment areas (defined in s. 163.340, F.S.),
- downtown revitalization areas (defined in s. 163.3164, F.S.),
- urban infill and redevelopment (under s. 163.2517, F.S.), or
- urban service areas (defined in s. 163.3164, F.S.) or areas within a designated urban service boundary (defined under s. 163.3177(14), F.S.).

Counties that do not qualify as a dense urban land area were permitted to designate the following areas as TCEAs in its local comprehensive plan:

- urban infill (defined in s. 163.3164, F.S.),
- urban infill and redevelopment (under s. 163.2157, F.S.), or
- urban service areas (defined in s. 163.3164, F.S.).

A local government's comprehensive plan and plan amendments for land uses within a TCEA were automatically deemed to meet the requirement to achieve and maintain level-of-service standards for transportation. Any local government plan amendment to designate an urban service area as a TCEA was exempted from the twice-a-year restriction on plan amendments. CS/CS/SB 360 did not create any TCEAs in Broward County or Miami-Dade County.²⁵

CS/CS/SB 360 required local governments with a designated TCEA, within two years after the designated area becomes exempt, to adopt into its local comprehensive plan land use and transportation strategies to support and fund mobility within the exception area, including alternative modes of transportation. If a local government fails to adopt a mobility plan, it may face sanctions set forth in s. 163.3184(11)(a) and (b).²⁶ Although adopting a comprehensive plan amendment is likely to produce some cost to local governments, likely varying widely by jurisdiction, this cost may be offset largely by the savings local governments achieve through the creation of new TCEAs that are automatically deemed to meet level-of-service standards for transportation, and the flexibility local governments now have with the ability to adopt more efficient and cost-saving transportation strategies within the excepted areas.

CS/CS/SB 360 contained language that states that the designation of a TCEA does not limit a local government's home rule power to adopt ordinances or impose fees, nor does it affect any contract or agreement entered into or development order rendered before the creation of a TCEA except as provided in s. 380.06(29)(e).

The Office of Program Policy Analysis and Government Accountability (OPPAGA) is required by February 1, 2015, to submit to the Senate President and House Speaker a report on the new TCEAs created by CS/CS/SB 360. The report is to specifically address methods that the local governments have used to implement and fund transportation strategies to achieve the purposes of TCEA, and the effects of the strategies on mobility, congestion, urban design, the

²⁵ S. 4, ch. 2009-96, Laws of Fla., amending s. 163.3180(5), F.S. "5. Transportation concurrency exception areas... do not apply to designated transportation concurrency districts located within a county that has a population of at least 1.5 million, has implemented and uses a transportation-related concurrency assessment to support alternative modes of transportation, including, but not limited to, mass transit, and does not levy transportation impact fees within the concurrency district. 6. Transportation concurrency exception areas... do not apply in any county that has exempted more than 40 percent of the area inside the urban service area from transportation concurrency for the purpose of urban infill."

²⁶ S. 163.3184(11)(a), F.S. provides possible sanctions including that the Administration Commission may direct state agencies not to provide funds to increase the capacity of roads, bridges, or water and sewer systems within the boundaries of the non-compliant local governments, and that the local non-compliant government may be ineligible for certain grant programs. § 163.3184(11)(b) provides additional possible sanctions for local governments required to include a coastal management element in its comprehensive plan.

density and intensity of land use mixes, and network connectivity plans used to promote urban infill, redevelopment, or downtown revitalization.

CS/CS/SB 360 also provided a waiver for transportation concurrency requirements on the Strategic Intermodal System for certain Office of Tourism, Trade, and Economic Development (OTTED) qualified job creation projects.

Local governments designating a TCEA under s.163.3180(5)(b)7, F.S., outside of the dense urban land area TCEAs created under CS/CS/SB 360, must continue to adopt long-term strategies to support and fund mobility within the designated exception areas, including alternative modes of transportation.²⁷ The local government is also required to consult with the state land planning agency and the Department of Transportation to assess the impact that the proposed exception area is expected to have on the adopted level-of-service standards established for regional transportation facilities identified pursuant to s. 186.507, F.S., including the Strategic Intermodal System (SIS) and other roadway facilities.

School Concurrency

School concurrency allows for coordinated planning between school boards and local governments in planning and permitting developments that will impact school capacity and utilization rates. In 2005, the Legislature required local governments and school boards to adopt a school concurrency system (Chapter 2005-290, Laws of Florida) in order to implement a comprehensive focus on school planning. Prior to this, school concurrency was optional. As part of implementing school concurrency, local governments were required by December 1, 2008, to adopt a Public Schools Facilities Element in their comprehensive plan and update their existing public school interlocal agreements. Most counties and municipalities met this deadline; however, those that did not were faced with a penalty of being prohibited from adopting any comprehensive plan amendments that increased residential density.

CS/CS/SB 360 made changes to the penalties for local governments and school boards that failed to enter into an approved interlocal agreement or implement school concurrency. The penalty that prohibited non-compliant local governments and school boards from adopting plan amendments that increase residential density was removed and now non-compliant local governments and school boards are referred to the Administration Commission. The Administration Commission may impose financial sanctions.²⁸

CS/CS/SB 360 allowed for an expanded small county school concurrency waiver. The state land planning agency may allow for a projected 5-year capital outlay student growth rate to exceed 10 percent when the projected 10-year capital outlay student enrollment is less than 2,000 students and the capacity rate for all schools within the district will not exceed 100 percent in the tenth year.

CS/CS/SB 360 also required school districts to include the capacity of relocatables for purposes of school concurrency when determining whether levels-of-service have been achieved, and the construction of charter schools were permitted to be counted as proportionate-share mitigation for school concurrency.

²⁷ S. 163.3180(5)(d)1, F.S. (2010).

²⁸ Prior to CS/CS/SB 360, local governments and school boards that failed to adopt the public school facilities element, failed to enter into an approved interlocal agreement, or failed to amend their comprehensive plan to implement school concurrency were prohibited from adopting any comprehensive plan amendments that increased residential density until the requirements were complete. This penalty was removed by CS/CS/SB 360.

Local governments that fail to enter into an approved interlocal agreement or implement school concurrency may be subject to the sanctions in s. 163.3184(11)(a) and (b), F.S., including: loss of funds from state agencies to increase the capacity of roads, bridges, or water and sewer systems, loss of eligibility for certain grant programs, plus additional possible sanctions for local governments required to include a coastal management element in their comprehensive plan. School boards not in compliance face possible financial sanctions and monitoring provided for in s. 1008.32(4), F.S.

Developments of Regional Impact (DRIs)

A "development of regional impact" or DRI is defined in section 380.06, F.S., as "any development which, because of its character, magnitude, or location, would have a substantial effect upon the health, safety, or welfare of citizens of more than one county." Section 380.06, F.S., provides for both state and regional review of local land use decisions involving DRIs. Regional planning councils coordinate the review process with local, regional, state and federal agencies and recommend conditions of approval or denial to local governments. DRIs are also reviewed by the Department of Community Affairs (DCA) for compliance with state law and to identify the regional and state impacts of large-scale developments. The local governments receive recommendations from DCA for approving, suggesting mitigation conditions, or not approving proposed developments.

CS/CS/SB 360 exempted from the DRI review process developments within:

- A municipality that qualifies as a dense urban land area,
- An urban service area that has been adopted into the local comprehensive plan and is located within a county that qualifies as a dense urban land area;
- A county, including the municipalities located therein, which has a population of at least 900,000 and qualifies as a dense urban land area but does not have an urban service area designated in its comprehensive plan.

CS/CS/SB 360 also allowed proposed developments, in certain designated areas of counties and municipalities that do not qualify as dense urban land areas, to be exempt from the DRI review process.

Municipalities that do not qualify as a dense urban land area were permitted to designate any of the following areas in its local comprehensive plan and any proposed development within the designated area is exempt from the DRI process:

- urban infill (defined in s. 163.3164, F.S.),
- community redevelopment areas (defined in s. 163.340, F.S.),
- downtown revitalization areas (defined in s. 163.3164, F.S.),
- urban infill and redevelopment (under s. 163.2517, F.S.), or
- urban service areas (defined in s. 163.3164, F.S.) or areas within a designated urban service boundary (defined under s. 163.3177(14), F.S.).

Counties that do not qualify as a dense urban land area were permitted to designate any of the following areas in its local comprehensive plan and any proposed development within the designated area is exempt from the DRI process:

- urban infill (defined in s. 163.3164, F.S.),
- urban infill and redevelopment (under s, 163.2157, F.S.), or
- urban service areas (defined in s. 163.3164, F.S.).

CS/CS/SB 360 required developments located partially outside exempt DRI review process areas to undergo DRI review. Previously approved DRIs or pending applications for development approval when the exemption takes place are allowed to continue the DRI process or rescind the DRI development order. A development that has a pending application for a comprehensive plan amendment and that elects not to continue DRI review is exempt from the limitation on plan amendments for the year following the effective date of the exemption.

In exempt areas, local governments still have to submit the development order to the state land planning agency for any project that would be larger than the 120 percent of any applicable DRI threshold and would require DRI review but for the exemption. The state land planning agency still has the right to challenge such development orders for consistency with the local comprehensive plan.

If a local government qualifies as a dense urban land area for DRI exemption purposes and later becomes ineligible for designation as a dense urban land area, developments within that area having a complete, pending application for authorization to commence development may maintain the exemption if the developer is continuing the application process in good faith or if the development is approved. The rights of any person to complete any development that has been authorized as a DRI are not limited or modified by the subsection. The exemption from the DRI process does not apply within any

area of critical state concern, within the boundary of the Wekiva Study Area, or within 2 miles of the boundary of the Everglades Protection Area.

CS/CS/SB 360 exempted from the twice-a-year restriction on plan amendments, amendments to make areas exempt from the DRI process under section 380.06(29), F.S. CS/CS/SB 360 required transportation level of service standards for a DRI to be the same as for transportation concurrency in accordance with section 163.3180, F.S. CS/CS/SB 360 allowed certain OTTED Innovation Incentive Program projects that are exempt from DRI review to remain exempt even when part of a larger project that is subject to DRI review.

Financially Feasible Capital Improvements Element (CIE)

In order to maintain a financially feasible 5-year schedule of capital improvements, the Legislature in 2005 required local governments to adopt an annual capital improvements schedule (CIE). Each local government is required to submit an annual update of its capital improvements element to demonstrate it is maintaining a financially feasible 5-year schedule of capital improvements.²⁹ The 5-year schedule of capital improvements must include specific capital projects necessary to achieve and maintain level-of-service standards identified in other areas of the comprehensive plan, reduce existing deficiencies, provide for necessary replacements, and meet future demand during the time period covered by the schedule. Failure to update can result in penalties such as a prohibition from making future land use map amendments, ineligibility for certain grant programs, or ineligibility for revenue-sharing funds.

When first enacted into law, the required capital improvements element update or amendment had to be adopted and transmitted to the state land planning agency by December 1, 2007. The Legislature later extended that date to December 1, 2008. In early 2009, a majority of local governments had failed to submit their financial feasibility reports by the December 1, 2008 deadline.

In order to be financially feasible, the CIE must identify sufficient revenues to fund the 5-year schedule of capital improvements. Because of the economic downturn, local governments have had difficulty meeting this requirement. CS/CS/SB 360 extended the deadline for local governments to comply with the financial feasibility requirement from December 1, 2008, to December 1, 2011.

Additionally, CS/CS/SB 360 specified that a local government's comprehensive plan and plan amendments for land uses within a TCEA are automatically deemed to meet the requirement to achieve and maintain level-of-service standards for transportation.

Permit Extensions

In recognition of the difficult real estate market currently facing Florida, CS/CS/SB 360 provided a retroactive 2-year extension and renewal from the date of expiration for:

- Any permit issued by the Department of Environmental Protection or a Water Management District pursuant to part IV of chapter 373, F.S. that has an expiration date of September 1, 2008 through January 1, 2012;
- Any local government-issued development order or building permit; and
- Buildout dates, including a buildout date extension previously granted under section 380.016(19)(c), F.S.

CS/CS/SB 360 also specifically provided for the conversion from the construction phase to the operation phase upon completion of construction. The commencement and completion dates for any required mitigation associated with a phased construction project were extended such that mitigation takes place in the same timeframe relative to the phase as originally permitted. Those with valid permits or other authorization that are eligible for the two-year extension were required to notify the authorizing agency in writing no later than December 1, 2009, identifying the specific authorization for which the holder intended to use the extension and the anticipated timeframe for acting on the authorization.

²⁹ S. 163.3177(3)(b)1, F.S.

The two-year extensions did not apply to a permit or authorization:

- Under any programmatic or regional general permit issued by the Army Corps of Engineers;
- Held by an owner or operator determined to be in significant noncompliance with the conditions of the permit;
- That would delay or prevent compliance with a court order if extended.

Permits extended continued to be governed by the rules in effect at the time the permit was issued, except when it can be demonstrated that the rules in effect at the time would create an immediate threat to public safety or health.

This provision applied to any modification of the plans, terms, and conditions of the permit that lessens the environmental impact, except that any such modification could not extend the time limit beyond two additional years.

Impact Fees

CS/CS/SB 360 specified that a county or municipality is not required to wait 90 days to decrease, suspend, or eliminate an impact fee.

Concurrent Zoning and Comprehensive Plan Amendment Changes

CS/CS/SB 360 required, at the request of an applicant, for zoning and comprehensive plan amendment changes to be considered concurrently in order to shorten the approval process.

Municipal Boundary Changes

CS/CS/SB 360 required municipalities that change their boundaries to send a copy of the changes along with a statement specifying the population census effect and the affected land area to the Office of Economic and Demographic Research.

Intergovernmental Dispute Resolution Process

CS/CS/SB 360 made intergovernmental mediation mandatory instead of optional.

Regional Planning Council Dispute Resolution Process

CS/CS/SB 360 required the dispute resolution process of the regional planning councils to include mandatory, instead of voluntary, mediation or similar process if disputing parties fail to resolve their disputes first through voluntary meetings.

Definition of "In Compliance"

CS/CS/SB 360 amended the definition of "in compliance" to correct for a technical error.

Mobility Fee Study

CS/CS/SB 360 instructed DCA and DOT to continue their mobility fee studies and submit a joint report to the Legislature no later than December 1, 2009. This report has been completed and submitted to the Legislature.³⁰

Statement of Important State Interest

CS/CS/SB 360 included the statement that the Legislature finds that this act fulfills an important state interest.

CS/SB 1752 (2010)

Due to the uncertainty that the lawsuit challenging CS/CS/SB 360 was creating among local governments, developers, and private interests, the Legislature in 2010 passed Committee Substitute

³⁰ Joint Report on the Mobility Fee Methodology Study (2009), available at <http://www.dca.state.fl.us/fdcp/DCP/MobilityFees/Files/JointReportMobilityFee12012009.pdf> (last visited January 19, 2011).

for Senate Bill 1752 (CS/SB 1752) to clarify portions of CS/CS/SB 360 and to protect current actions taken under the law in case CS/CS/SB 360 was later overturned by the courts. CS/SB 1752 provided protections for certain actions taken regarding permit extensions, development of regional impact (DRI) exemptions, and comprehensive plan amendments relating to transportation concurrency exception areas (TCEAs).

Effect of the Bill

Since its passage, Chapter 2009-96, Laws of Florida, has been subject to constitutional scrutiny. A lawsuit filed in 2009 by a group of Local Governments alleged that Chapter 2009-96 violated the single subject requirement and contained unfunded mandates. The trial court judge in August of 2010 issued summary judgment finding that the issue of a single subject violation was now moot since the Legislature had passed the adoption act during the 2010 Regular Session, thus curing any single subject defect, and in addition, finding that Chapter 2009-96 contained at least one unfunded mandate in violation of Article VII, section 18(a) of the Florida Constitution. Both findings are currently at issue on appeal.

This bill does not change current law reflected in the 2010 Florida Statutes, but simply reenacts the portions of the existing law most closely related to comprehensive planning and land development that were amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects. PCB CMAS 11-02 (reenacting portions of existing law most closely related to affordable housing) and House Bill 93 (reenacting portions of existing law most closely related to security cameras) reenact other parts of CS/CS/SB 360 that were alleged in the lawsuit to be outside the purview of growth management. By reenacting CS/CS/SB 360 into three separate bills, the Legislature hopes to remove any question of a single subject violation. The mandate issue would also be mooted if the three bills pass by a 2/3 vote of the membership of the House and Senate.

This bill includes the statement that the Legislature finds that this act fulfills an important state interest. The bill states that the act shall take effect immediately upon becoming a law, and those portions that were amended or created by chapter 2009-96, Laws of Florida (CS/CS/SB 360), shall operate retroactively to June 1, 2009. If retroactive application is held by a court of last resort to be unconstitutional, the act shall apply prospectively from the date it becomes law.

B. SECTION DIRECTORY:

Section 1: reenacts s. 1 of ch. 2009-96, Laws of Florida, cites the act as the "Community Renewal Act."

Section 2: reenacts s. 163.3164(29) and (34), F.S., defines the terms "urban service area" and "dense urban land area." Tasks the Office of Economic and Demographic Research within the Legislature to determine which jurisdictions qualify as dense urban land areas under the definition using the data specified and to submit the list annually to the state land planning agency for posting on its website.

Section 3: reenacts s. 163.3177(3)(b), (3)(f), (6)(h), (12)(a), and (12)(j), F.S. Paragraph (3)(b) extends the deadline for local governments' capital improvement element to comply with the financial feasibility requirement from December 1, 2008, to December 1, 2011. Paragraph (3)(f) states that all transportation concurrency exception areas shall be deemed to meet the requirement to achieve and maintain level-of-service standards for transportation. Paragraph (6)(h) mandates the intergovernmental coordination element to provide for a dispute resolution process. Paragraphs 12(a) and (j) relate to school concurrency.

Section 4: reenacts s. 163.3180(5),(10),(13)(b), and (13)(e), F.S. Subsections (5) and (10) relate to transportation concurrency areas. Subsection (13)(b) and (e) relate to school concurrency.

Section 5: reenacts s. 163.31801(3)(d), F.S., to modify the notice requirements for impact fees that are decreased, suspended, or eliminated.

Section 6: reenacts s. 163.3184(1)(b) and (3)(e), F.S., Paragraph (1)(b) provides the definition of "in compliance." Paragraph (3)(e) requires local governments, at the request of an applicant, to hear zoning changes concurrent with comprehensive plan amendments.

Section 7: reenacts s. 163.3187(1)(b),(f), and (q), F.S., to create exemptions to the twice-a-year restriction on comprehensive plan amendments.

Section 8: reenacts s. 163.32465(2), F.S., to allow local governments to use the alternative state review process to designate urban service areas.

Section 9: reenacts s. 171.091, F.S. to require changes in municipal boundaries to be submitted to the Office of Economic and Demographic Research.

Section 10: reenacts s. 186.509, F.S. to require the regional planning councils to establish by rule mandatory mediation or a similar process.

Section 11: reenacts s. 380.06(7)(a), (24), (28), and (29), F.S. that relates to developments of regional impact.

Section 12: reenacts ss. 13, 14, and 34 of ch. 2009-96, Laws of Florida. Section 13 requires the Department of Transportation and Department of Community Affairs to continue their mobility fee studies and submit a joint report to the House Speaker and Senate President by December 1, 2009. Section 14 allows for certain permit extensions. Section 34 provides a statement that the Legislature finds that this act fulfills an important state interest.

Section 13: provides a new statement that the Legislature finds that this act fulfills an important state interest.

Section 14: provides that this act shall take effect upon becoming law, and those portions created by ch. 2009-96, Laws of Florida, shall operate retroactively to June 1, 2009. Also provides that if a court of last resort finds retroactive application to be unconstitutional, the act shall apply prospectively from the date it becomes 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:

This bill reenacts existing law and therefore does not contain any fiscal impact on local governments. See "Fiscal Comments" below.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

Increased certainty of the growth management laws could have a positive financial impact on the development community.

D. FISCAL COMMENTS:

This bill reenacts existing law and therefore does not contain any fiscal impact on local governments.

The provisions within CS/CS/SB 360 potentially required some local governments to expend funds, and at the same time CS/CS/SB 360 provided cost savings for some local governments.

CS/CS/SB 360 required local governments within two years of the designation of a TCEA to adopt into their local comprehensive plan land use and transportation strategies to support and fund mobility within the exception area, including alternative modes of transportation. Adopting a mobility plan amendment to the local comprehensive plan may require some local governments to expend funds, however the amount is indeterminate and will vary based on the jurisdiction.

CS/CS/SB 360 also created dense urban land areas that qualified as TCEAs. Although there may be some impact to the process in which local governments can collect proportionate fair share or proportionate share, CS/CS/SB 360 clarified that the designation of a transportation concurrency exception area does not limit a local government's home rule power to adopt ordinances or impose fees. This clarification suggests that the local government's power to raise revenues was not negatively impacted.

To the extent that local governments have had to expend funds or take an action requiring the expenditure of funds, these expenditures likely were offset by certain cost-saving provisions provided within CS/CS/SB 360.

For example, CS/CS/SB 360 extended the deadline from December 1, 2008, to December 1, 2011, for local governments to submit the financially feasible capital improvements element of their comprehensive plan. Without this deadline being extended to December 1, 2011, many local governments would not be in compliance, could face financial sanctions, and would be prohibited from passing comprehensive plan amendments.

In addition, CS/CS/SB 360 created a number of new TCEAs. A local government's comprehensive plan and plan amendments for land uses within the new TCEAs are automatically deemed to meet level-of-service requirements for transportation. If these newly created TCEAs had not been created, many local governments would face significant difficulties and expense in achieving financially feasible comprehensive plans.

CS/CS/SB 360 also expanded the small county school concurrency waiver, saving some counties, municipalities and school boards the expense of developing interlocal agreements, comprehensive plans, and concurrency systems to implement school concurrency.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill reenacts existing law and therefore does not contain any mandates on counties and municipalities. For a discussion of mandates under CS/CS/SB 360 see the "Current Situation" section.

2. Other:

This bill reenacts portions of existing law most closely related to comprehensive planning and land development amended by Chapter 2009-96, Laws of Florida, and therefore does not appear to contain

any single subject issues. For a detailed discussion of single subject issues under CS/CS/SB 360 see the "Current Situation" section.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

None.

1 A bill to be entitled
 2 An act relating to growth management; reenacting s. 1,
 3 chapter 2009-96, Laws of Florida, relating to a short
 4 title; reenacting s. 163.3164(29) and (34), F.S., relating
 5 to the definition of "urban service area" and "dense urban
 6 land area" for purposes of the Local Government
 7 Comprehensive Planning and Land Development Regulation
 8 Act; reenacting s. 163.3177(3)(b) and (f), (6)(h), and
 9 (12)(a) and (j), F.S., relating to certain required and
 10 optional elements of a comprehensive plan; reenacting s.
 11 163.3180(5), (10), and (13)(b) and (e), F.S., relating to
 12 concurrency requirements for transportation facilities;
 13 reenacting s. 163.31801(3)(d), F.S., relating to a
 14 required notice for a new or increased impact fee;
 15 reenacting s. 163.3184(1)(b) and (3)(e), F.S., relating to
 16 the process for adopting a comprehensive plan or plan
 17 amendment; reenacting s. 163.3187(1)(b), (f), and (q),
 18 F.S., relating to amendments to a comprehensive plan;
 19 reenacting s. 163.32465(2), F.S., relating to a pilot
 20 program to provide an alternative to the state review
 21 process for local comprehensive plans; reenacting s.
 22 171.091, F.S., relating to the recording of any change in
 23 municipal boundaries; reenacting s. 186.509, F.S.,
 24 relating to a dispute resolution process for reconciling
 25 differences concerning planning and growth management
 26 issues; reenacting s. 380.06(7)(a), (24), (28), and (29),
 27 F.S., relating to preapplication procedures and certain
 28 exemptions from review provided for proposed developments

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29 of regional impact; reenacting ss. 13, 14, and 34 of
 30 chapter 2009-96, Laws of Florida, relating to a study and
 31 report concerning a mobility fee, the extension and
 32 renewal of certain permits issued by the Department of
 33 Environmental Protection or a water management district,
 34 and a statement of important state interest; providing a
 35 legislative finding of important state interest; providing
 36 for retroactive operation of the act with respect to
 37 provisions of law amended or created by chapter 2009-96,
 38 Laws of Florida; providing for an exception under
 39 specified circumstances; providing an effective date.

40
 41 WHEREAS, the Florida Legislature enacted Senate Bill 360 in
 42 2009 for important public policy purposes, and

43 WHEREAS, litigation has called into question the
 44 constitutional validity of this important piece of legislation,
 45 and

46 WHEREAS, the Legislature wishes to protect those who relied
 47 on the changes made by Senate Bill 360 and to preserve the
 48 Florida Statutes intact and cure any alleged constitutional
 49 violation, NOW, THEREFORE,

50
 51 Be It Enacted by the Legislature of the State of Florida:

52
 53 Section 1. Section 1 of chapter 2009-96, Laws of Florida,
 54 is reenacted to read:

55 Section 1. This act may be cited as the "Community Renewal
 56 Act."

57 Section 2. Subsections (29) and (34) of section 163.3164,
 58 Florida Statutes, are reenacted to read:

59 163.3164 Local Government Comprehensive Planning and Land
 60 Development Regulation Act; definitions.—As used in this act:

61 (29) "Urban service area" means built-up areas where
 62 public facilities and services, including, but not limited to,
 63 central water and sewer capacity and roads, are already in place
 64 or are committed in the first 3 years of the capital improvement
 65 schedule. In addition, for counties that qualify as dense urban
 66 land areas under subsection (34), the nonrural area of a county
 67 which has adopted into the county charter a rural area
 68 designation or areas identified in the comprehensive plan as
 69 urban service areas or urban growth boundaries on or before July
 70 1, 2009, are also urban service areas under this definition.

71 (34) "Dense urban land area" means:

72 (a) A municipality that has an average of at least 1,000
 73 people per square mile of land area and a minimum total
 74 population of at least 5,000;

75 (b) A county, including the municipalities located
 76 therein, which has an average of at least 1,000 people per
 77 square mile of land area; or

78 (c) A county, including the municipalities located
 79 therein, which has a population of at least 1 million.

80
 81 The Office of Economic and Demographic Research within the
 82 Legislature shall annually calculate the population and density
 83 criteria needed to determine which jurisdictions qualify as
 84 dense urban land areas by using the most recent land area data

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85 | from the decennial census conducted by the Bureau of the Census
 86 | of the United States Department of Commerce and the latest
 87 | available population estimates determined pursuant to s.
 88 | 186.901. If any local government has had an annexation,
 89 | contraction, or new incorporation, the Office of Economic and
 90 | Demographic Research shall determine the population density
 91 | using the new jurisdictional boundaries as recorded in
 92 | accordance with s. 171.091. The Office of Economic and
 93 | Demographic Research shall submit to the state land planning
 94 | agency a list of jurisdictions that meet the total population
 95 | and density criteria necessary for designation as a dense urban
 96 | land area by July 1, 2009, and every year thereafter. The state
 97 | land planning agency shall publish the list of jurisdictions on
 98 | its Internet website within 7 days after the list is received.
 99 | The designation of jurisdictions that qualify or do not qualify
 100 | as a dense urban land area is effective upon publication on the
 101 | state land planning agency's Internet website.

102 | Section 3. Paragraphs (b) and (f) of subsection (3),
 103 | paragraph (h) of subsection (6), and paragraphs (a) and (j) of
 104 | subsection (12) of section 163.3177, Florida Statutes, are
 105 | reenacted to read:

106 | 163.3177 Required and optional elements of comprehensive
 107 | plan; studies and surveys.—

108 | (3)(b)1. The capital improvements element must be reviewed
 109 | on an annual basis and modified as necessary in accordance with
 110 | s. 163.3187 or s. 163.3189 in order to maintain a financially
 111 | feasible 5-year schedule of capital improvements. Corrections
 112 | and modifications concerning costs; revenue sources; or

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113 acceptance of facilities pursuant to dedications which are
114 consistent with the plan may be accomplished by ordinance and
115 shall not be deemed to be amendments to the local comprehensive
116 plan. A copy of the ordinance shall be transmitted to the state
117 land planning agency. An amendment to the comprehensive plan is
118 required to update the schedule on an annual basis or to
119 eliminate, defer, or delay the construction for any facility
120 listed in the 5-year schedule. All public facilities must be
121 consistent with the capital improvements element. The annual
122 update to the capital improvements element of the comprehensive
123 plan need not comply with the financial feasibility requirement
124 until December 1, 2011. Thereafter, a local government may not
125 amend its future land use map, except for plan amendments to
126 meet new requirements under this part and emergency amendments
127 pursuant to s. 163.3187(1)(a), after December 1, 2011, and every
128 year thereafter, unless and until the local government has
129 adopted the annual update and it has been transmitted to the
130 state land planning agency.

131 2. Capital improvements element amendments adopted after
132 the effective date of this act shall require only a single
133 public hearing before the governing board which shall be an
134 adoption hearing as described in s. 163.3184(7). Such amendments
135 are not subject to the requirements of s. 163.3184(3)-(6).

136 (f) A local government's comprehensive plan and plan
137 amendments for land uses within all transportation concurrency
138 exception areas that are designated and maintained in accordance
139 with s. 163.3180(5) shall be deemed to meet the requirement to
140 achieve and maintain level-of-service standards for

141 transportation.

142 (6) In addition to the requirements of subsections (1)-(5)
 143 and (12), the comprehensive plan shall include the following
 144 elements:

145 (h)1. An intergovernmental coordination element showing
 146 relationships and stating principles and guidelines to be used
 147 in coordinating the adopted comprehensive plan with the plans of
 148 school boards, regional water supply authorities, and other
 149 units of local government providing services but not having
 150 regulatory authority over the use of land, with the
 151 comprehensive plans of adjacent municipalities, the county,
 152 adjacent counties, or the region, with the state comprehensive
 153 plan and with the applicable regional water supply plan approved
 154 pursuant to s. 373.709, as the case may require and as such
 155 adopted plans or plans in preparation may exist. This element of
 156 the local comprehensive plan must demonstrate consideration of
 157 the particular effects of the local plan, when adopted, upon the
 158 development of adjacent municipalities, the county, adjacent
 159 counties, or the region, or upon the state comprehensive plan,
 160 as the case may require.

161 a. The intergovernmental coordination element must provide
 162 procedures for identifying and implementing joint planning
 163 areas, especially for the purpose of annexation, municipal
 164 incorporation, and joint infrastructure service areas.

165 b. The intergovernmental coordination element must provide
 166 for recognition of campus master plans prepared pursuant to s.
 167 1013.30 and airport master plans under paragraph (k).

168 c. The intergovernmental coordination element shall

169 provide for a dispute resolution process, as established
 170 pursuant to s. 186.509, for bringing intergovernmental disputes
 171 to closure in a timely manner.

172 d. The intergovernmental coordination element shall
 173 provide for interlocal agreements as established pursuant to s.
 174 333.03(1)(b).

175 2. The intergovernmental coordination element shall also
 176 state principles and guidelines to be used in coordinating the
 177 adopted comprehensive plan with the plans of school boards and
 178 other units of local government providing facilities and
 179 services but not having regulatory authority over the use of
 180 land. In addition, the intergovernmental coordination element
 181 must describe joint processes for collaborative planning and
 182 decisionmaking on population projections and public school
 183 siting, the location and extension of public facilities subject
 184 to concurrency, and siting facilities with countywide
 185 significance, including locally unwanted land uses whose nature
 186 and identity are established in an agreement. Within 1 year
 187 after adopting their intergovernmental coordination elements,
 188 each county, all the municipalities within that county, the
 189 district school board, and any unit of local government service
 190 providers in that county shall establish by interlocal or other
 191 formal agreement executed by all affected entities, the joint
 192 processes described in this subparagraph consistent with their
 193 adopted intergovernmental coordination elements.

194 3. To foster coordination between special districts and
 195 local general-purpose governments as local general-purpose
 196 governments implement local comprehensive plans, each

197 independent special district must submit a public facilities
 198 report to the appropriate local government as required by s.
 199 189.415.

200 4. Local governments shall execute an interlocal agreement
 201 with the district school board, the county, and nonexempt
 202 municipalities pursuant to s. 163.31777. The local government
 203 shall amend the intergovernmental coordination element to ensure
 204 that coordination between the local government and school board
 205 is pursuant to the agreement and shall state the obligations of
 206 the local government under the agreement. Plan amendments that
 207 comply with this subparagraph are exempt from the provisions of
 208 s. 163.3187(1).

209 5. By January 1, 2004, any county having a population
 210 greater than 100,000, and the municipalities and special
 211 districts within that county, shall submit a report to the
 212 Department of Community Affairs which identifies:

213 a. All existing or proposed interlocal service delivery
 214 agreements relating to education; sanitary sewer; public safety;
 215 solid waste; drainage; potable water; parks and recreation; and
 216 transportation facilities.

217 b. Any deficits or duplication in the provision of
 218 services within its jurisdiction, whether capital or
 219 operational. Upon request, the Department of Community Affairs
 220 shall provide technical assistance to the local governments in
 221 identifying deficits or duplication.

222 6. Within 6 months after submission of the report, the
 223 Department of Community Affairs shall, through the appropriate
 224 regional planning council, coordinate a meeting of all local

225 governments within the regional planning area to discuss the
 226 reports and potential strategies to remedy any identified
 227 deficiencies or duplications.

228 7. Each local government shall update its
 229 intergovernmental coordination element based upon the findings
 230 in the report submitted pursuant to subparagraph 5. The report
 231 may be used as supporting data and analysis for the
 232 intergovernmental coordination element.

233 (12) A public school facilities element adopted to
 234 implement a school concurrency program shall meet the
 235 requirements of this subsection. Each county and each
 236 municipality within the county, unless exempt or subject to a
 237 waiver, must adopt a public school facilities element that is
 238 consistent with those adopted by the other local governments
 239 within the county and enter the interlocal agreement pursuant to
 240 s. 163.31777.

241 (a) The state land planning agency may provide a waiver to
 242 a county and to the municipalities within the county if the
 243 capacity rate for all schools within the school district is no
 244 greater than 100 percent and the projected 5-year capital outlay
 245 full-time equivalent student growth rate is less than 10
 246 percent. The state land planning agency may allow for a
 247 projected 5-year capital outlay full-time equivalent student
 248 growth rate to exceed 10 percent when the projected 10-year
 249 capital outlay full-time equivalent student enrollment is less
 250 than 2,000 students and the capacity rate for all schools within
 251 the school district in the tenth year will not exceed the 100-
 252 percent limitation. The state land planning agency may allow for

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253 | a single school to exceed the 100-percent limitation if it can
 254 | be demonstrated that the capacity rate for that single school is
 255 | not greater than 105 percent. In making this determination, the
 256 | state land planning agency shall consider the following
 257 | criteria:

258 | 1. Whether the exceedance is due to temporary
 259 | circumstances;

260 | 2. Whether the projected 5-year capital outlay full time
 261 | equivalent student growth rate for the school district is
 262 | approaching the 10-percent threshold;

263 | 3. Whether one or more additional schools within the
 264 | school district are at or approaching the 100-percent threshold;
 265 | and

266 | 4. The adequacy of the data and analysis submitted to
 267 | support the waiver request.

268 | (j) The state land planning agency may issue a notice to
 269 | the school board and the local government to show cause why
 270 | sanctions should not be enforced for failure to enter into an
 271 | approved interlocal agreement as required by s. 163.31777 or for
 272 | failure to implement provisions relating to public school
 273 | concurrency. If the state land planning agency finds that
 274 | insufficient cause exists for the school board's or local
 275 | government's failure to enter into an approved interlocal
 276 | agreement as required by s. 163.31777 or for the school board's
 277 | or local government's failure to implement the provisions
 278 | relating to public school concurrency, the state land planning
 279 | agency shall submit its finding to the Administration Commission
 280 | which may impose on the local government any of the sanctions

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281 set forth in s. 163.3184(11) (a) and (b) and may impose on the
 282 district school board any of the sanctions set forth in s.
 283 1008.32(4).

284 Section 4. Subsections (5) and (10) and paragraphs (b) and
 285 (e) of subsection (13) of section 163.3180, Florida Statutes,
 286 are reenacted to read:

287 163.3180 Concurrency.—

288 (5) (a) The Legislature finds that under limited
 289 circumstances, countervailing planning and public policy goals
 290 may come into conflict with the requirement that adequate public
 291 transportation facilities and services be available concurrent
 292 with the impacts of such development. The Legislature further
 293 finds that the unintended result of the concurrency requirement
 294 for transportation facilities is often the discouragement of
 295 urban infill development and redevelopment. Such unintended
 296 results directly conflict with the goals and policies of the
 297 state comprehensive plan and the intent of this part. The
 298 Legislature also finds that in urban centers transportation
 299 cannot be effectively managed and mobility cannot be improved
 300 solely through the expansion of roadway capacity, that the
 301 expansion of roadway capacity is not always physically or
 302 financially possible, and that a range of transportation
 303 alternatives is essential to satisfy mobility needs, reduce
 304 congestion, and achieve healthy, vibrant centers.

305 (b)1. The following are transportation concurrency
 306 exception areas:

307 a. A municipality that qualifies as a dense urban land
 308 area under s. 163.3164;

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309 b. An urban service area under s. 163.3164 that has been
 310 adopted into the local comprehensive plan and is located within
 311 a county that qualifies as a dense urban land area under s.
 312 163.3164; and

313 c. A county, including the municipalities located therein,
 314 which has a population of at least 900,000 and qualifies as a
 315 dense urban land area under s. 163.3164, but does not have an
 316 urban service area designated in the local comprehensive plan.

317 2. A municipality that does not qualify as a dense urban
 318 land area pursuant to s. 163.3164 may designate in its local
 319 comprehensive plan the following areas as transportation
 320 concurrency exception areas:

- 321 a. Urban infill as defined in s. 163.3164;
- 322 b. Community redevelopment areas as defined in s. 163.340;
- 323 c. Downtown revitalization areas as defined in s.
 324 163.3164;
- 325 d. Urban infill and redevelopment under s. 163.2517; or
- 326 e. Urban service areas as defined in s. 163.3164 or areas
 327 within a designated urban service boundary under s.
 328 163.3177(14).

329 3. A county that does not qualify as a dense urban land
 330 area pursuant to s. 163.3164 may designate in its local
 331 comprehensive plan the following areas as transportation
 332 concurrency exception areas:

- 333 a. Urban infill as defined in s. 163.3164;
- 334 b. Urban infill and redevelopment under s. 163.2517; or
- 335 c. Urban service areas as defined in s. 163.3164.
- 336 4. A local government that has a transportation

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337 concurrency exception area designated pursuant to subparagraph
 338 1., subparagraph 2., or subparagraph 3. shall, within 2 years
 339 after the designated area becomes exempt, adopt into its local
 340 comprehensive plan land use and transportation strategies to
 341 support and fund mobility within the exception area, including
 342 alternative modes of transportation. Local governments are
 343 encouraged to adopt complementary land use and transportation
 344 strategies that reflect the region's shared vision for its
 345 future. If the state land planning agency finds insufficient
 346 cause for the failure to adopt into its comprehensive plan land
 347 use and transportation strategies to support and fund mobility
 348 within the designated exception area after 2 years, it shall
 349 submit the finding to the Administration Commission, which may
 350 impose any of the sanctions set forth in s. 163.3184(11)(a) and
 351 (b) against the local government.

352 5. Transportation concurrency exception areas designated
 353 pursuant to subparagraph 1., subparagraph 2., or subparagraph 3.
 354 do not apply to designated transportation concurrency districts
 355 located within a county that has a population of at least 1.5
 356 million, has implemented and uses a transportation-related
 357 concurrency assessment to support alternative modes of
 358 transportation, including, but not limited to, mass transit, and
 359 does not levy transportation impact fees within the concurrency
 360 district.

361 6. Transportation concurrency exception areas designated
 362 under subparagraph 1., subparagraph 2., or subparagraph 3. do
 363 not apply in any county that has exempted more than 40 percent
 364 of the area inside the urban service area from transportation

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365 concurrency for the purpose of urban infill.

366 7. A local government that does not have a transportation
 367 concurrency exception area designated pursuant to subparagraph
 368 1., subparagraph 2., or subparagraph 3. may grant an exception
 369 from the concurrency requirement for transportation facilities
 370 if the proposed development is otherwise consistent with the
 371 adopted local government comprehensive plan and is a project
 372 that promotes public transportation or is located within an area
 373 designated in the comprehensive plan for:

- 374 a. Urban infill development;
- 375 b. Urban redevelopment;
- 376 c. Downtown revitalization;
- 377 d. Urban infill and redevelopment under s. 163.2517; or
- 378 e. An urban service area specifically designated as a
 379 transportation concurrency exception area which includes lands
 380 appropriate for compact, contiguous urban development, which
 381 does not exceed the amount of land needed to accommodate the
 382 projected population growth at densities consistent with the
 383 adopted comprehensive plan within the 10-year planning period,
 384 and which is served or is planned to be served with public
 385 facilities and services as provided by the capital improvements
 386 element.

387 (c) The Legislature also finds that developments located
 388 within urban infill, urban redevelopment, urban service, or
 389 downtown revitalization areas or areas designated as urban
 390 infill and redevelopment areas under s. 163.2517, which pose
 391 only special part-time demands on the transportation system, are
 392 exempt from the concurrency requirement for transportation

393 facilities. A special part-time demand is one that does not have
 394 more than 200 scheduled events during any calendar year and does
 395 not affect the 100 highest traffic volume hours.

396 (d) Except for transportation concurrency exception areas
 397 designated pursuant to subparagraph (b)1., subparagraph (b)2.,
 398 or subparagraph (b)3., the following requirements apply:

399 1. The local government shall both adopt into the
 400 comprehensive plan and implement long-term strategies to support
 401 and fund mobility within the designated exception area,
 402 including alternative modes of transportation. The plan
 403 amendment must also demonstrate how strategies will support the
 404 purpose of the exception and how mobility within the designated
 405 exception area will be provided.

406 2. The strategies must address urban design; appropriate
 407 land use mixes, including intensity and density; and network
 408 connectivity plans needed to promote urban infill,
 409 redevelopment, or downtown revitalization. The comprehensive
 410 plan amendment designating the concurrency exception area must
 411 be accompanied by data and analysis supporting the local
 412 government's determination of the boundaries of the
 413 transportation concurrency exception area.

414 (e) Before designating a concurrency exception area
 415 pursuant to subparagraph (b)7., the state land planning agency
 416 and the Department of Transportation shall be consulted by the
 417 local government to assess the impact that the proposed
 418 exception area is expected to have on the adopted level-of-
 419 service standards established for regional transportation
 420 facilities identified pursuant to s. 186.507, including the

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421 Strategic Intermodal System and roadway facilities funded in
 422 accordance with s. 339.2819. Further, the local government shall
 423 provide a plan for the mitigation of impacts to the Strategic
 424 Intermodal System, including, if appropriate, access management,
 425 parallel reliever roads, transportation demand management, and
 426 other measures.

427 (f) The designation of a transportation concurrency
 428 exception area does not limit a local government's home rule
 429 power to adopt ordinances or impose fees. This subsection does
 430 not affect any contract or agreement entered into or development
 431 order rendered before the creation of the transportation
 432 concurrency exception area except as provided in s.
 433 380.06(29) (e).

434 (g) The Office of Program Policy Analysis and Government
 435 Accountability shall submit to the President of the Senate and
 436 the Speaker of the House of Representatives by February 1, 2015,
 437 a report on transportation concurrency exception areas created
 438 pursuant to this subsection. At a minimum, the report shall
 439 address the methods that local governments have used to
 440 implement and fund transportation strategies to achieve the
 441 purposes of designated transportation concurrency exception
 442 areas, and the effects of the strategies on mobility,
 443 congestion, urban design, the density and intensity of land use
 444 mixes, and network connectivity plans used to promote urban
 445 infill, redevelopment, or downtown revitalization.

446 (10) Except in transportation concurrency exception areas,
 447 with regard to roadway facilities on the Strategic Intermodal
 448 System designated in accordance with s. 339.63, local

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449 governments shall adopt the level-of-service standard
 450 established by the Department of Transportation by rule.
 451 However, if the Office of Tourism, Trade, and Economic
 452 Development concurs in writing with the local government that
 453 the proposed development is for a qualified job creation project
 454 under s. 288.0656 or s. 403.973, the affected local government,
 455 after consulting with the Department of Transportation, may
 456 provide for a waiver of transportation concurrency for the
 457 project. For all other roads on the State Highway System, local
 458 governments shall establish an adequate level-of-service
 459 standard that need not be consistent with any level-of-service
 460 standard established by the Department of Transportation. In
 461 establishing adequate level-of-service standards for any
 462 arterial roads, or collector roads as appropriate, which
 463 traverse multiple jurisdictions, local governments shall
 464 consider compatibility with the roadway facility's adopted
 465 level-of-service standards in adjacent jurisdictions. Each local
 466 government within a county shall use a professionally accepted
 467 methodology for measuring impacts on transportation facilities
 468 for the purposes of implementing its concurrency management
 469 system. Counties are encouraged to coordinate with adjacent
 470 counties, and local governments within a county are encouraged
 471 to coordinate, for the purpose of using common methodologies for
 472 measuring impacts on transportation facilities for the purpose
 473 of implementing their concurrency management systems.

474 (13) School concurrency shall be established on a
 475 districtwide basis and shall include all public schools in the
 476 district and all portions of the district, whether located in a

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477 municipality or an unincorporated area unless exempt from the
 478 public school facilities element pursuant to s. 163.3177(12).
 479 The application of school concurrency to development shall be
 480 based upon the adopted comprehensive plan, as amended. All local
 481 governments within a county, except as provided in paragraph
 482 (f), shall adopt and transmit to the state land planning agency
 483 the necessary plan amendments, along with the interlocal
 484 agreement, for a compliance review pursuant to s. 163.3184(7)
 485 and (8). The minimum requirements for school concurrency are the
 486 following:

487 (b) *Level-of-service standards.*—The Legislature recognizes
 488 that an essential requirement for a concurrency management
 489 system is the level of service at which a public facility is
 490 expected to operate.

491 1. Local governments and school boards imposing school
 492 concurrency shall exercise authority in conjunction with each
 493 other to establish jointly adequate level-of-service standards,
 494 as defined in chapter 9J-5, Florida Administrative Code,
 495 necessary to implement the adopted local government
 496 comprehensive plan, based on data and analysis.

497 2. Public school level-of-service standards shall be
 498 included and adopted into the capital improvements element of
 499 the local comprehensive plan and shall apply districtwide to all
 500 schools of the same type. Types of schools may include
 501 elementary, middle, and high schools as well as special purpose
 502 facilities such as magnet schools.

503 3. Local governments and school boards shall have the
 504 option to utilize tiered level-of-service standards to allow

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505 | time to achieve an adequate and desirable level of service as
 506 | circumstances warrant.

507 | 4. For the purpose of determining whether levels of
 508 | service have been achieved, for the first 3 years of school
 509 | concurrency implementation, a school district that includes
 510 | relocatable facilities in its inventory of student stations
 511 | shall include the capacity of such relocatable facilities as
 512 | provided in s. 1013.35(2)(b)2.f., provided the relocatable
 513 | facilities were purchased after 1998 and the relocatable
 514 | facilities meet the standards for long-term use pursuant to s.
 515 | 1013.20.

516 | (e) *Availability standard.*—Consistent with the public
 517 | welfare, a local government may not deny an application for site
 518 | plan, final subdivision approval, or the functional equivalent
 519 | for a development or phase of a development authorizing
 520 | residential development for failure to achieve and maintain the
 521 | level-of-service standard for public school capacity in a local
 522 | school concurrency management system where adequate school
 523 | facilities will be in place or under actual construction within
 524 | 3 years after the issuance of final subdivision or site plan
 525 | approval, or the functional equivalent. School concurrency is
 526 | satisfied if the developer executes a legally binding commitment
 527 | to provide mitigation proportionate to the demand for public
 528 | school facilities to be created by actual development of the
 529 | property, including, but not limited to, the options described
 530 | in subparagraph 1. Options for proportionate-share mitigation of
 531 | impacts on public school facilities must be established in the
 532 | public school facilities element and the interlocal agreement

533 | pursuant to s. 163.31777.

534 | 1. Appropriate mitigation options include the contribution
 535 | of land; the construction, expansion, or payment for land
 536 | acquisition or construction of a public school facility; the
 537 | construction of a charter school that complies with the
 538 | requirements of s. 1002.33(18); or the creation of mitigation
 539 | banking based on the construction of a public school facility in
 540 | exchange for the right to sell capacity credits. Such options
 541 | must include execution by the applicant and the local government
 542 | of a development agreement that constitutes a legally binding
 543 | commitment to pay proportionate-share mitigation for the
 544 | additional residential units approved by the local government in
 545 | a development order and actually developed on the property,
 546 | taking into account residential density allowed on the property
 547 | prior to the plan amendment that increased the overall
 548 | residential density. The district school board must be a party
 549 | to such an agreement. As a condition of its entry into such a
 550 | development agreement, the local government may require the
 551 | landowner to agree to continuing renewal of the agreement upon
 552 | its expiration.

553 | 2. If the education facilities plan and the public
 554 | educational facilities element authorize a contribution of land;
 555 | the construction, expansion, or payment for land acquisition;
 556 | the construction or expansion of a public school facility, or a
 557 | portion thereof; or the construction of a charter school that
 558 | complies with the requirements of s. 1002.33(18), as
 559 | proportionate-share mitigation, the local government shall
 560 | credit such a contribution, construction, expansion, or payment

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561 toward any other impact fee or exaction imposed by local
 562 ordinance for the same need, on a dollar-for-dollar basis at
 563 fair market value.

564 3. Any proportionate-share mitigation must be directed by
 565 the school board toward a school capacity improvement identified
 566 in a financially feasible 5-year district work plan that
 567 satisfies the demands created by the development in accordance
 568 with a binding developer's agreement.

569 4. If a development is precluded from commencing because
 570 there is inadequate classroom capacity to mitigate the impacts
 571 of the development, the development may nevertheless commence if
 572 there are accelerated facilities in an approved capital
 573 improvement element scheduled for construction in year four or
 574 later of such plan which, when built, will mitigate the proposed
 575 development, or if such accelerated facilities will be in the
 576 next annual update of the capital facilities element, the
 577 developer enters into a binding, financially guaranteed
 578 agreement with the school district to construct an accelerated
 579 facility within the first 3 years of an approved capital
 580 improvement plan, and the cost of the school facility is equal
 581 to or greater than the development's proportionate share. When
 582 the completed school facility is conveyed to the school
 583 district, the developer shall receive impact fee credits usable
 584 within the zone where the facility is constructed or any
 585 attendance zone contiguous with or adjacent to the zone where
 586 the facility is constructed.

587 5. This paragraph does not limit the authority of a local
 588 government to deny a development permit or its functional

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589 equivalent pursuant to its home rule regulatory powers, except
590 as provided in this part.

591 Section 5. Paragraph (d) of subsection (3) of section
592 163.31801, Florida Statutes, is reenacted to read:

593 163.31801 Impact fees; short title; intent; definitions;
594 ordinances levying impact fees.—

595 (3) An impact fee adopted by ordinance of a county or
596 municipality or by resolution of a special district must, at
597 minimum:

598 (d) Require that notice be provided no less than 90 days
599 before the effective date of an ordinance or resolution imposing
600 a new or increased impact fee. A county or municipality is not
601 required to wait 90 days to decrease, suspend, or eliminate an
602 impact fee.

603 Section 6. Paragraph (b) of subsection (1) and paragraph
604 (e) of subsection (3) of section 163.3184, Florida Statutes, are
605 reenacted to read:

606 163.3184 Process for adoption of comprehensive plan or
607 plan amendment.—

608 (1) DEFINITIONS.—As used in this section, the term:

609 (b) "In compliance" means consistent with the requirements
610 of ss. 163.3177, 163.3178, 163.3180, 163.3191, and 163.3245,
611 with the state comprehensive plan, with the appropriate
612 strategic regional policy plan, and with chapter 9J-5, Florida
613 Administrative Code, where such rule is not inconsistent with
614 this part and with the principles for guiding development in
615 designated areas of critical state concern and with part III of
616 chapter 369, where applicable.

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617 (3) LOCAL GOVERNMENT TRANSMITTAL OF PROPOSED PLAN OR
618 AMENDMENT.—

619 (e) At the request of an applicant, a local government
620 shall consider an application for zoning changes that would be
621 required to properly enact the provisions of any proposed plan
622 amendment transmitted pursuant to this subsection. Zoning
623 changes approved by the local government are contingent upon the
624 comprehensive plan or plan amendment transmitted becoming
625 effective.

626 Section 7. Paragraphs (b), (f), and (q) of subsection (1)
627 of section 163.3187, Florida Statutes, are reenacted to read:

628 163.3187 Amendment of adopted comprehensive plan.—

629 (1) Amendments to comprehensive plans adopted pursuant to
630 this part may be made not more than two times during any
631 calendar year, except:

632 (b) Any local government comprehensive plan amendments
633 directly related to a proposed development of regional impact,
634 including changes which have been determined to be substantial
635 deviations and including Florida Quality Developments pursuant
636 to s. 380.061, may be initiated by a local planning agency and
637 considered by the local governing body at the same time as the
638 application for development approval using the procedures
639 provided for local plan amendment in this section and applicable
640 local ordinances.

641 (f) The capital improvements element annual update
642 required in s. 163.3177(3)(b)1. and any amendments directly
643 related to the schedule.

644 (q) Any local government plan amendment to designate an

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645 urban service area as a transportation concurrency exception
 646 area under s. 163.3180(5)(b)2. or 3. and an area exempt from the
 647 development-of-regional-impact process under s. 380.06(29).

648 Section 8. Subsection (2) of section 163.32465, Florida
 649 Statutes, is reenacted to read:

650 163.32465 State review of local comprehensive plans in
 651 urban areas.—

652 (2) ALTERNATIVE STATE REVIEW PROCESS PILOT PROGRAM.—
 653 Pinellas and Broward Counties, and the municipalities within
 654 these counties, and Jacksonville, Miami, Tampa, and Hialeah
 655 shall follow an alternative state review process provided in
 656 this section. Municipalities within the pilot counties may
 657 elect, by super majority vote of the governing body, not to
 658 participate in the pilot program. In addition to the pilot
 659 program jurisdictions, any local government may use the
 660 alternative state review process to designate an urban service
 661 area as defined in s. 163.3164(29) in its comprehensive plan.

662 Section 9. Section 171.091, Florida Statutes, is reenacted
 663 to read:

664 171.091 Recording.—Any change in the municipal boundaries
 665 through annexation or contraction shall revise the charter
 666 boundary article and shall be filed as a revision of the charter
 667 with the Department of State within 30 days. A copy of such
 668 revision must be submitted to the Office of Economic and
 669 Demographic Research along with a statement specifying the
 670 population census effect and the affected land area.

671 Section 10. Section 186.509, Florida Statutes, is
 672 reenacted to read:

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673 | 186.509 Dispute resolution process.—Each regional planning
 674 | council shall establish by rule a dispute resolution process to
 675 | reconcile differences on planning and growth management issues
 676 | between local governments, regional agencies, and private
 677 | interests. The dispute resolution process shall, within a
 678 | reasonable set of timeframes, provide for: voluntary meetings
 679 | among the disputing parties; if those meetings fail to resolve
 680 | the dispute, initiation of mandatory mediation or a similar
 681 | process; if that process fails, initiation of arbitration or
 682 | administrative or judicial action, where appropriate. The
 683 | council shall not utilize the dispute resolution process to
 684 | address disputes involving environmental permits or other
 685 | regulatory matters unless requested to do so by the parties. The
 686 | resolution of any issue through the dispute resolution process
 687 | shall not alter any person's right to a judicial determination
 688 | of any issue if that person is entitled to such a determination
 689 | under statutory or common law.

690 | Section 11. Paragraph (a) of subsection (7) and
 691 | subsections (24), (28), and (29) of section 380.06, Florida
 692 | Statutes, are reenacted to read:

693 | 380.06 Developments of regional impact.—

694 | (7) PREAPPLICATION PROCEDURES.—

695 | (a) Before filing an application for development approval,
 696 | the developer shall contact the regional planning agency with
 697 | jurisdiction over the proposed development to arrange a
 698 | preapplication conference. Upon the request of the developer or
 699 | the regional planning agency, other affected state and regional
 700 | agencies shall participate in this conference and shall identify

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701 | the types of permits issued by the agencies, the level of
 702 | information required, and the permit issuance procedures as
 703 | applied to the proposed development. The levels of service
 704 | required in the transportation methodology shall be the same
 705 | levels of service used to evaluate concurrency in accordance
 706 | with s. 163.3180. The regional planning agency shall provide the
 707 | developer information about the development-of-regional-impact
 708 | process and the use of preapplication conferences to identify
 709 | issues, coordinate appropriate state and local agency
 710 | requirements, and otherwise promote a proper and efficient
 711 | review of the proposed development. If agreement is reached
 712 | regarding assumptions and methodology to be used in the
 713 | application for development approval, the reviewing agencies may
 714 | not subsequently object to those assumptions and methodologies
 715 | unless subsequent changes to the project or information obtained
 716 | during the review make those assumptions and methodologies
 717 | inappropriate.

718 | (24) STATUTORY EXEMPTIONS.—

719 | (a) Any proposed hospital is exempt from the provisions of
 720 | this section.

721 | (b) Any proposed electrical transmission line or
 722 | electrical power plant is exempt from the provisions of this
 723 | section.

724 | (c) Any proposed addition to an existing sports facility
 725 | complex is exempt from the provisions of this section if the
 726 | addition meets the following characteristics:

- 727 | 1. It would not operate concurrently with the scheduled
 728 | hours of operation of the existing facility.

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729 | 2. Its seating capacity would be no more than 75 percent
730 | of the capacity of the existing facility.

731 | 3. The sports facility complex property is owned by a
732 | public body prior to July 1, 1983.

733 | This exemption does not apply to any pari-mutuel facility.

734 | (d) Any proposed addition or cumulative additions
735 | subsequent to July 1, 1988, to an existing sports facility
736 | complex owned by a state university is exempt if the increased
737 | seating capacity of the complex is no more than 30 percent of
738 | the capacity of the existing facility.

739 | (e) Any addition of permanent seats or parking spaces for
740 | an existing sports facility located on property owned by a
741 | public body prior to July 1, 1973, is exempt from the provisions
742 | of this section if future additions do not expand existing
743 | permanent seating or parking capacity more than 15 percent
744 | annually in excess of the prior year's capacity.

745 | (f) Any increase in the seating capacity of an existing
746 | sports facility having a permanent seating capacity of at least
747 | 50,000 spectators is exempt from the provisions of this section,
748 | provided that such an increase does not increase permanent
749 | seating capacity by more than 5 percent per year and not to
750 | exceed a total of 10 percent in any 5-year period, and provided
751 | that the sports facility notifies the appropriate local
752 | government within which the facility is located of the increase
753 | at least 6 months prior to the initial use of the increased
754 | seating, in order to permit the appropriate local government to
755 | develop a traffic management plan for the traffic generated by
756 | the increase. Any traffic management plan shall be consistent

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757 | with the local comprehensive plan, the regional policy plan, and
 758 | the state comprehensive plan.

759 | (g) Any expansion in the permanent seating capacity or
 760 | additional improved parking facilities of an existing sports
 761 | facility is exempt from the provisions of this section, if the
 762 | following conditions exist:

763 | 1.a. The sports facility had a permanent seating capacity
 764 | on January 1, 1991, of at least 41,000 spectator seats;

765 | b. The sum of such expansions in permanent seating
 766 | capacity does not exceed a total of 10 percent in any 5-year
 767 | period and does not exceed a cumulative total of 20 percent for
 768 | any such expansions; or

769 | c. The increase in additional improved parking facilities
 770 | is a one-time addition and does not exceed 3,500 parking spaces
 771 | serving the sports facility; and

772 | 2. The local government having jurisdiction of the sports
 773 | facility includes in the development order or development permit
 774 | approving such expansion under this paragraph a finding of fact
 775 | that the proposed expansion is consistent with the
 776 | transportation, water, sewer and stormwater drainage provisions
 777 | of the approved local comprehensive plan and local land
 778 | development regulations relating to those provisions.

779 |

780 | Any owner or developer who intends to rely on this statutory
 781 | exemption shall provide to the department a copy of the local
 782 | government application for a development permit. Within 45 days
 783 | of receipt of the application, the department shall render to
 784 | the local government an advisory and nonbinding opinion, in

785 | writing, stating whether, in the department's opinion, the
 786 | prescribed conditions exist for an exemption under this
 787 | paragraph. The local government shall render the development
 788 | order approving each such expansion to the department. The
 789 | owner, developer, or department may appeal the local government
 790 | development order pursuant to s. 380.07, within 45 days after
 791 | the order is rendered. The scope of review shall be limited to
 792 | the determination of whether the conditions prescribed in this
 793 | paragraph exist. If any sports facility expansion undergoes
 794 | development-of-regional-impact review, all previous expansions
 795 | which were exempt under this paragraph shall be included in the
 796 | development-of-regional-impact review.

797 | (h) Expansion to port harbors, spoil disposal sites,
 798 | navigation channels, turning basins, harbor berths, and other
 799 | related inwater harbor facilities of ports listed in s.
 800 | 403.021(9)(b), port transportation facilities and projects
 801 | listed in s. 311.07(3)(b), and intermodal transportation
 802 | facilities identified pursuant to s. 311.09(3) are exempt from
 803 | the provisions of this section when such expansions, projects,
 804 | or facilities are consistent with comprehensive master plans
 805 | that are in compliance with the provisions of s. 163.3178.

806 | (i) Any proposed facility for the storage of any petroleum
 807 | product or any expansion of an existing facility is exempt from
 808 | the provisions of this section.

809 | (j) Any renovation or redevelopment within the same land
 810 | parcel which does not change land use or increase density or
 811 | intensity of use.

812 | (k) Waterport and marina development, including dry

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813 storage facilities, are exempt from the provisions of this
814 section.

815 (l) Any proposed development within an urban service
816 boundary established under s. 163.3177(14), which is not
817 otherwise exempt pursuant to subsection (29), is exempt from the
818 provisions of this section if the local government having
819 jurisdiction over the area where the development is proposed has
820 adopted the urban service boundary, has entered into a binding
821 agreement with jurisdictions that would be impacted and with the
822 Department of Transportation regarding the mitigation of impacts
823 on state and regional transportation facilities, and has adopted
824 a proportionate share methodology pursuant to s. 163.3180(16).

825 (m) Any proposed development within a rural land
826 stewardship area created under s. 163.3177(11)(d) is exempt from
827 the provisions of this section if the local government that has
828 adopted the rural land stewardship area has entered into a
829 binding agreement with jurisdictions that would be impacted and
830 the Department of Transportation regarding the mitigation of
831 impacts on state and regional transportation facilities, and has
832 adopted a proportionate share methodology pursuant to s.
833 163.3180(16).

834 (n) The establishment, relocation, or expansion of any
835 military installation as defined in s. 163.3175, is exempt from
836 this section.

837 (o) Any self-storage warehousing that does not allow
838 retail or other services is exempt from this section.

839 (p) Any proposed nursing home or assisted living facility
840 is exempt from this section.

841 (q) Any development identified in an airport master plan
 842 and adopted into the comprehensive plan pursuant to s.
 843 163.3177(6)(k) is exempt from this section.

844 (r) Any development identified in a campus master plan and
 845 adopted pursuant to s. 1013.30 is exempt from this section.

846 (s) Any development in a specific area plan which is
 847 prepared pursuant to s. 163.3245 and adopted into the
 848 comprehensive plan is exempt from this section.

849 (t) Any development within a county with a research and
 850 education authority created by special act and that is also
 851 within a research and development park that is operated or
 852 managed by a research and development authority pursuant to part
 853 V of chapter 159 is exempt from this section.

854
 855 If a use is exempt from review as a development of regional
 856 impact under paragraphs (a)-(s), but will be part of a larger
 857 project that is subject to review as a development of regional
 858 impact, the impact of the exempt use must be included in the
 859 review of the larger project, unless such exempt use involves a
 860 development of regional impact that includes a landowner,
 861 tenant, or user that has entered into a funding agreement with
 862 the Office of Tourism, Trade, and Economic Development under the
 863 Innovation Incentive Program and the agreement contemplates a
 864 state award of at least \$50 million.

865 (28) PARTIAL STATUTORY EXEMPTIONS.—

866 (a) If the binding agreement referenced under paragraph
 867 (24)(1) for urban service boundaries is not entered into within
 868 12 months after establishment of the urban service boundary, the

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869 development-of-regional-impact review for projects within the
 870 urban service boundary must address transportation impacts only.

871 (b) If the binding agreement referenced under paragraph
 872 (24) (m) for rural land stewardship areas is not entered into
 873 within 12 months after the designation of a rural land
 874 stewardship area, the development-of-regional-impact review for
 875 projects within the rural land stewardship area must address
 876 transportation impacts only.

877 (c) If the binding agreement for designated urban infill
 878 and redevelopment areas is not entered into within 12 months
 879 after the designation of the area or July 1, 2007, whichever
 880 occurs later, the development-of-regional-impact review for
 881 projects within the urban infill and redevelopment area must
 882 address transportation impacts only.

883 (d) A local government that does not wish to enter into a
 884 binding agreement or that is unable to agree on the terms of the
 885 agreement referenced under paragraph (24) (l) or paragraph
 886 (24) (m) shall provide written notification to the state land
 887 planning agency of the decision to not enter into a binding
 888 agreement or the failure to enter into a binding agreement
 889 within the 12-month period referenced in paragraphs (a), (b) and
 890 (c). Following the notification of the state land planning
 891 agency, development-of-regional-impact review for projects
 892 within an urban service boundary under paragraph (24) (l), or a
 893 rural land stewardship area under paragraph (24) (m), must
 894 address transportation impacts only.

895 (e) The vesting provision of s. 163.3167(8) relating to an
 896 authorized development of regional impact shall not apply to

897 those projects partially exempt from the development-of-
 898 regional-impact review process under paragraphs (a)-(d).

899 (29) EXEMPTIONS FOR DENSE URBAN LAND AREAS.—

900 (a) The following are exempt from this section:

901 1. Any proposed development in a municipality that
 902 qualifies as a dense urban land area as defined in s. 163.3164;

903 2. Any proposed development within a county that qualifies
 904 as a dense urban land area as defined in s. 163.3164 and that is
 905 located within an urban service area as defined in s. 163.3164
 906 which has been adopted into the comprehensive plan; or

907 3. Any proposed development within a county, including the
 908 municipalities located therein, which has a population of at
 909 least 900,000, which qualifies as a dense urban land area under
 910 s. 163.3164, but which does not have an urban service area
 911 designated in the comprehensive plan.

912 (b) If a municipality that does not qualify as a dense
 913 urban land area pursuant to s. 163.3164 designates any of the
 914 following areas in its comprehensive plan, any proposed
 915 development within the designated area is exempt from the
 916 development-of-regional-impact process:

917 1. Urban infill as defined in s. 163.3164;

918 2. Community redevelopment areas as defined in s. 163.340;

919 3. Downtown revitalization areas as defined in s.
 920 163.3164;

921 4. Urban infill and redevelopment under s. 163.2517; or

922 5. Urban service areas as defined in s. 163.3164 or areas
 923 within a designated urban service boundary under s.
 924 163.3177(14).

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925 (c) If a county that does not qualify as a dense urban
 926 land area pursuant to s. 163.3164 designates any of the
 927 following areas in its comprehensive plan, any proposed
 928 development within the designated area is exempt from the
 929 development-of-regional-impact process:

- 930 1. Urban infill as defined in s. 163.3164;
- 931 2. Urban infill and redevelopment under s. 163.2517; or
- 932 3. Urban service areas as defined in s. 163.3164.

933 (d) A development that is located partially outside an
 934 area that is exempt from the development-of-regional-impact
 935 program must undergo development-of-regional-impact review
 936 pursuant to this section.

937 (e) In an area that is exempt under paragraphs (a)-(c),
 938 any previously approved development-of-regional-impact
 939 development orders shall continue to be effective, but the
 940 developer has the option to be governed by s. 380.115(1). A
 941 pending application for development approval shall be governed
 942 by s. 380.115(2). A development that has a pending application
 943 for a comprehensive plan amendment and that elects not to
 944 continue development-of-regional-impact review is exempt from
 945 the limitation on plan amendments set forth in s. 163.3187(1)
 946 for the year following the effective date of the exemption.

947 (f) Local governments must submit by mail a development
 948 order to the state land planning agency for projects that would
 949 be larger than 120 percent of any applicable development-of-
 950 regional-impact threshold and would require development-of-
 951 regional-impact review but for the exemption from the program
 952 under paragraphs (a)-(c). For such development orders, the state

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953 land planning agency may appeal the development order pursuant
 954 to s. 380.07 for inconsistency with the comprehensive plan
 955 adopted under chapter 163.

956 (g) If a local government that qualifies as a dense urban
 957 land area under this subsection is subsequently found to be
 958 ineligible for designation as a dense urban land area, any
 959 development located within that area which has a complete,
 960 pending application for authorization to commence development
 961 may maintain the exemption if the developer is continuing the
 962 application process in good faith or the development is
 963 approved.

964 (h) This subsection does not limit or modify the rights of
 965 any person to complete any development that has been authorized
 966 as a development of regional impact pursuant to this chapter.

967 (i) This subsection does not apply to areas:

968 1. Within the boundary of any area of critical state
 969 concern designated pursuant to s. 380.05;

970 2. Within the boundary of the Wekiva Study Area as
 971 described in s. 369.316; or

972 3. Within 2 miles of the boundary of the Everglades
 973 Protection Area as described in s. 373.4592(2).

974 Section 12. Sections 13, 14, and 34 of chapter 2009-96,
 975 Laws of Florida, are reenacted to read:

976 Section 13. (1)(a) The Legislature finds that the
 977 existing transportation concurrency system has not adequately
 978 addressed the transportation needs of this state in an
 979 effective, predictable, and equitable manner and is not
 980 producing a sustainable transportation system for the state. The

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981 Legislature finds that the current system is complex,
 982 inequitable, lacks uniformity among jurisdictions, is too
 983 focused on roadways to the detriment of desired land use
 984 patterns and transportation alternatives, and frequently
 985 prevents the attainment of important growth management goals.

986 (b) The Legislature determines that the state shall
 987 evaluate and consider the implementation of a mobility fee to
 988 replace the existing transportation concurrency system. The
 989 mobility fee should be designed to provide for mobility needs,
 990 ensure that development provides mitigation for its impacts on
 991 the transportation system in approximate proportionality to
 992 those impacts, fairly distribute the fee among the governmental
 993 entities responsible for maintaining the impacted roadways, and
 994 promote compact, mixed-use, and energy-efficient development.

995 (2) The state land planning agency and the Department of
 996 Transportation shall continue their respective current mobility
 997 fee studies and develop and submit to the President of the
 998 Senate and the Speaker of the House of Representatives, no later
 999 than December 1, 2009, a final joint report on the mobility fee
 1000 methodology study, complete with recommended legislation and a
 1001 plan to implement the mobility fee as a replacement for the
 1002 existing local government adopted and implemented transportation
 1003 concurrency management systems. The final joint report shall
 1004 also contain, but is not limited to, an economic analysis of
 1005 implementation of the mobility fee, activities necessary to
 1006 implement the fee, and potential costs and benefits at the state
 1007 and local levels and to the private sector.

1008 Section 14. (1) Except as provided in subsection (4), and

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1009 in recognition of 2009 real estate market conditions, any permit
 1010 issued by the Department of Environmental Protection or a water
 1011 management district pursuant to part IV of chapter 373, Florida
 1012 Statutes, that has an expiration date of September 1, 2008,
 1013 through January 1, 2012, is extended and renewed for a period of
 1014 2 years following its date of expiration. This extension
 1015 includes any local government-issued development order or
 1016 building permit. The 2-year extension also applies to build out
 1017 dates including any build out date extension previously granted
 1018 under s. 380.06(19)(c), Florida Statutes. This section shall not
 1019 be construed to prohibit conversion from the construction phase
 1020 to the operation phase upon completion of construction.

1021 (2) The commencement and completion dates for any required
 1022 mitigation associated with a phased construction project shall
 1023 be extended such that mitigation takes place in the same
 1024 timeframe relative to the phase as originally permitted.

1025 (3) The holder of a valid permit or other authorization
 1026 that is eligible for the 2-year extension shall notify the
 1027 authorizing agency in writing no later than December 31, 2009,
 1028 identifying the specific authorization for which the holder
 1029 intends to use the extension and the anticipated timeframe for
 1030 acting on the authorization.

1031 (4) The extension provided for in subsection (1) does not
 1032 apply to:

1033 (a) A permit or other authorization under any programmatic
 1034 or regional general permit issued by the Army Corps of
 1035 Engineers.

1036 (b) A permit or other authorization held by an owner or

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1037 operator determined to be in significant noncompliance with the
 1038 conditions of the permit or authorization as established through
 1039 the issuance of a warning letter or notice of violation, the
 1040 initiation of formal enforcement, or other equivalent action by
 1041 the authorizing agency.

1042 (c) A permit or other authorization, if granted an
 1043 extension, that would delay or prevent compliance with a court
 1044 order.

1045 (5) Permits extended under this section shall continue to
 1046 be governed by rules in effect at the time the permit was
 1047 issued, except when it can be demonstrated that the rules in
 1048 effect at the time the permit was issued would create an
 1049 immediate threat to public safety or health. This provision
 1050 shall apply to any modification of the plans, terms, and
 1051 conditions of the permit that lessens the environmental impact,
 1052 except that any such modification shall not extend the time
 1053 limit beyond 2 additional years.

1054 (6) Nothing in this section shall impair the authority of
 1055 a county or municipality to require the owner of a property,
 1056 that has notified the county or municipality of the owner's
 1057 intention to receive the extension of time granted by this
 1058 section, to maintain and secure the property in a safe and
 1059 sanitary condition in compliance with applicable laws and
 1060 ordinances.

1061 Section 34. The Legislature finds that this act fulfills
 1062 an important state interest.

1063 Section 13. The Legislature finds that this act fulfills
 1064 an important state interest.

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1065 Section 14. This act shall take effect upon becoming a
 1066 law, and those portions of this act which were amended or
 1067 created by chapter 2009-96, Laws of Florida, shall operate
 1068 retroactively to June 1, 2009. If such retroactive application
 1069 is held by a court of last resort to be unconstitutional, this
 1070 act shall apply prospectively from the date that this act
 1071 becomes a law.

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCB CMAS 11-02 Affordable Housing
SPONSOR(S): Community & Military Affairs Subcommittee
TIED BILLS: IDEN./SIM. BILLS: SB 176

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR or BUDGET/POLICY CHIEF
Orig. Comm.: Community & Military Affairs Subcommittee		Duncan <i>pdd</i>	Hoagland 

SUMMARY ANALYSIS

This bill reenacts portions of existing law most closely related to affordable housing amended by ch. 2009-96, Laws of Florida, (Committee Substitute for Committee Substitute for Senate Bill 360) passed by the Legislature in 2009. Since that time, the law has been the subject of ongoing litigation regarding its constitutionality. This litigation has created uncertainty among local governments, developers, and private interests regarding the provisions of law amended by CS/CS/SB 360.

This bill does not change current law, but simply reenacts the affordable housing portions of the existing law that were amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects relating to the single subject requirement in Article III, section 6, of the Florida Constitution.

This bill reenacts several statutory provisions that:

- Revise the state’s affordable housing homeownership and rental programs.
- Address foreclosure issues under the State Housing Initiatives Partnership Program.
- Reduce tax burdens for those living in, or providing for, affordable housing.
- Assist special populations with meeting housing needs.

See the “Current Situation” section of this bill analysis for a detailed analysis of each provision.

The bill provides an effective date of upon becoming a law, and further provides that those portions which are amended, created, or repealed by chapter 2009-96, Laws of Florida, must operate retroactively to June 1, 2009. If such retroactive application is held by a court of last resort to be unconstitutional, the bill states that this act should then apply prospectively from the date that this act becomes a law.

HOUSE PRINCIPLES

Members are encouraged to evaluate proposed legislation in light of the following guiding principles of the House of Representatives:

- Balance the state budget.
- Create a legal and regulatory environment that fosters economic growth and job creation.
- Lower the tax burden on families and businesses.
- Reverse or restrain the growth of government.
- Promote public safety.
- Promote educational accountability, excellence, and choice.
- Foster respect for the family and for innocent human life.
- Protect Florida's natural beauty.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. EFFECT OF PROPOSED CHANGES:

Current Situation

Legal Challenge to Chapter 2009-96, Laws of Florida, (Senate Bill 360)

Procedural Background

In 2009, the Legislature passed and the Governor signed into law CS/CS/SB 360, entitled "An Act Relating to Growth Management" and cited as the "Community Renewal Act." The House passed the final measure with a vote of 78-37 and the Senate passed the final measure with a vote of 30-7. The law was subsequently codified as ch. 2009-96, Laws of Florida.

In July of 2009, a group of Local Governments¹ filed a lawsuit in Leon County Circuit Court based on two counts. Count I alleged that CS/CS/SB 360 violated the single subject provision in Article III, section 6 of the Florida Constitution, and Count II alleged that CS/CS/SB 360 constituted an unfunded mandate on local governments in violation of Article VII, section 18(a) of the Florida Constitution.² The Governor and Secretary of State were named in the suit along with the Speaker of the House and the Senate President.

In August of 2010, the trial court judge issued a final summary judgment and held that Count I, the issue of single subject was moot because the Legislature had passed the adoption act³ during the 2010 Regular Session to adopt previously enacted laws and statutes, thus curing any single subject issues. As to Count II, the trial court judge found that requiring local governments to adopt land use and transportation strategies to support and fund mobility within two years of designating a TCEA constituted an unconstitutional mandate on local governments. The trial court judge declared CS/CS/SB 360 unconstitutional in its entirety and ordered the Secretary of State to expunge the law from the official records of the State.

In September of 2010, the Legislature appealed the trial court judge's decision to the First District Court of Appeal and the Local Governments cross-appealed. The appeal has resulted in an automatic stay of

¹ The Local Governments originally filing suit included: City of Weston, Village of Key Biscayne, Town of Cutler Bay, Lee County, City of Deerfield Beach, City of Miami Gardens, City of Fruitland Park, and City of Parkland. Subsequently, the following other Local Governments intervened: City of Homestead, Cooper City, City of Pompano Beach, City of North Miami, Village of Palmetto Bay, City of Coral Gables, City of Pembroke Pines, Broward County, Levy County, St. Lucie County, Islamorada, Village of Islands, and Town of Lauderdale-By-The-Sea.

² *City of Weston v. Crist*, Case No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

³ Fla. SB 1780 (2010).

the trial court judge's decision meaning that ch. 2009-96, Laws of Florida, remains in effect as the case continues through the appellate process.⁴

In December of 2010, the District Court of Appeal granted expedited review of the case, and initial briefs have since been filed by the Legislature and the Local Governments.⁵ The Legislature on appeal is arguing that the trial court judge erred in declaring a provision in CS/CS/SB 360 an unfunded mandate and also erred in declaring ch. 2009-96, Laws of Florida, unconstitutional in its entirety; in addition, the Legislature is arguing that the Speaker of the House and the Senate President are not proper parties to the suit.⁶ Most recently, the Local Governments have cross-appealed and are arguing that the trial court judge erred in refusing to consider their single subject challenge.⁷

Single Subject- Article III, section 6, Florida Constitution

The Florida Constitution states: "Every law shall embrace but one subject and matter properly connected therewith, and the subject shall be briefly expressed in the title."⁸ The Florida Supreme Court said in *State v. Thompson*, 750 So. 2d 643, 646 (Fla. 1999) that the purposes of the single subject requirement are:

- (1) To prevent hodge-podge or "log-rolling" legislation, *i.e.*, putting two unrelated matters in one act;
- (2) To prevent surprise or fraud by means of provisions in bills about which the titles gave no intimation, and which might therefore be overlooked and carelessly and unintentionally adopted; and
- (3) To fairly apprise the people of the subjects of legislation that are being considered, in order that they may have opportunity of being heard thereon.

The Local Governments argued in their lawsuit that CS/CS/SB 360 addressed multiple subjects unrelated to its stated single subject of "growth management." It was argued that CS/CS/SB 360 contained three subjects: 1) growth management, 2) security cameras, and 3) tax exemptions and valuation methodologies relating to affordable housing.⁹

Single subject defects that may have existed at the time of a law's passage can generally be cured by the Legislature's adoption of the statutes as the official law of Florida.¹⁰ Alternatively, the Legislature can separate and reenact the separate provisions contained in the original chapter law as separate laws.¹¹

Every regular session the Legislature enacts the adoption act, providing for adoption of previously enacted laws and statutes as the official statutory law of the state. The adoption of the Florida Statutes is designed to cure certain defects that existed in an act as originally passed. In 2010, the Legislature passed SB 1780 and adopted the 2010 Florida Statutes and the Governor signed the bill into law.¹² The 2010 Adoption Act adopted all statutes and material passed through the 2009 Regular Session and printed in the 2009 edition of the Florida Statutes.

In August of 2010, the trial court judge issued summary judgment and found that the single subject issue was moot because the Legislature passed the statutory adoption act during the 2010 Regular Session, the Governor signed it into law, and the law took effect on June 29, 2010. The adoption act

⁴ Fla. R. App. P. 9.310(b)(2).

⁵ See Case Docket, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA 2010), available at http://199.242.69.70/pls/ds/ds_docket_search?pscourt=1 (last visited January 19, 2011).

⁶ See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010).

⁷ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

⁸ Art. III, s. 6, Fla. Const.

⁹ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹⁰ *Salters v. State*, 758 So. 2d 667, 670 (Fla. 2000).

¹¹ See *Martinez v. Scanlan*, 582 So. 2d 1167, 1172 (Fla. 1991).

¹² Ch. 2010-3, L.O.F.

thus cured any single subject defects that existed with CS/CS/SB 360, and the law is no longer subject to challenge on the grounds that it violates the single subject requirement.¹³

In the current appeal before the First District Court of Appeal, the Local Governments are arguing that the trial court judge erred in refusing to consider their single subject challenge.¹⁴

Mandates- Article VII, section 18(a), Florida Constitution

The Florida Constitution provides that no county or municipality shall be bound by any general law requiring such county or municipality to spend funds or to take an action requiring the expenditure of funds unless the Legislature has determined that such law fulfills an important state interest and the law satisfies one of the following conditions:

- The Legislature appropriates funds or provides a funding source not available to the local government on February 1, 1989;
- The law requiring the expenditure is approved by a 2/3 vote of the membership of each house;
- The expenditure is required to comply with a law that applies to all persons similarly situated, including state and local governments; or
- The law is either required to comply with a federal requirement or required for eligibility for a federal entitlement, which federal requirement specifically contemplates actions by counties or municipalities for compliance.¹⁵

Article VII, section 18(d) of the Florida Constitution provides an exemption for laws that have an insignificant fiscal impact. The Legislature has interpreted "insignificant fiscal impact" to mean an amount not greater than the average statewide population for the applicable fiscal year times ten cents; the average fiscal impact, including any offsetting effects over the long term, is also considered.¹⁶

The Local Governments argued in their lawsuit that CS/CS/SB 360 contained a number of provisions that constituted an unfunded mandate.¹⁷ Among the alleged mandate provisions was a portion of Section 4 of CS/CS/SB 360 that required local governments with a designated transportation concurrency exception area (TCEA) to adopt into their local comprehensive plan, within two years, land use and transportation strategies to support and fund mobility. It was argued by the Local Governments that amending the comprehensive plan as required by one of the provisions in Section 4 of CS/CS/SB 360 requires local governments "to spend funds or to take an action requiring the expenditure of funds." The Legislature argued that if the Section 4 provision of CS/CS/SB 360 was an unfunded mandate it would not be unconstitutional because it would be "insignificant" under Article VII, section 18(d), based on the legislative definition.¹⁸

The trial court judge rejected the Legislature's argument and granted summary judgment on this provision alone declaring it an unconstitutional mandate; because although the Legislature determined the law fulfilled an important state interest it did not pass CS/CS/SB 360 by a 2/3 vote of the membership of the House and Senate and it did not meet any of the other exceptions for passing a mandate under Article VII, section 18(a).¹⁹

¹³ See *State v. Johnson*, 616 So. 2d 1 (Fla. 1993); *Loxahatchee River Envtl. Control Dist. v. Sch. Bd. of Palm Beach County*, 515 So 2d 217 (Fla. 1987) *State v. Combs*, 388 So. 2d 1029 (Fla. 1980).

¹⁴ Appendix to Answer and Cross-Initial Brief of Local Appellees, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Jan. 3, 2011).

¹⁵ Art. VII, s.18(a), Fla. Const.

¹⁶ See Legislative Leadership Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by Senate President Margolis and House Speaker Wetherell, March 1991); See House Memorandum Addressing the Implementation of Constitutional Language Referring to Mandates (issued by House Speaker Webster, March 1997); See 2009 Intergovernmental Impact Report, pp. 58-77 (March 2010), available at <http://www.floridalcir.gov/UserContent/docs/File/reports/impact09.pdf> (last visited January 19, 2011).

¹⁷ *City of Weston v. Crist*, No. 09-CA-2639 (Fla. 2d Cir. Ct. 2010).

¹⁸ *Id.*

¹⁹ *Id.*

In the current appeal before the First District Court of Appeal, the Legislature is arguing that the trial court judge erred in his decision regarding the unfunded mandate issue.²⁰

Community Renewal Act of 2009 (Affordable Housing Provisions)

In 2009, the Legislature enacted the Community Renewal Act²¹ (Act) of which portions of the law addressed the following provisions related to affordable housing:

The Florida Housing Finance Corporation

The Florida Housing Finance Corporation (FHFC) functions as a public corporation organized to administer the governmental function of financing or refinancing housing and related facilities.²² The FHFC administers several affordable housing programs, including the Florida Affordable Housing Guarantee Program, First Time Homebuyer Program, Down Payment Assistance, Multifamily Mortgage Revenue Bonds, the State Apartment Incentive Loan (SAIL) Program, the State Housing Initiative Partnership (SHIP) Program and demonstration programs.²³

General definitions relating to the Florida Housing Finance Corporation

The Act defined the term “moderate rehabilitation,” to allow funds to be used to preserve units that are less deteriorated than those requiring “substantial rehabilitation.” The definition limits costs to a minimum of \$10,000 but no more than 40 percent of unit value.²⁴

Powers of the Florida Housing Finance Corporation

The Act directed the FHFC to develop and administer rules, in connection with any FHFC competitive program, criteria establishing a preference for developers and general contractors based in Florida and for developers and general contractors, regardless of domicile, who have substantial experience in developing or building affordable housing through the corporation’s programs.²⁵

Private Activity Bonds /State Allocation Pool

The state allocation pool must be used to provide allocations for those portions of a bond that require allocations under the Internal Revenue Code.²⁶ The Act provided that on or before November 15 of each year, the FHFC’s access to the state allocation pool is limited to the amount of its initial allocation. After the initial allocation, the FHFC may not receive more than 80 percent of the amount in the state allocation pool on November 16 of each year, and may not receive more than 80 percent of any additional amounts that become available during the remainder of the calendar year. The limitation does not apply to the distribution of the unused allocation²⁷ of the state volume limitation to the FHFC.²⁸

State Apartment Incentive Loan Program (SAIL)

The SAIL Program annually provides low interest loans on a competitive basis to for-profit, nonprofit, and public entities to provide affordable housing to very-low-income persons. Program funds provide

²⁰ See Initial Brief of Appellants, *Atwater v. City of Weston*, No. 1D10-5094 (Fla. 1st DCA Dec. 20, 2010). The Legislature has also argued in the trial court and on appeal that it is not a properly consenting party to the lawsuit, and instead the Department of Community Affairs, the agency charged with the law’s enforcement, is the proper party against whom the Local Governments’ claims should be brought.

²¹ Section 1, ch. 2009-96, L.O.F.

²² Section 420.504, F.S.

²³ Florida Housing Finance Corporation, *2009 Annual Report*, at 8-13, available at http://www.floridahousing.org/FH-ImageWebDocs/Newsroom/Publications/AnnualReports/2009AnnualReport_FHFC.pdf.

²⁴ Section 21, ch. 2009-96, L.O.F., amending s. 420.503, F.S.

²⁵ Section 22, ch. 2009-96, L.O.F., creating s. 420.507(47), F.S.

²⁶ Section 159.807(1), F.S.

²⁷ Section 159.81(2)(b)-(d), F.S.

²⁸ Section 15, ch. 2009-96, L.O.F., amending s. 159.807(4), F.S.

gap financing to allow developers to obtain the full financing needed to construct multifamily units. Special consideration is given to properties that target specific demographic groups such as the elderly, the homeless, families, and commercial fishing workers and farmworkers.²⁹

The Act included the following criteria to be considered by the FHFC in its scoring and competitive evaluation of applications for funding under the SAIL program:³⁰

- A sponsor's prior experience, including whether the developer and general contractor have substantial experience, as provided in s. 420.507(47), F.S.
- Green building principles, storm-resistant construction, or other elements that reduce long-term costs relating to maintenance, utilities, or insurance.
- The domicile of the developer and general contractor, as provided in s. 420.507(47), F.S.

The Act also expanded the use of SAIL funds to allow moderate rehabilitation and preservation of existing affordable units.

State Housing Initiative Partnership (SHIP) Program

The SHIP Program provides funds to cities and counties as an incentive to create local housing partnerships and to preserve and expand production and preservation of affordable housing. The program is intended to provide flexibility to local governments to determine the use of funds for housing programs while ensuring accountability for the efficient use of public resources.³¹

Definitions

Current law establishes general definitions relating to the FHFC and numerous statutory definitions for the implementation of the SHIP Program by the FHFC. The Act amended definitions pertaining to the SHIP Program as follows:³²

- The FHFC is permitted, by rule, to approve additional income verification methods consistent with verification methods currently utilized in the lending industry.
- The definition of "eligible housing" was modified to include manufactured homes that meet the standards of the Florida Building Code or predecessor building codes or manufactured housing constructed after 1994.
- The definition of "local housing incentive strategies" authorized the affordable housing advisory committee to propose additional incentive strategies for the local housing assistance plan.
- The definition of "recaptured funds" was revised to clarify the difference between recapture and program income. The Act clarified that funds are only designated as recaptured when no eligible unit is assisted with the funds being recaptured.
- The term "assisted housing" was included in the definitions to mean a rental housing development, including rental housing in a mixed-use development that has received or currently receives funding from any federal or state housing program.
- The term "preservation" was defined to mean actions taken to keep rents affordable in existing assisted housing while ensuring that the property remains in good physical and financial condition for an extended period.

²⁹ Section 420.5087, F.S.; Florida Housing Finance Corporation, *A Summary of Florida Housing's Programs*, available at <http://www.floridahousing.org/FH-ImageWebDocs/AboutUS/ProgramSummaries.pdf>.

³⁰ Section 23, ch. 2009-96, L.O.F., amending s. 420.5087(6), F.S.

³¹ Section 420.9072, F.S.

³² Section 26, ch. 2009-96, L.O.F., amending s. 420.9071, F.S.

Local Housing Distributions of SHIP Funds

Current law establishes the criteria and manner of local housing distributions of the SHIP Program funds by the FHFC.³³ The Act authorized local governments to expend a portion of the local housing distribution to provide a one-time relocation grant to persons who meet the income requirements of the SHIP Program and who are subject to eviction from rental property due to the foreclosure of the rental property.³⁴ The FHFC is required to distribute funds on a quarterly basis or more frequently, rather than a monthly basis subject to availability of funds.³⁵

The Act also authorized the FHFC to set aside \$5 million each year in SHIP funds to:³⁶

- Provide additional funding to counties and eligible municipalities where a state of emergency has been declared by the Governor. Funds not used for this purpose will be distributed to the local governments by the end of the year.
- Counties and eligible municipalities to purchase properties subject to a SHIP lien and on which foreclosure proceedings have been initiated. Each local government that receives funds must repay the funds to the FHFC no later than the expenditure deadline for the fiscal year in which the funds were awarded. Funds not used for this purpose will be distributed to the local governments by the end of the year.

The Act clarified that all counties or municipalities receiving SHIP funds must comply with Florida law, program rules, and the local housing assistance plan.³⁷

Local Housing Assistance Plans

Counties and eligible municipalities participating in the SHIP Program are required to develop and implement a local housing assistance plan to make available to persons of very low income, low income, or moderate income and to persons who have special housing needs such as the elderly, the homeless and migrant farmworkers. The plans are intended to increase the availability of affordable residential establishing a local partnership and using private and public funds to reduce the cost of housing.³⁸ The Act:

- Authorized counties or eligible municipalities to include strategies to assist persons and households having annual incomes of no more than 140 percent of the area median income.
- Included persons with disabilities in the list of persons with special housing needs for which local governments must consider when developing local housing assistance plans.
- Required local governments to state in their local housing assistance plans how they plan to encourage or require innovative design, green building principles, storm-resistant construction and other elements that reduce long-term costs relating to maintenance, utilities, or insurance.
- Encouraged local governments to develop a strategy within local housing assistance plans which provides program funds for the preservation of assisted housing.
- Limited the expenditure of SHIP funds on manufactured housing to 20 percent.
- Provided that when preconstruction activities are conducted as part of a preservation strategy show that preservation of the units is not feasible and will not result in the production of an eligible unit, such costs must be deemed a program expense rather than an administrative expense if such program expenses do not exceed 3 percent of the annual local housing distribution.

³³ Section 420.9073, F.S.

³⁴ Section 27, ch. 2009-96, L.O.F., amending s. 420.9072, F.S.

³⁵ Section 28, ch. 2009-96, L.O.F., amending s. 420.9073(1), F.S.

³⁶ Section 28, ch. 2009-96, L.O.F., amending s. 420.9073(5) and (6), F.S.

³⁷ Section 28, ch. 2009-96, L.O.F., amending s. 420.9073(7), F.S.

³⁸ Section 420.9075, F.S.

- Authorized counties and eligible municipalities to award funds as a grant for construction, rehabilitation, or repair as part of disaster recovery or emergency repairs or to remedy access or health and safety deficiencies.
- Included “persons with disabilities” to the list of demographics that must be tracked by participating local governments.
- Required the repayment of SHIP funds if these funds are found to be expended on ineligible activities.³⁹

Further, the Act extended the income restriction exemption requirements for Monroe County. As an area of critical state concern where the Legislature has declared its intent to provide affordable housing, Monroe County, has been exempted from the statutory reservation of SHIP funds specifically for low-income and very-low-income persons, allowing funding to households at or below 120 percent of average median income. This exception is applied retroactively from July 1, 2008 and was extended to July 1, 2013.⁴⁰

Affordable Housing Incentive Strategies

The Act authorized a local government to appoint a “designee,” who is knowledgeable in the local planning process, to its affordable housing advisory committee in place of the Local Planning Agency (LPA) committee member in cases where the elected body acts as the LPA. The Act clarified that the committee’s evaluation and report must be adopted by the committee, must contain a summary, be available for the public to obtain, and the committee’s final report, evaluation, and recommendations must be submitted to FHFC.⁴¹

Excess Funds in the Local Government Housing Trust Fund

Section 420.9078, F.S., established the criteria and methodology for the distribution of funds that remain in the Local Government Housing Trust Fund. The Act repealed this provision to permit the FHFC to set aside \$5 million each year to fund disaster needs based on damage and recovery need.⁴²

Community Land Trusts

Community land trusts are formed in communities in response to increasing land values and the need to provide affordable housing in high cost areas. A community land trust is “a nonprofit entity that is qualified as charitable under s. 501(c)(3) of the Internal Revenue Code and has as one of its purposes the acquisition of land held in perpetuity for the primary purpose of providing affordable homeownership.”⁴³ Under this provision, a community land trust may convey structural improvements, condominium parcels, or cooperative parcels located on specific parcels of land that are identified by a legal description contained in and subject to a ground lease having a term of at least 99 years for the purpose of providing affordable housing to persons or families who meet the extremely-low-income, very-low-income, low-income, or moderate-income limits of s. 420.0004, F.S.⁴⁴ or the income limits for workforce housing defined in s. 420.5095(3), F.S.⁴⁵

³⁹ Section 29, ch. 2009-96, L.O.F., amending s. 420.9075, F.S.

⁴⁰ Section 29, ch. 2009-96, L.O.F., amending s. 420.9075(5)(e)2., F.S.

⁴¹ Section 30, ch. 2009-96, L.O.F., amending s. 420.9076(2), F.S.

⁴² Section 31, ch. 2009-96, L.O.F., repealing s. 420.9078, F.S.

⁴³ Section 16, ch. 2009-96, L.O.F.

⁴⁴ “Extremely-low-income persons” means one or more natural persons or a family whose total annual household income does not exceed 30 percent of the median annual adjusted gross income for households within the state. The Florida Housing Finance Corporation may adjust this amount annually by rule to provide that in lower income counties, extremely low income may exceed 30 percent of area median income and that in higher income counties, extremely low income may be less than 30 percent of area median income. “Low-income persons” means one or more natural persons or a family, the total annual adjusted gross household income of which does not exceed 80 percent of the median annual adjusted gross income for households within the state, or 80 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater. “Moderate-income persons” means one or more natural persons or a family, the total annual adjusted gross household income of which is less than 120 percent of the median annual adjusted gross income for households within the state, or 120 percent of the median annual adjusted gross income for households within the

The Act established the criteria to be used by property appraisers for determining the just valuation⁴⁶ of certain properties held by a community land trust. Property appraisers must assess the property based on the terms of the ground lease that restricts the use of the land to the provision of affordable housing. When the property is recorded in the official public records of the county in which the land is located, the recorded lease or the recorded memorandum must be deemed a land use regulation during the term of the lease.

Classification of Property for Charitable Exemption

The Act expanded the ad valorem tax exemption for affordable housing properties. Specifically, the Act provided that property owned by a charitable organization exempt under s. 501(c)(3) of the Internal Revenue Code is used for a charitable purpose if the organization has taken affirmative steps to prepare the property to provide affordable housing to persons or families that meet the income limits⁴⁷ in s. 420.004, F.S. Affirmative steps are environmental or land use permitting activities, creation of architectural plans or schematic drawings, land clearing or site preparation, construction or renovation activities, or other similar activities that demonstrate a commitment to providing affordable housing.⁴⁸

If the property is transferred for a purpose other than providing affordable housing or if the property is not in actual use to provide affordable housing within five years after the date the organization is granted the exemption, the total amount of taxes and interest for the period such exemption was effective becomes due and payable. The five year limitation period may be extended if the owner can demonstrate that affirmative steps are being taken to develop the property.⁴⁹

Affordable Housing Property Exemption

The Act extended the affordable housing property ad valorem tax exemption to include property that is held for the purpose of providing affordable housing to persons and families meeting the income restrictions in ss. 159.603(7) and 420.0004, F.S. The property must be owned entirely by a nonprofit entity that is a corporation not for profit, or a Florida-based limited partnership whose sole general partner is a corporation not for profit. The corporation not for profit must qualify as charitable under s. 501(c)(3) of the Internal Revenue Code and in compliance with Rev. Proc. 96-32, 1996-1 C.B. 17. Any property owned by a limited partnership which is disregarded as an entity for federal income tax purposes will be treated as if owned by its sole general partner.⁵⁰

Discretionary Sales Surtaxes/Local Government Infrastructure Surtax

Current law authorizes the eight different types of discretionary sales surtaxes (also known as local option sales surtaxes).⁵¹ The Act amended provisions related to the local government infrastructure surtax to redefine the term "infrastructure" to also mean any land acquisition expenditure for a residential housing project in which at least 30 percent of the units are affordable to individuals or families whose total annual household income does not exceed 120 percent of the area median income adjusted for household size, if the land is owned by a local government or by a special district that enters into an agreement with the local government to provide such housing. The local government or

metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater. "Very-low-income persons" means one or more natural persons or a family, not including students, the total annual adjusted gross household income of which does not exceed 50 percent of the median annual adjusted gross income for households within the state, or 50 percent of the median annual adjusted gross income for households within the metropolitan statistical area (MSA) or, if not within an MSA, within the county in which the person or family resides, whichever is greater. Section 420.0004 (8), (10), (11), and (15), F.S.

⁴⁵ Section 16, ch. 2009-96, L.O.F., creating s. 193.018, F.S. "Workforce housing" means housing affordable to a person or family whose total annual income does exceed 140 percent of the area median income, adjusted for household size; or 150 percent of the area median income, adjusted for household size, in areas that were designated as areas of critical state concern. Section 420.5095(3), F.S.

⁴⁶ Factors for property appraisers to consider when determining the just valuation of property is provided under s. 193.011, F.S.

⁴⁷ See *supra* note 4.

⁴⁸ Section 17, ch. 2009-96, L.O.F., amending s. 196.196, F.S.

⁴⁹ *Id.*

⁵⁰ Section 18, ch. 2009-96, L.O.F., amending s. 196.1978, F.S.

⁵¹ Section 212.055, F.S.

special district may enter into a ground lease with an entity for the construction of the residential housing project on land acquired from the proceeds of the local government surtax.⁵²

Land Development Regulations

The Act required land development regulations to maintain the existing density of residential properties or recreational vehicle parks if the properties are intended for residential use and are located in the unincorporated areas with sufficient infrastructure and not located in within a coastal high-hazard area under s. 163.3178, F.S.⁵³

State Office on Homelessness

The State Office on Homelessness, with the concurrence of the Council on Homelessness, is authorized to administer moneys appropriated to it to provide homeless housing assistance grants. The Act expanded the eligible uses of the moneys appropriated for this purpose to include the acquisition of transitional or permanent housing units⁵⁴ for homeless persons.⁵⁵

Affordable Housing for Children and Young Adults Leaving Foster Care

The Act directed the FHFC, agencies receiving funding under the SHIP, local housing finance agencies, and public housing authorities to coordinate with the Department of Children and Families, their agents and community-based care providers to develop and implement strategies and procedures designed to make affordable housing available to young adults who leave the child welfare system.⁵⁶

Supplemental Powers and Duties of District School Board/Affordable Housing

The Act expanded the purposes for which a district school board may provide affordable housing by allowing school boards in areas deemed by the legislature to be areas of critical state concern⁵⁷ to utilize surplus land for affordable housing for teachers and other essential services personnel, such as fire, police and health care workers as defined by local affordable housing plans.⁵⁸

Effect of the Bill

Since its passage, ch. 2009-96, Laws of Florida, has been subject to constitutional scrutiny. A lawsuit filed in 2009 by a group of Local Governments alleged that ch. 2009-96 violated the single subject requirement and contained unfunded mandates. The trial court judge in August of 2010 issued summary judgment finding that the issue of a single-subject violation was now moot since the Legislature had passed the adoption act during the 2010 Regular Session thus curing any single subject defect, and in addition, finding that ch. 2009-96 contained at least one unfunded mandate in violation of Article VII, section 18(a) of the Florida Constitution. Both parts of the trial court judge's decision are currently at issue on appeal.

This bill does not change current law reflected in the 2010 Florida Statutes, but simply reenacts the portions of the existing law most closely relating to affordable housing that were amended by CS/CS/SB 360, in an effort to remove uncertainty and address alleged constitutional defects. House Bill 93 and PCB CMAS 11-02 reenact parts of CS/CS/SB 360 that were alleged in the lawsuit to be

⁵² Section 19, ch. 2009-96, L.O.F., amending s. 212.055(2), F.S.

⁵³ Section 20, ch. 2009-96, L.O.F., amending s. 163.3202, F.S.

⁵⁴ Florida law does not define the term "housing units." However, for purposes of the Homeless Housing Assistance Grant, the Department of Children and Families defines the term "unit" as a bedroom." "A one-bedroom dwelling shall counts as one unit. Likewise, a two-bedroom dwelling shall count as two units; a three-bedroom dwelling is three units, and so forth. Efficiency dwellings shall be counted as one unit. Single room occupancy dwellings shall be counted based on the number of rooms with each room counted as a unit, regardless of number of persons housed in the room, or number of beds." Florida Department of Children and Families, Office on Homelessness, *Homeless Housing Assistance Grant Application Instructions- FY 2010-2011*, at 4 (Aug. 17, 2010), available at <http://www.dcf.state.fl.us/programs/homelessness/docs/2010HomelessHousingApplication.pdf>.

⁵⁵ Section 24, ch. 2009-96, L.O.F., amending s. 420.622(5), F.S.

⁵⁶ Section 25, ch. 2009-96, L.O.F., creating s. 420.628, F.S.

⁵⁷ Section 380.05, F.S.

⁵⁸ Section 33, ch. 2009-96, L.O.F., amending s. 1001.43(12), F.S.

outside the purview of growth management, while PCB CMAS 11-01 reenacts the portions of CS/CS/SB 360 most closely relating to comprehensive planning and land use. By reenacting CS/CS/SB 360 into three separate bills, the Legislature hopes to remove any question of a single subject violation. The mandate issue would also be completely removed if the three bills pass by a 2/3 vote of the membership of the House and Senate.

B. SECTION DIRECTORY:

Section 1: Reenacts s. 159.807(4), F.S., to clarify the non-taxable revenue bond allocation process.

Section 2: Reenacts s. 193.018, F.S., to establish provisions that address assessment of property used for affordable housing which located on Community Land Trusts.

Section 3: Reenacts s. 196.196(5), F.S., to describe activities that are considered use of property for a charitable purpose.

Section 4: Reenacts s. 196.1978, F.S., to amend the ad valorem tax exemption for property used for affordable housing.

Section 5: Reenacts s. 212.055(2)(d), F.S., to expand the uses of the local government infrastructure tax.

Section 6: Reenacts s. 163.3202(2), F.S., to maintain the existing density of residential properties or recreational vehicle parks if the properties are intended for residential use and are located in the unincorporated areas.

Section 7: Reenacts s. 420.503(25), F.S., to define "moderate rehabilitation."

Section 8: Reenacts s. 420.507(47), F.S., created to authorize the FHFC to develop criteria for establishing a preference for developers and general contractors domiciled in Florida.

Section 9: Reenacts s. 420.5087(6), F.S., to include projects that include green-building principles, storm-resistant construction, or other elements that reduce long-term costs to scoring criteria for distribution of SAIL funds and to permit SAIL funds for moderate rehabilitation and preservation of existing affordable units.

Section 10: Reenacts s. 420.622(5), F.S., to expand the eligible uses of the homeless housing assistance grants to include the purchase of existing properties.

Section 11: Reenacts s. 420.628, F.S., to address affordable housing for children and young adults leaving foster care.

Section 12: Reenacts s. 420.9071(4), (8), (16), and (25), (29), and (30), F.S., related to the State Housing Initiative Partnership Act, to define the following terms: "annual gross income," "eligible housing," local housing inventive strategies," "recaptured funds," "assisted housing," and "preservation."

Section 13: Reenacts s. 420.9072(6) and (7), F.S., to conform cross-reference and allow local governments to expend a portion of the local housing distribution to provide a one-time relocation grant.

Section 14: Reenacts s. 420.9073 (1), (2), (5), (6), and (7), F.S., to revise the criteria and manner of local housing distributions of the State Housing Initiatives Partnership Act by the FHFC.

Section 15: Reenacts s. 420.9075(1), (3), (5), (8), (10), (13), and (14), F.S., relating to local housing assistance plans.

Section 16: Reenacts s. 420.9076, F.S., relating to the adoption of affordable housing incentive strategies.

Section 17: Reenacts the repeal of s. 420.9078, F.S., which directed the state's administration of remaining local housing distribution funds in the Local Government Housing Assistance Trust Fund.

Section 18: Reenacts s. 420.9079, F.S., relating to conforming references.

Section 19: Reenacts s. 1001.43(12), F.S., to expand the purposes for which a district school board may provide affordable housing by allowing school boards in areas deemed by the legislature to be areas of critical state concern to use surplus land for housing for teachers and other essential services personnel.

Section 20: Provides an effective date of upon becoming a law, and those portions of this act which are amended, created, or repealed by chapter 2009-96, Laws of Florida, shall operate retroactively to June 1, 2009. If such retroactive application is held by a court of last resort to be unconstitutional, the bill states that this act should then apply prospectively from the date that this act becomes 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:

Because this PCB simply re-enacts existing law, there is no fiscal impact. See fiscal comments below.

2. Expenditures:

None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

This bill reaffirms current law created in ch. 2009-96, Laws of Florida, and thus has no additional fiscal impact. However, on March 20, 2009, the Revenue Estimating Conference adopted the following fiscal impacts for the tax provisions of CS/CS/HB 161 (2009 Session) that were ultimately included in CS/CS/SB 360:

- For provisions of the bill relating to ad valorem tax exemptions for exempt charitable organizations taking affirmative steps to provide affordable housing, the conference adopted an estimated negative impact to local governments of \$200,000 each year over the next five years.
- For provisions of the bill relating to charitable non-profits, the conference adopted an estimated negative impact to local governments of \$400,000 each year over the next five years.
- No fiscal impacts were adopted on the remaining provisions of the bill.

In addition, the bill contained provisions from CS/HB 267 (2009 Session) regarding community land trusts. The fiscal analysis from that bill indicated the following: On March 14, 2009, the Revenue

Estimating Conference determined that the provisions of the bill will have a negative indeterminate impact on local governments.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

This bill only serves to reenact existing law, and thus no new fiscal impacts are incurred by local governments. In 2009, the mandates provision appeared to apply to the housing provisions because the bill reduced the authority that municipalities or counties have to raise revenue. The Revenue Estimating Conference determined that the bill would have a negative indeterminate fiscal impact on local governments. However, staff estimated that the impact on municipalities and counties would not exceed \$1.9 million statewide, therefore, the 2009 bill appeared to be exempt from the mandates provision because it had an insignificant fiscal impact.

2. Other:

This bill reenacts portions of existing law most closely related to affordable housing amended by ch. 2009-96, Laws of Florida. Therefore, the bill does not appear to raise any single subject concerns.

See discussion on single subject under the "Current Situation" portion of the analysis.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

The provisions of this bill were originally considered in 2009 in CS/CS/HB 161. That bill passed the House of Representatives on a vote of 114 – 0.

IV. AMENDMENTS/ COMMITTEE SUBSTITUTE CHANGES

N/A

1 A bill to be entitled
2 An act relating to affordable housing; reenacting s.
3 159.807(4), F.S., relating to the state allocation pool
4 used to confirm private activity bonds; reenacting s.
5 193.018, F.S., relating to lands that are owned by a
6 community land trust and used to provide affordable
7 housing; reenacting s. 196.196(5), F.S., relating to a tax
8 exemption provided to organizations that provide low-
9 income housing; reenacting s. 196.1978, F.S., relating to
10 a property exemption for affordable housing owned by a
11 nonprofit entity; reenacting s. 212.055(2)(d), F.S.,
12 relating to the use of a local government infrastructure
13 surtax; reenacting s. 163.3202(2), F.S., relating to
14 requirements for local land development regulations;
15 reenacting s. 420.503(25), F.S., relating to a definition
16 under the Florida Housing Finance Corporation Act;
17 reenacting s. 420.507(47), F.S., relating to powers of the
18 corporation to select developers and general contractors;
19 reenacting s. 420.5087(6)(c) and (1), F.S., relating to
20 the State Apartment Incentive Loan Program; reenacting s.
21 420.622(5), F.S., relating to the State Office on
22 Homelessness; reenacting s. 420.628, F.S., relating to
23 affordable housing for children and young adults leaving
24 foster care; reenacting s. 420.9071(4), (8), (16), (25),
25 (29), and (30), F.S., relating to definitions under the
26 State Housing Initiatives Partnership Act; reenacting s.
27 420.9072(6) and (7), F.S., relating to the distribution of
28 funds under the State Housing Initiatives Partnership

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29 Program; reenacting s. 420.9073(1), (2), (5), (6), and
 30 (7), F.S., relating to distributions of local housing
 31 funds; reenacting s. 420.9075(1), (3), (5), (8), (10)(a)
 32 and (h), (13)(b), and (14), F.S., relating to local
 33 housing assistance plans; reenacting s. 420.9076(2)(h),
 34 (5), (6), and (7)(a), F.S., relating to the adoption of
 35 affordable housing incentive strategies by the governing
 36 board of a county or municipality; repealing s. 420.9078,
 37 F.S., relating to the state administration of funds
 38 remaining in the Local Government Housing Trust Fund;
 39 reenacting s. 420.9079, F.S., relating to the Local
 40 Government Housing Trust Fund; reenacting s. 1001.43(12),
 41 F.S., relating to the use by school districts of certain
 42 lands for affordable housing; providing for retroactive
 43 operation of the act with respect to provisions of law
 44 amended, created, or repealed by chapter 2009-96, Laws of
 45 Florida; providing for an exception under specified
 46 circumstances; providing an effective date.

47
 48 WHEREAS, the Florida Legislature enacted Senate Bill 360 in
 49 2009 for important public policy purposes, and

50 WHEREAS, litigation has called into question the
 51 constitutional validity of this important piece of legislation,
 52 and

53 WHEREAS, the Legislature wishes to protect those who relied
 54 on the changes made by Senate Bill 360 and to preserve the
 55 Florida Statutes intact and cure any alleged constitutional
 56 violation, NOW, THEREFORE,

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Be It Enacted by the Legislature of the State of Florida:

Section 1. Subsection (4) of section 159.807, Florida Statutes, is reenacted to read:

159.807 State allocation pool.—

(4) (a) The state allocation pool shall also be used to provide written confirmations for private activity bonds that are to be issued by state agencies, which bonds, notwithstanding any other provisions of this part, shall receive priority in the use of the pool available at the time the notice of intent to issue such bonds is filed with the division.

(b) Notwithstanding the provisions of paragraph (a), on or before November 15 of each year, the Florida Housing Finance Corporation's access to the state allocation pool is limited to the amount of the corporation's initial allocation under s. 159.804. Thereafter, the corporation may not receive more than 80 percent of the amount in the state allocation pool on November 16 of each year, and may not receive more than 80 percent of any additional amounts that become available during each year. The limitations of this paragraph do not apply to the distribution of the unused allocation of the state volume limitation to the Florida Housing Finance Corporation under s. 159.81(2) (b), (c), and (d).

Section 2. Section 193.018, Florida Statutes, is reenacted to read:

193.018 Land owned by a community land trust used to provide affordable housing; assessment; structural improvements,

85 condominium parcels, and cooperative parcels.—

86 (1) As used in this section, the term "community land
87 trust" means a nonprofit entity that is qualified as charitable
88 under s. 501(c)(3) of the Internal Revenue Code and has as one
89 of its purposes the acquisition of land to be held in perpetuity
90 for the primary purpose of providing affordable homeownership.

91 (2) A community land trust may convey structural
92 improvements, condominium parcels, or cooperative parcels, that
93 are located on specific parcels of land that are identified by a
94 legal description contained in and subject to a ground lease
95 having a term of at least 99 years, for the purpose of providing
96 affordable housing to natural persons or families who meet the
97 extremely-low-income, very-low-income, low-income, or moderate-
98 income limits specified in s. 420.0004, or the income limits for
99 workforce housing, as defined in s. 420.5095(3). A community
100 land trust shall retain a preemptive option to purchase any
101 structural improvements, condominium parcels, or cooperative
102 parcels on the land at a price determined by a formula specified
103 in the ground lease which is designed to ensure that the
104 structural improvements, condominium parcels, or cooperative
105 parcels remain affordable.

106 (3) In arriving at just valuation under s. 193.011, a
107 structural improvement, condominium parcel, or cooperative
108 parcel providing affordable housing on land owned by a community
109 land trust, and the land owned by a community land trust that is
110 subject to a 99-year or longer ground lease, shall be assessed
111 using the following criteria:

112 (a) The amount a willing purchaser would pay a willing

113 seller for the land is limited to an amount commensurate with
 114 the terms of the ground lease that restricts the use of the land
 115 to the provision of affordable housing in perpetuity.

116 (b) The amount a willing purchaser would pay a willing
 117 seller for resale-restricted improvements, condominium parcels,
 118 or cooperative parcels is limited to the amount determined by
 119 the formula in the ground lease.

120 (c) If the ground lease and all amendments and supplements
 121 thereto, or a memorandum documenting how such lease and
 122 amendments or supplements restrict the price at which the
 123 improvements, condominium parcels, or cooperative parcels may be
 124 sold, is recorded in the official public records of the county
 125 in which the leased land is located, the recorded lease and any
 126 amendments and supplements, or the recorded memorandum, shall be
 127 deemed a land use regulation during the term of the lease as
 128 amended or supplemented.

129 Section 3. Subsection (5) of section 196.196, Florida
 130 Statutes, is reenacted to read:

131 196.196 Determining whether property is entitled to
 132 charitable, religious, scientific, or literary exemption.-

133 (5) (a) Property owned by an exempt organization qualified
 134 as charitable under s. 501(c) (3) of the Internal Revenue Code is
 135 used for a charitable purpose if the organization has taken
 136 affirmative steps to prepare the property to provide affordable
 137 housing to persons or families that meet the extremely-low-
 138 income, very-low-income, low-income, or moderate-income limits,
 139 as specified in s. 420.0004. The term "affirmative steps" means
 140 environmental or land use permitting activities, creation of

141 architectural plans or schematic drawings, land clearing or site
 142 preparation, construction or renovation activities, or other
 143 similar activities that demonstrate a commitment of the property
 144 to providing affordable housing.

145 (b)1. If property owned by an organization granted an
 146 exemption under this subsection is transferred for a purpose
 147 other than directly providing affordable homeownership or rental
 148 housing to persons or families who meet the extremely-low-
 149 income, very-low-income, low-income, or moderate-income limits,
 150 as specified in s. 420.0004, or is not in actual use to provide
 151 such affordable housing within 5 years after the date the
 152 organization is granted the exemption, the property appraiser
 153 making such determination shall serve upon the organization that
 154 illegally or improperly received the exemption a notice of
 155 intent to record in the public records of the county a notice of
 156 tax lien against any property owned by that organization in the
 157 county, and such property shall be identified in the notice of
 158 tax lien. The organization owning such property is subject to
 159 the taxes otherwise due and owing as a result of the failure to
 160 use the property to provide affordable housing plus 15 percent
 161 interest per annum and a penalty of 50 percent of the taxes
 162 owed.

163 2. Such lien, when filed, attaches to any property
 164 identified in the notice of tax lien owned by the organization
 165 that illegally or improperly received the exemption. If such
 166 organization no longer owns property in the county but owns
 167 property in any other county in the state, the property
 168 appraiser shall record in each such other county a notice of tax

169 | lien identifying the property owned by such organization in such
 170 | county which shall become a lien against the identified
 171 | property. Before any such lien may be filed, the organization so
 172 | notified must be given 30 days to pay the taxes, penalties, and
 173 | interest.

174 | 3. If an exemption is improperly granted as a result of a
 175 | clerical mistake or an omission by the property appraiser, the
 176 | organization improperly receiving the exemption shall not be
 177 | assessed a penalty or interest.

178 | 4. The 5-year limitation specified in this subsection may
 179 | be extended if the holder of the exemption continues to take
 180 | affirmative steps to develop the property for the purposes
 181 | specified in this subsection.

182 | Section 4. Section 196.1978, Florida Statutes, is
 183 | reenacted to read:

184 | 196.1978 Affordable housing property exemption.—Property
 185 | used to provide affordable housing serving eligible persons as
 186 | defined by s. 159.603(7) and natural persons or families meeting
 187 | the extremely-low-income, very-low-income, low-income, or
 188 | moderate-income limits specified in s. 420.0004, which property
 189 | is owned entirely by a nonprofit entity that is a corporation
 190 | not for profit, qualified as charitable under s. 501(c)(3) of
 191 | the Internal Revenue Code and in compliance with Rev. Proc. 96-
 192 | 32, 1996-1 C.B. 717, or a Florida-based limited partnership, the
 193 | sole general partner of which is a corporation not for profit
 194 | which is qualified as charitable under s. 501(c)(3) of the
 195 | Internal Revenue Code and which complies with Rev. Proc. 96-32,
 196 | 1996-1 C.B. 717, shall be considered property owned by an exempt

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197 | entity and used for a charitable purpose, and those portions of
 198 | the affordable housing property which provide housing to natural
 199 | persons or families classified as extremely low income, very low
 200 | income, low income, or moderate income under s. 420.0004 shall
 201 | be exempt from ad valorem taxation to the extent authorized in
 202 | s. 196.196. All property identified in this section shall comply
 203 | with the criteria for determination of exempt status to be
 204 | applied by property appraisers on an annual basis as defined in
 205 | s. 196.195. The Legislature intends that any property owned by a
 206 | limited liability company or limited partnership which is
 207 | disregarded as an entity for federal income tax purposes
 208 | pursuant to Treasury Regulation 301.7701-3(b)(1)(ii) shall be
 209 | treated as owned by its sole member or sole general partner.

210 | Section 5. Paragraph (d) of subsection (2) of section
 211 | 212.055, Florida Statutes, is reenacted to read:

212 | 212.055 Discretionary sales surtaxes; legislative intent;
 213 | authorization and use of proceeds.—It is the legislative intent
 214 | that any authorization for imposition of a discretionary sales
 215 | surtax shall be published in the Florida Statutes as a
 216 | subsection of this section, irrespective of the duration of the
 217 | levy. Each enactment shall specify the types of counties
 218 | authorized to levy; the rate or rates which may be imposed; the
 219 | maximum length of time the surtax may be imposed, if any; the
 220 | procedure which must be followed to secure voter approval, if
 221 | required; the purpose for which the proceeds may be expended;
 222 | and such other requirements as the Legislature may provide.
 223 | Taxable transactions and administrative procedures shall be as
 224 | provided in s. 212.054.

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225 (2) LOCAL GOVERNMENT INFRASTRUCTURE SURTAX.—
 226 (d) The proceeds of the surtax authorized by this
 227 subsection and any accrued interest shall be expended by the
 228 school district, within the county and municipalities within the
 229 county, or, in the case of a negotiated joint county agreement,
 230 within another county, to finance, plan, and construct
 231 infrastructure; to acquire land for public recreation,
 232 conservation, or protection of natural resources; or to finance
 233 the closure of county-owned or municipally owned solid waste
 234 landfills that have been closed or are required to be closed by
 235 order of the Department of Environmental Protection. Any use of
 236 the proceeds or interest for purposes of landfill closure before
 237 July 1, 1993, is ratified. The proceeds and any interest may not
 238 be used for the operational expenses of infrastructure, except
 239 that a county that has a population of fewer than 75,000 and
 240 that is required to close a landfill may use the proceeds or
 241 interest for long-term maintenance costs associated with
 242 landfill closure. Counties, as defined in s. 125.011, and
 243 charter counties may, in addition, use the proceeds or interest
 244 to retire or service indebtedness incurred for bonds issued
 245 before July 1, 1987, for infrastructure purposes, and for bonds
 246 subsequently issued to refund such bonds. Any use of the
 247 proceeds or interest for purposes of retiring or servicing
 248 indebtedness incurred for refunding bonds before July 1, 1999,
 249 is ratified.

- 250 1. For the purposes of this paragraph, the term
 251 "infrastructure" means:
 252 a. Any fixed capital expenditure or fixed capital outlay

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253 associated with the construction, reconstruction, or improvement
 254 of public facilities that have a life expectancy of 5 or more
 255 years and any related land acquisition, land improvement,
 256 design, and engineering costs.

257 b. A fire department vehicle, an emergency medical service
 258 vehicle, a sheriff's office vehicle, a police department
 259 vehicle, or any other vehicle, and the equipment necessary to
 260 outfit the vehicle for its official use or equipment that has a
 261 life expectancy of at least 5 years.

262 c. Any expenditure for the construction, lease, or
 263 maintenance of, or provision of utilities or security for,
 264 facilities, as defined in s. 29.008.

265 d. Any fixed capital expenditure or fixed capital outlay
 266 associated with the improvement of private facilities that have
 267 a life expectancy of 5 or more years and that the owner agrees
 268 to make available for use on a temporary basis as needed by a
 269 local government as a public emergency shelter or a staging area
 270 for emergency response equipment during an emergency officially
 271 declared by the state or by the local government under s.
 272 252.38. Such improvements are limited to those necessary to
 273 comply with current standards for public emergency evacuation
 274 shelters. The owner must enter into a written contract with the
 275 local government providing the improvement funding to make the
 276 private facility available to the public for purposes of
 277 emergency shelter at no cost to the local government for a
 278 minimum of 10 years after completion of the improvement, with
 279 the provision that the obligation will transfer to any
 280 subsequent owner until the end of the minimum period.

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281 e. Any land acquisition expenditure for a residential
 282 housing project in which at least 30 percent of the units are
 283 affordable to individuals or families whose total annual
 284 household income does not exceed 120 percent of the area median
 285 income adjusted for household size, if the land is owned by a
 286 local government or by a special district that enters into a
 287 written agreement with the local government to provide such
 288 housing. The local government or special district may enter into
 289 a ground lease with a public or private person or entity for
 290 nominal or other consideration for the construction of the
 291 residential housing project on land acquired pursuant to this
 292 sub-subparagraph.

293 2. Notwithstanding any other provision of this subsection,
 294 a local government infrastructure surtax imposed or extended
 295 after July 1, 1998, may allocate up to 15 percent of the surtax
 296 proceeds for deposit in a trust fund within the county's
 297 accounts created for the purpose of funding economic development
 298 projects having a general public purpose of improving local
 299 economies, including the funding of operational costs and
 300 incentives related to economic development. The ballot statement
 301 must indicate the intention to make an allocation under the
 302 authority of this subparagraph.

303 Section 6. Subsection (2) of section 163.3202, Florida
 304 Statutes, is reenacted to read:

305 163.3202 Land development regulations.—

306 (2) Local land development regulations shall contain
 307 specific and detailed provisions necessary or desirable to
 308 implement the adopted comprehensive plan and shall at a minimum:

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- 309 (a) Regulate the subdivision of land.
- 310 (b) Regulate the use of land and water for those land use
- 311 categories included in the land use element and ensure the
- 312 compatibility of adjacent uses and provide for open space.
- 313 (c) Provide for protection of potable water wellfields.
- 314 (d) Regulate areas subject to seasonal and periodic
- 315 flooding and provide for drainage and stormwater management.
- 316 (e) Ensure the protection of environmentally sensitive
- 317 lands designated in the comprehensive plan.
- 318 (f) Regulate signage.
- 319 (g) Provide that public facilities and services meet or
- 320 exceed the standards established in the capital improvements
- 321 element required by s. 163.3177 and are available when needed
- 322 for the development, or that development orders and permits are
- 323 conditioned on the availability of these public facilities and
- 324 services necessary to serve the proposed development. A local
- 325 government may not issue a development order or permit that
- 326 results in a reduction in the level of services for the affected
- 327 public facilities below the level of services provided in the
- 328 local government's comprehensive plan.
- 329 (h) Ensure safe and convenient onsite traffic flow,
- 330 considering needed vehicle parking.
- 331 (i) Maintain the existing density of residential
- 332 properties or recreational vehicle parks if the properties are
- 333 intended for residential use and are located in the
- 334 unincorporated areas that have sufficient infrastructure, as
- 335 determined by a local governing authority, and are not located
- 336 within a coastal high-hazard area under s. 163.3178.

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337 Section 7. Subsection (25) of section 420.503, Florida
 338 Statutes, is reenacted to read:

339 420.503 Definitions.—As used in this part, the term:
 340 (25) "Moderate rehabilitation" means repair or restoration
 341 of a dwelling unit when the value of such repair or restoration
 342 is 40 percent or less of the value of the dwelling unit but not
 343 less than \$10,000.

344 Section 8. Subsection (47) of section 420.507, Florida
 345 Statutes, is reenacted to read:

346 420.507 Powers of the corporation.—The corporation shall
 347 have all the powers necessary or convenient to carry out and
 348 effectuate the purposes and provisions of this part, including
 349 the following powers which are in addition to all other powers
 350 granted by other provisions of this part:

351 (47) To provide by rule in connection with any corporation
 352 competitive program, criteria establishing a preference for
 353 developers and general contractors domiciled in this state and
 354 for developers and general contractors, regardless of domicile,
 355 who have substantial experience in developing or building
 356 affordable housing through the corporation's programs.

357 (a) In evaluating whether a developer or general
 358 contractor is domiciled in this state, the corporation shall
 359 consider whether the developer's or general contractor's
 360 principal office is located in this state and whether a majority
 361 of the developer's or general contractor's principals and
 362 financial beneficiaries reside in Florida.

363 (b) In evaluating whether a developer or general
 364 contractor has substantial experience, the corporation shall

365 consider whether the developer or general contractor has
 366 completed at least five developments using funds either provided
 367 by or administered by the corporation.

368 Section 9. Paragraphs (c) and (1) of subsection (6) of
 369 section 420.5087, Florida Statutes, are reenacted to read:

370 420.5087 State Apartment Incentive Loan Program.—There is
 371 hereby created the State Apartment Incentive Loan Program for
 372 the purpose of providing first, second, or other subordinated
 373 mortgage loans or loan guarantees to sponsors, including for-
 374 profit, nonprofit, and public entities, to provide housing
 375 affordable to very-low-income persons.

376 (6) On all state apartment incentive loans, except loans
 377 made to housing communities for the elderly to provide for
 378 lifesafety, building preservation, health, sanitation, or
 379 security-related repairs or improvements, the following
 380 provisions shall apply:

381 (c) The corporation shall provide by rule for the
 382 establishment of a review committee composed of the department
 383 and corporation staff and shall establish by rule a scoring
 384 system for evaluation and competitive ranking of applications
 385 submitted in this program, including, but not limited to, the
 386 following criteria:

387 1. Tenant income and demographic targeting objectives of
 388 the corporation.

389 2. Targeting objectives of the corporation which will
 390 ensure an equitable distribution of loans between rural and
 391 urban areas.

392 3. Sponsor's agreement to reserve the units for persons or

393 families who have incomes below 50 percent of the state or local
 394 median income, whichever is higher, for a time period to exceed
 395 the minimum required by federal law or the provisions of this
 396 part.

397 4. Sponsor's agreement to reserve more than:

398 a. Twenty percent of the units in the project for persons
 399 or families who have incomes that do not exceed 50 percent of
 400 the state or local median income, whichever is higher; or

401 b. Forty percent of the units in the project for persons
 402 or families who have incomes that do not exceed 60 percent of
 403 the state or local median income, whichever is higher, without
 404 requiring a greater amount of the loans as provided in this
 405 section.

406 5. Provision for tenant counseling.

407 6. Sponsor's agreement to accept rental assistance
 408 certificates or vouchers as payment for rent.

409 7. Projects requiring the least amount of a state
 410 apartment incentive loan compared to overall project cost except
 411 that the share of the loan attributable to units serving
 412 extremely-low-income persons shall be excluded from this
 413 requirement.

414 8. Local government contributions and local government
 415 comprehensive planning and activities that promote affordable
 416 housing.

417 9. Project feasibility.

418 10. Economic viability of the project.

419 11. Commitment of first mortgage financing.

420 12. Sponsor's prior experience, including whether the

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421 developer and general contractor have substantial experience, as
 422 provided in s. 420.507(47).

423 13. Sponsor's ability to proceed with construction.

424 14. Projects that directly implement or assist welfare-to-
 425 work transitioning.

426 15. Projects that reserve units for extremely-low-income
 427 persons.

428 16. Projects that include green building principles,
 429 storm-resistant construction, or other elements that reduce
 430 long-term costs relating to maintenance, utilities, or
 431 insurance.

432 17. Domicile of the developer and general contractor, as
 433 provided in s. 420.507(47).

434 (1) The proceeds of all loans shall be used for new
 435 construction, moderate rehabilitation, or substantial
 436 rehabilitation which creates or preserves affordable, safe, and
 437 sanitary housing units.

438 Section 10. Subsection (5) of section 420.622, Florida
 439 Statutes, is reenacted to read:

440 420.622 State Office on Homelessness; Council on
 441 Homelessness.—

442 (5) The State Office on Homelessness, with the concurrence
 443 of the Council on Homelessness, may administer moneys
 444 appropriated to it to provide homeless housing assistance grants
 445 annually to lead agencies for local homeless assistance
 446 continuum of care, as recognized by the State Office on
 447 Homelessness, to acquire, construct, or rehabilitate
 448 transitional or permanent housing units for homeless persons.

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449 These moneys shall consist of any sums that the state may
 450 appropriate, as well as money received from donations, gifts,
 451 bequests, or otherwise from any public or private source, which
 452 are intended to acquire, construct, or rehabilitate transitional
 453 or permanent housing units for homeless persons.

454 (a) Grant applicants shall be ranked competitively.
 455 Preference must be given to applicants who leverage additional
 456 private funds and public funds, particularly federal funds
 457 designated for the acquisition, construction, or rehabilitation
 458 of transitional or permanent housing for homeless persons; who
 459 acquire, build, or rehabilitate the greatest number of units;
 460 and who acquire, build, or rehabilitate in catchment areas
 461 having the greatest need for housing for the homeless relative
 462 to the population of the catchment area.

463 (b) Funding for any particular project may not exceed
 464 \$750,000.

465 (c) Projects must reserve, for a minimum of 10 years, the
 466 number of units acquired, constructed, or rehabilitated through
 467 homeless housing assistance grant funding to serve persons who
 468 are homeless at the time they assume tenancy.

469 (d) No more than two grants may be awarded annually in any
 470 given local homeless assistance continuum of care catchment
 471 area.

472 (e) A project may not be funded which is not included in
 473 the local homeless assistance continuum of care plan, as
 474 recognized by the State Office on Homelessness, for the
 475 catchment area in which the project is located.

476 (f) The maximum percentage of funds that the State Office

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477 on Homelessness and each applicant may spend on administrative
478 costs is 5 percent.

479 Section 11. Section 420.628, Florida Statutes, is
480 reenacted to read:

481 420.628 Affordable housing for children and young adults
482 leaving foster care; legislative findings and intent.—

483 (1)(a) The Legislature finds that there are many young
484 adults who, through no fault of their own, live in foster
485 families, group homes, and institutions, and face numerous
486 barriers to a successful transition to adulthood. Young adults
487 who are leaving the child welfare system may enter adulthood
488 lacking the knowledge, skills, attitudes, habits, and
489 relationships that will enable them to become productive members
490 of society.

491 (b) The Legislature further finds that the main barriers
492 to safe and affordable housing for such young adults are cost,
493 lack of availability, the unwillingness of landlords to rent to
494 such youth due to perceived regulatory barriers, and a lack of
495 knowledge about how to be a good tenant. These barriers cause
496 young adults to be at risk of becoming homeless.

497 (c) The Legislature also finds that young adults who leave
498 the child welfare system are disproportionately represented in
499 the homeless population. Without the stability of safe and
500 affordable housing, all other services, training, and
501 opportunities provided to such young adults may not be
502 effective. Making affordable housing available will decrease the
503 chance of homelessness and may increase the ability of such
504 young adults to live independently.

505 (d) The Legislature intends that the Florida Housing
 506 Finance Corporation, agencies within the State Housing
 507 Initiative Partnership Program, local housing finance agencies,
 508 public housing authorities, and their agents, and other
 509 providers of affordable housing coordinate with the Department
 510 of Children and Family Services, their agents, and community-
 511 based care providers who provide services under s. 409.1671 to
 512 develop and implement strategies and procedures designed to make
 513 affordable housing available whenever and wherever possible to
 514 young adults who leave the child welfare system.

515 (2) Young adults who leave the child welfare system meet
 516 the definition of eligible persons under ss. 420.503(17) and
 517 420.9071(10) for affordable housing, and are encouraged to
 518 participate in federal, state, and local affordable housing
 519 programs. Students deemed to be eligible occupants under 26
 520 U.S.C. s. 42(i)(3)(D) shall be considered eligible persons for
 521 purposes of all projects funded under this chapter.

522 Section 12. Subsections (4), (8), (16), (25), (29), and
 523 (30) of section 420.9071, Florida Statutes, are reenacted to
 524 read:

525 420.9071 Definitions.—As used in ss. 420.907-420.9079, the
 526 term:

527 (4) "Annual gross income" means annual income as defined
 528 under the Section 8 housing assistance payments programs in 24
 529 C.F.R. part 5; annual income as reported under the census long
 530 form for the recent available decennial census; or adjusted
 531 gross income as defined for purposes of reporting under Internal
 532 Revenue Service Form 1040 for individual federal annual income

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533 tax purposes or as defined by standard practices used in the
 534 lending industry as detailed in the local housing assistance
 535 plan and approved by the corporation. Counties and eligible
 536 municipalities shall calculate income by annualizing verified
 537 sources of income for the household as the amount of income to
 538 be received in a household during the 12 months following the
 539 effective date of the determination.

540 (8) "Eligible housing" means any real and personal
 541 property located within the county or the eligible municipality
 542 which is designed and intended for the primary purpose of
 543 providing decent, safe, and sanitary residential units that are
 544 designed to meet the standards of the Florida Building Code or
 545 previous building codes adopted under chapter 553, or
 546 manufactured housing constructed after June 1994 and installed
 547 in accordance with the installation standards for mobile or
 548 manufactured homes contained in rules of the Department of
 549 Highway Safety and Motor Vehicles, for home ownership or rental
 550 for eligible persons as designated by each county or eligible
 551 municipality participating in the State Housing Initiatives
 552 Partnership Program.

553 (16) "Local housing incentive strategies" means local
 554 regulatory reform or incentive programs to encourage or
 555 facilitate affordable housing production, which include at a
 556 minimum, assurance that permits as defined in s. 163.3164(7) and
 557 (8) for affordable housing projects are expedited to a greater
 558 degree than other projects; an ongoing process for review of
 559 local policies, ordinances, regulations, and plan provisions
 560 that increase the cost of housing prior to their adoption; and a

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561 schedule for implementing the incentive strategies. Local
 562 housing incentive strategies may also include other regulatory
 563 reforms, such as those enumerated in s. 420.9076 or those
 564 recommended by the affordable housing advisory committee in its
 565 triennial evaluation of the implementation of affordable housing
 566 incentives, and adopted by the local governing body.

567 (25) "Recaptured funds" means funds that are recouped by a
 568 county or eligible municipality in accordance with the recapture
 569 provisions of its local housing assistance plan pursuant to s.
 570 420.9075(5)(h) from eligible persons or eligible sponsors, which
 571 funds were not used for assistance to an eligible household for
 572 an eligible activity, when there is a default on the terms of a
 573 grant award or loan award.

574 (29) "Assisted housing" or "assisted housing development"
 575 means a rental housing development, including rental housing in
 576 a mixed-use development, that received or currently receives
 577 funding from any federal or state housing program.

578 (30) "Preservation" means actions taken to keep rents in
 579 existing assisted housing affordable for extremely-low-income,
 580 very-low-income, low-income, and moderate-income households
 581 while ensuring that the property stays in good physical and
 582 financial condition for an extended period.

583 Section 13. Subsections (6) and (7) of section 420.9072,
 584 Florida Statutes, are reenacted to read:

585 420.9072 State Housing Initiatives Partnership Program.—
 586 The State Housing Initiatives Partnership Program is created for
 587 the purpose of providing funds to counties and eligible
 588 municipalities as an incentive for the creation of local housing

589 partnerships, to expand production of and preserve affordable
 590 housing, to further the housing element of the local government
 591 comprehensive plan specific to affordable housing, and to
 592 increase housing-related employment.

593 (6) The moneys that otherwise would be distributed
 594 pursuant to s. 420.9073 to a local government that does not meet
 595 the program's requirements for receipts of such distributions
 596 shall remain in the Local Government Housing Trust Fund to be
 597 administered by the corporation.

598 (7) A county or an eligible municipality must expend its
 599 portion of the local housing distribution only to implement a
 600 local housing assistance plan or as provided in this subsection.

601 (a) A county or an eligible municipality may not expend
 602 its portion of the local housing distribution to provide rent
 603 subsidies; however, this does not prohibit the use of funds for
 604 security and utility deposit assistance.

605 (b) A county or an eligible municipality may expend a
 606 portion of the local housing distribution to provide a one-time
 607 relocation grant to persons who meet the income requirements of
 608 the State Housing Initiatives Partnership Program and who are
 609 subject to eviction from rental property located in the county
 610 or eligible municipality due to the foreclosure of the rental
 611 property. In order to receive a grant under this paragraph, a
 612 person must provide the county or eligible municipality with
 613 proof of meeting the income requirements of a very-low-income
 614 household, a low-income household, or a moderate-income
 615 household; a notice of eviction; and proof that the rent has
 616 been paid for at least 3 months before the date of eviction,

617 including the month that the notice of eviction was served.
 618 Relocation assistance under this paragraph is limited to a one-
 619 time grant of not more than \$5,000 and is not limited to persons
 620 who are subject to eviction from projects funded under the State
 621 Housing Initiatives Partnership Program. This paragraph expires
 622 July 1, 2010.

623 Section 14. Subsections (1), (2), (5), (6), and (7) of
 624 section 420.9073, Florida Statutes, are reenacted to read:

625 420.9073 Local housing distributions.-

626 (1) Distributions calculated in this section shall be
 627 disbursed on a quarterly or more frequent basis by the
 628 corporation pursuant to s. 420.9072, subject to availability of
 629 funds. Each county's share of the funds to be distributed from
 630 the portion of the funds in the Local Government Housing Trust
 631 Fund received pursuant to s. 201.15(9) shall be calculated by
 632 the corporation for each fiscal year as follows:

633 (a) Each county other than a county that has implemented
 634 the provisions of chapter 83-220, Laws of Florida, as amended by
 635 chapters 84-270, 86-152, and 89-252, Laws of Florida, shall
 636 receive the guaranteed amount for each fiscal year.

637 (b) Each county other than a county that has implemented
 638 the provisions of chapter 83-220, Laws of Florida, as amended by
 639 chapters 84-270, 86-152, and 89-252, Laws of Florida, may
 640 receive an additional share calculated as follows:

641 1. Multiply each county's percentage of the total state
 642 population excluding the population of any county that has
 643 implemented the provisions of chapter 83-220, Laws of Florida,
 644 as amended by chapters 84-270, 86-152, and 89-252, Laws of

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645 Florida, by the total funds to be distributed.

646 2. If the result in subparagraph 1. is less than the
 647 guaranteed amount as determined in subsection (3), that county's
 648 additional share shall be zero.

649 3. For each county in which the result in subparagraph 1.
 650 is greater than the guaranteed amount as determined in
 651 subsection (3), the amount calculated in subparagraph 1. shall
 652 be reduced by the guaranteed amount. The result for each such
 653 county shall be expressed as a percentage of the amounts so
 654 determined for all counties. Each such county shall receive an
 655 additional share equal to such percentage multiplied by the
 656 total funds received by the Local Government Housing Trust Fund
 657 pursuant to s. 201.15(9) reduced by the guaranteed amount paid
 658 to all counties.

659 (2) Distributions calculated in this section shall be
 660 disbursed on a quarterly or more frequent basis by the
 661 corporation pursuant to s. 420.9072, subject to availability of
 662 funds. Each county's share of the funds to be distributed from
 663 the portion of the funds in the Local Government Housing Trust
 664 Fund received pursuant to s. 201.15(10) shall be calculated by
 665 the corporation for each fiscal year as follows:

666 (a) Each county shall receive the guaranteed amount for
 667 each fiscal year.

668 (b) Each county may receive an additional share calculated
 669 as follows:

670 1. Multiply each county's percentage of the total state
 671 population, by the total funds to be distributed.

672 2. If the result in subparagraph 1. is less than the

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673 | guaranteed amount as determined in subsection (3), that county's
 674 | additional share shall be zero.

675 | 3. For each county in which the result in subparagraph 1.
 676 | is greater than the guaranteed amount, the amount calculated in
 677 | subparagraph 1. shall be reduced by the guaranteed amount. The
 678 | result for each such county shall be expressed as a percentage
 679 | of the amounts so determined for all counties. Each such county
 680 | shall receive an additional share equal to this percentage
 681 | multiplied by the total funds received by the Local Government
 682 | Housing Trust Fund pursuant to s. 201.15(10) as reduced by the
 683 | guaranteed amount paid to all counties.

684 | (5) Notwithstanding subsections (1)-(4), the corporation
 685 | may withhold up to \$5 million of the total amount distributed
 686 | each fiscal year from the Local Government Housing Trust Fund to
 687 | provide additional funding to counties and eligible
 688 | municipalities where a state of emergency has been declared by
 689 | the Governor pursuant to chapter 252. Any portion of the
 690 | withheld funds not distributed by the end of the fiscal year
 691 | shall be distributed as provided in subsections (1) and (2).

692 | (6) Notwithstanding subsections (1)-(4), the corporation
 693 | may withhold up to \$5 million from the total amount distributed
 694 | each fiscal year from the Local Government Housing Trust Fund to
 695 | provide funding to counties and eligible municipalities to
 696 | purchase properties subject to a State Housing Initiative
 697 | Partnership Program lien and on which foreclosure proceedings
 698 | have been initiated by any mortgagee. Each county and eligible
 699 | municipality that receives funds under this subsection shall
 700 | repay such funds to the corporation not later than the

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701 expenditure deadline for the fiscal year in which the funds were
 702 awarded. Amounts not repaid shall be withheld from the
 703 subsequent year's distribution. Any portion of such funds not
 704 distributed under this subsection by the end of the fiscal year
 705 shall be distributed as provided in subsections (1) and (2).

706 (7) A county receiving local housing distributions under
 707 this section or an eligible municipality that receives local
 708 housing distributions under an interlocal agreement shall expend
 709 those funds in accordance with the provisions of ss. 420.907-
 710 420.9079, rules of the corporation, and the county's local
 711 housing assistance plan.

712 Section 15. Subsections (1), (3), (5), and (8), paragraphs
 713 (a) and (h) of subsection (10), paragraph (b) of subsection
 714 (13), and subsection (14) of section 420.9075, Florida Statutes,
 715 are reenacted to read:

716 420.9075 Local housing assistance plans; partnerships.—

717 (1)(a) Each county or eligible municipality participating
 718 in the State Housing Initiatives Partnership Program shall
 719 develop and implement a local housing assistance plan created to
 720 make affordable residential units available to persons of very
 721 low income, low income, or moderate income and to persons who
 722 have special housing needs, including, but not limited to,
 723 homeless people, the elderly, migrant farmworkers, and persons
 724 with disabilities. Counties or eligible municipalities may
 725 include strategies to assist persons and households having
 726 annual incomes of not more than 140 percent of area median
 727 income. The plans are intended to increase the availability of
 728 affordable residential units by combining local resources and

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729 cost-saving measures into a local housing partnership and using
730 private and public funds to reduce the cost of housing.

731 (b) Local housing assistance plans may allocate funds to:

732 1. Implement local housing assistance strategies for the
733 provision of affordable housing.

734 2. Supplement funds available to the corporation to
735 provide enhanced funding of state housing programs within the
736 county or the eligible municipality.

737 3. Provide the local matching share of federal affordable
738 housing grants or programs.

739 4. Fund emergency repairs, including, but not limited to,
740 repairs performed by existing service providers under
741 weatherization assistance programs under ss. 409.509-409.5093.

742 5. Further the housing element of the local government
743 comprehensive plan adopted pursuant to s. 163.3184, specific to
744 affordable housing.

745 (3) (a) Each local housing assistance plan shall include a
746 definition of essential service personnel for the county or
747 eligible municipality, including, but not limited to, teachers
748 and educators, other school district, community college, and
749 university employees, police and fire personnel, health care
750 personnel, skilled building trades personnel, and other job
751 categories.

752 (b) Each county and each eligible municipality is
753 encouraged to develop a strategy within its local housing
754 assistance plan that emphasizes the recruitment and retention of
755 essential service personnel. The local government is encouraged
756 to involve public and private sector employers. Compliance with

757 the eligibility criteria established under this strategy shall
 758 be verified by the county or eligible municipality.

759 (c) Each county and each eligible municipality is
 760 encouraged to develop a strategy within its local housing
 761 assistance plan that addresses the needs of persons who are
 762 deprived of affordable housing due to the closure of a mobile
 763 home park or the conversion of affordable rental units to
 764 condominiums.

765 (d) Each county and each eligible municipality shall
 766 describe initiatives in the local housing assistance plan to
 767 encourage or require innovative design, green building
 768 principles, storm-resistant construction, or other elements that
 769 reduce long-term costs relating to maintenance, utilities, or
 770 insurance.

771 (e) Each county and each eligible municipality is
 772 encouraged to develop a strategy within its local housing
 773 assistance plan which provides program funds for the
 774 preservation of assisted housing.

775 (5) The following criteria apply to awards made to
 776 eligible sponsors or eligible persons for the purpose of
 777 providing eligible housing:

778 (a) At least 65 percent of the funds made available in
 779 each county and eligible municipality from the local housing
 780 distribution must be reserved for home ownership for eligible
 781 persons.

782 (b) At least 75 percent of the funds made available in
 783 each county and eligible municipality from the local housing
 784 distribution must be reserved for construction, rehabilitation,

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785 or emergency repair of affordable, eligible housing.

786 (c) Not more than 20 percent of the funds made available
 787 in each county and eligible municipality from the local housing
 788 distribution may be used for manufactured housing.

789 (d) The sales price or value of new or existing eligible
 790 housing may not exceed 90 percent of the average area purchase
 791 price in the statistical area in which the eligible housing is
 792 located. Such average area purchase price may be that calculated
 793 for any 12-month period beginning not earlier than the fourth
 794 calendar year prior to the year in which the award occurs or as
 795 otherwise established by the United States Department of the
 796 Treasury.

797 (e)1. All units constructed, rehabilitated, or otherwise
 798 assisted with the funds provided from the local housing
 799 assistance trust fund must be occupied by very-low-income
 800 persons, low-income persons, and moderate-income persons except
 801 as otherwise provided in this section.

802 2. At least 30 percent of the funds deposited into the
 803 local housing assistance trust fund must be reserved for awards
 804 to very-low-income persons or eligible sponsors who will serve
 805 very-low-income persons and at least an additional 30 percent of
 806 the funds deposited into the local housing assistance trust fund
 807 must be reserved for awards to low-income persons or eligible
 808 sponsors who will serve low-income persons. This subparagraph
 809 does not apply to a county or an eligible municipality that
 810 includes, or has included within the previous 5 years, an area
 811 of critical state concern designated or ratified by the
 812 Legislature for which the Legislature has declared its intent to

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813 provide affordable housing. The exemption created by this act
 814 expires on July 1, 2013, and shall apply retroactively.

815 (f) Loans shall be provided for periods not exceeding 30
 816 years, except for deferred payment loans or loans that extend
 817 beyond 30 years which continue to serve eligible persons.

818 (g) Loans or grants for eligible rental housing
 819 constructed, rehabilitated, or otherwise assisted from the local
 820 housing assistance trust fund must be subject to recapture
 821 requirements as provided by the county or eligible municipality
 822 in its local housing assistance plan unless reserved for
 823 eligible persons for 15 years or the term of the assistance,
 824 whichever period is longer. Eligible sponsors that offer rental
 825 housing for sale before 15 years or that have remaining
 826 mortgages funded under this program must give a first right of
 827 refusal to eligible nonprofit organizations for purchase at the
 828 current market value for continued occupancy by eligible
 829 persons.

830 (h) Loans or grants for eligible owner-occupied housing
 831 constructed, rehabilitated, or otherwise assisted from proceeds
 832 provided from the local housing assistance trust fund shall be
 833 subject to recapture requirements as provided by the county or
 834 eligible municipality in its local housing assistance plan.

835 (i) The total amount of monthly mortgage payments or the
 836 amount of monthly rent charged by the eligible sponsor or her or
 837 his designee must be made affordable.

838 (j) The maximum sales price or value per unit and the
 839 maximum award per unit for eligible housing benefiting from
 840 awards made pursuant to this section must be established in the

841 local housing assistance plan.

842 (k) The benefit of assistance provided through the State
 843 Housing Initiatives Partnership Program must accrue to eligible
 844 persons occupying eligible housing. This provision shall not be
 845 construed to prohibit use of the local housing distribution
 846 funds for a mixed income rental development.

847 (l) Funds from the local housing distribution not used to
 848 meet the criteria established in paragraph (a) or paragraph (b)
 849 or not used for the administration of a local housing assistance
 850 plan must be used for housing production and finance activities,
 851 including, but not limited to, financing preconstruction
 852 activities or the purchase of existing units, providing rental
 853 housing, and providing home ownership training to prospective
 854 home buyers and owners of homes assisted through the local
 855 housing assistance plan.

856 1. Notwithstanding the provisions of paragraphs (a) and
 857 (b), program income as defined in s. 420.9071(24) may also be
 858 used to fund activities described in this paragraph.

859 2. When preconstruction due-diligence activities conducted
 860 as part of a preservation strategy show that preservation of the
 861 units is not feasible and will not result in the production of
 862 an eligible unit, such costs shall be deemed a program expense
 863 rather than an administrative expense if such program expenses
 864 do not exceed 3 percent of the annual local housing
 865 distribution.

866 3. If both an award under the local housing assistance
 867 plan and federal low-income housing tax credits are used to
 868 assist a project and there is a conflict between the criteria

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869 prescribed in this subsection and the requirements of s. 42 of
 870 the Internal Revenue Code of 1986, as amended, the county or
 871 eligible municipality may resolve the conflict by giving
 872 precedence to the requirements of s. 42 of the Internal Revenue
 873 Code of 1986, as amended, in lieu of following the criteria
 874 prescribed in this subsection with the exception of paragraphs
 875 (a) and (e) of this subsection.

876 4. Each county and each eligible municipality may award
 877 funds as a grant for construction, rehabilitation, or repair as
 878 part of disaster recovery or emergency repairs or to remedy
 879 accessibility or health and safety deficiencies. Any other
 880 grants must be approved as part of the local housing assistance
 881 plan.

882 (8) Pursuant to s. 420.531, the corporation shall provide
 883 training and technical assistance to local governments regarding
 884 the creation of partnerships, the design of local housing
 885 assistance strategies, the implementation of local housing
 886 incentive strategies, and the provision of support services.

887 (10) Each county or eligible municipality shall submit to
 888 the corporation by September 15 of each year a report of its
 889 affordable housing programs and accomplishments through June 30
 890 immediately preceding submittal of the report. The report shall
 891 be certified as accurate and complete by the local government's
 892 chief elected official or his or her designee. Transmittal of
 893 the annual report by a county's or eligible municipality's chief
 894 elected official, or his or her designee, certifies that the
 895 local housing incentive strategies, or, if applicable, the local
 896 housing incentive plan, have been implemented or are in the

897 process of being implemented pursuant to the adopted schedule
 898 for implementation. The report must include, but is not limited
 899 to:

900 (a) The number of households served by income category,
 901 age, family size, and race, and data regarding any special needs
 902 populations such as farmworkers, homeless persons, persons with
 903 disabilities, and the elderly. Counties shall report this
 904 information separately for households served in the
 905 unincorporated area and each municipality within the county.

906 (h) Such other data or affordable housing accomplishments
 907 considered significant by the reporting county or eligible
 908 municipality or by the corporation.

909 (13)

910 (b) If, as a result of its review of the annual report,
 911 the corporation determines that a county or eligible
 912 municipality has failed to implement a local housing incentive
 913 strategy, or, if applicable, a local housing incentive plan, it
 914 shall send a notice of termination of the local government's
 915 share of the local housing distribution by certified mail to the
 916 affected county or eligible municipality.

917 1. The notice must specify a date of termination of the
 918 funding if the affected county or eligible municipality does not
 919 implement the plan or strategy and provide for a local response.
 920 A county or eligible municipality shall respond to the
 921 corporation within 30 days after receipt of the notice of
 922 termination.

923 2. The corporation shall consider the local response that
 924 extenuating circumstances precluded implementation and grant an

925 extension to the timeframe for implementation. Such an extension
 926 shall be made in the form of an extension agreement that
 927 provides a timeframe for implementation. The chief elected
 928 official of a county or eligible municipality or his or her
 929 designee shall have the authority to enter into the agreement on
 930 behalf of the local government.

931 3. If the county or the eligible municipality has not
 932 implemented the incentive strategy or entered into an extension
 933 agreement by the termination date specified in the notice, the
 934 local housing distribution share terminates, and any uncommitted
 935 local housing distribution funds held by the affected county or
 936 eligible municipality in its local housing assistance trust fund
 937 shall be transferred to the Local Government Housing Trust Fund
 938 to the credit of the corporation to administer.

939 4.a. If the affected local government fails to meet the
 940 timeframes specified in the agreement, the corporation shall
 941 terminate funds. The corporation shall send a notice of
 942 termination of the local government's share of the local housing
 943 distribution by certified mail to the affected local government.
 944 The notice shall specify the termination date, and any
 945 uncommitted funds held by the affected local government shall be
 946 transferred to the Local Government Housing Trust Fund to the
 947 credit of the corporation to administer.

948 b. If the corporation terminates funds to a county, but an
 949 eligible municipality receiving a local housing distribution
 950 pursuant to an interlocal agreement maintains compliance with
 951 program requirements, the corporation shall thereafter
 952 distribute directly to the participating eligible municipality

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953 its share calculated in the manner provided in s. 420.9072.

954 c. Any county or eligible municipality whose local
 955 distribution share has been terminated may subsequently elect to
 956 receive directly its local distribution share by adopting the
 957 ordinance, resolution, and local housing assistance plan in the
 958 manner and according to the procedures provided in ss. 420.907-
 959 420.9079.

960 (14) If the corporation determines that a county or
 961 eligible municipality has expended program funds for an
 962 ineligible activity, the corporation shall require such funds to
 963 be repaid to the local housing assistance trust fund. Such
 964 repayment may not be made with funds from the State Housing
 965 Initiatives Partnership Program.

966 Section 16. Paragraph (h) of subsection (2), subsections
 967 (5) and (6), and paragraph (a) of subsection (7) of section
 968 420.9076, Florida Statutes, are reenacted to read:

969 420.9076 Adoption of affordable housing incentive
 970 strategies; committees.—

971 (2) The governing board of a county or municipality shall
 972 appoint the members of the affordable housing advisory committee
 973 by resolution. Pursuant to the terms of any interlocal
 974 agreement, a county and municipality may create and jointly
 975 appoint an advisory committee to prepare a joint plan. The
 976 ordinance adopted pursuant to s. 420.9072 which creates the
 977 advisory committee or the resolution appointing the advisory
 978 committee members must provide for 11 committee members and
 979 their terms. The committee must include:

980 (h) One citizen who actively serves on the local planning

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981 agency pursuant to s. 163.3174. If the local planning agency is
 982 comprised of the governing board of the county or municipality,
 983 the governing board may appoint a designee who is knowledgeable
 984 in the local planning process.

985
 986 If a county or eligible municipality whether due to its small
 987 size, the presence of a conflict of interest by prospective
 988 appointees, or other reasonable factor, is unable to appoint a
 989 citizen actively engaged in these activities in connection with
 990 affordable housing, a citizen engaged in the activity without
 991 regard to affordable housing may be appointed. Local governments
 992 that receive the minimum allocation under the State Housing
 993 Initiatives Partnership Program may elect to appoint an
 994 affordable housing advisory committee with fewer than 11
 995 representatives if they are unable to find representatives who
 996 meet the criteria of paragraphs (a)-(k).

997 (5) The approval by the advisory committee of its local
 998 housing incentive strategies recommendations and its review of
 999 local government implementation of previously recommended
 1000 strategies must be made by affirmative vote of a majority of the
 1001 membership of the advisory committee taken at a public hearing.
 1002 Notice of the time, date, and place of the public hearing of the
 1003 advisory committee to adopt its evaluation and final local
 1004 housing incentive strategies recommendations must be published
 1005 in a newspaper of general paid circulation in the county. The
 1006 notice must contain a short and concise summary of the
 1007 evaluation and local housing incentives strategies
 1008 recommendations to be considered by the advisory committee. The

1009 | notice must state the public place where a copy of the
 1010 | evaluation and tentative advisory committee recommendations can
 1011 | be obtained by interested persons. The final report, evaluation,
 1012 | and recommendations shall be submitted to the corporation.

1013 | (6) Within 90 days after the date of receipt of the
 1014 | evaluation and local housing incentive strategies
 1015 | recommendations from the advisory committee, the governing body
 1016 | of the appointing local government shall adopt an amendment to
 1017 | its local housing assistance plan to incorporate the local
 1018 | housing incentive strategies it will implement within its
 1019 | jurisdiction. The amendment must include, at a minimum, the
 1020 | local housing incentive strategies required under s.
 1021 | 420.9071(16). The local government must consider the strategies
 1022 | specified in paragraphs (4)(a)-(k) as recommended by the
 1023 | advisory committee.

1024 | (7) The governing board of the county or the eligible
 1025 | municipality shall notify the corporation by certified mail of
 1026 | its adoption of an amendment of its local housing assistance
 1027 | plan to incorporate local housing incentive strategies. The
 1028 | notice must include a copy of the approved amended plan.

1029 | (a) If the corporation fails to receive timely the
 1030 | approved amended local housing assistance plan to incorporate
 1031 | local housing incentive strategies, a notice of termination of
 1032 | its share of the local housing distribution shall be sent by
 1033 | certified mail by the corporation to the affected county or
 1034 | eligible municipality. The notice of termination must specify a
 1035 | date of termination of the funding if the affected county or
 1036 | eligible municipality has not adopted an amended local housing

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1037 assistance plan to incorporate local housing incentive
 1038 strategies. If the county or the eligible municipality has not
 1039 adopted an amended local housing assistance plan to incorporate
 1040 local housing incentive strategies by the termination date
 1041 specified in the notice of termination, the local distribution
 1042 share terminates; and any uncommitted local distribution funds
 1043 held by the affected county or eligible municipality in its
 1044 local housing assistance trust fund shall be transferred to the
 1045 Local Government Housing Trust Fund to the credit of the
 1046 corporation to administer the local government housing program.

1047 Section 17. Section 420.9078, Florida Statutes, is
 1048 repealed.

1049 Section 18. Section 420.9079, Florida Statutes, is
 1050 reenacted to read:

1051 420.9079 Local Government Housing Trust Fund.—

1052 (1) There is created in the State Treasury the Local
 1053 Government Housing Trust Fund, which shall be administered by
 1054 the corporation on behalf of the department according to the
 1055 provisions of ss. 420.907-420.9076 and this section. There shall
 1056 be deposited into the fund a portion of the documentary stamp
 1057 tax revenues as provided in s. 201.15, moneys received from any
 1058 other source for the purposes of ss. 420.907-420.9076 and this
 1059 section, and all proceeds derived from the investment of such
 1060 moneys. Moneys in the fund that are not currently needed for the
 1061 purposes of the programs administered pursuant to ss. 420.907-
 1062 420.9076 and this section shall be deposited to the credit of
 1063 the fund and may be invested as provided by law. The interest
 1064 received on any such investment shall be credited to the fund.

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1065 (2) The corporation shall administer the fund exclusively
 1066 for the purpose of implementing the programs described in ss.
 1067 420.907-420.9076 and this section. With the exception of
 1068 monitoring the activities of counties and eligible
 1069 municipalities to determine local compliance with program
 1070 requirements, the corporation shall not receive appropriations
 1071 from the fund for administrative or personnel costs. For the
 1072 purpose of implementing the compliance monitoring provisions of
 1073 s. 420.9075(9), the corporation may request a maximum of one-
 1074 quarter of 1 percent of the annual appropriation per state
 1075 fiscal year. When such funding is appropriated, the corporation
 1076 shall deduct the amount appropriated prior to calculating the
 1077 local housing distribution pursuant to ss. 420.9072 and
 1078 420.9073.

1079 Section 19. Subsection (12) of section 1001.43, Florida
 1080 Statutes, is reenacted to read:

1081 1001.43 Supplemental powers and duties of district school
 1082 board.—The district school board may exercise the following
 1083 supplemental powers and duties as authorized by this code or
 1084 State Board of Education rule.

1085 (12) AFFORDABLE HOUSING.—A district school board may use
 1086 portions of school sites purchased within the guidelines of the
 1087 State Requirements for Educational Facilities, land deemed not
 1088 usable for educational purposes because of location or other
 1089 factors, or land declared as surplus by the board to provide
 1090 sites for affordable housing for teachers and other district
 1091 personnel and, in areas of critical state concern, for other
 1092 essential services personnel as defined by local affordable

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1093 housing eligibility requirements, independently or in
1094 conjunction with other agencies as described in subsection (5).
1095 Section 20. This act shall take effect upon becoming a
1096 law, and those portions of this act which were amended, created,
1097 or repealed by chapter 2009-96, Laws of Florida, shall operate
1098 retroactively to June 1, 2009. If such retroactive application
1099 is held by a court of last resort to be unconstitutional, this
1100 act shall apply prospectively from the date that this act
1101 becomes a law.