By Senator Bennett

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21-00519-11 20111122____ A bill to be entitled

An act relating to growth management; amending s. 163.3164, F.S.; clarifying the definition of the term "urban service area"; amending s. 163.3171, F.S.; providing legislative intent regarding joint agreements between municipalities and counties; amending s. 163.3177, F.S.; extending the deadline for a local government to comply with the financial feasibility requirement for the capital improvements element of its comprehensive plan; expanding future land use categories to require the consideration of compatibility with adjacent lands, the preservation of recreational and commercial working waterfronts, public schools, and future municipal incorporation; deleting consideration of future planned industrial use, based on certain criteria; eliminating certain criteria specific to coastal counties; reenacting s. 163.31801(5), F.S., relating to the requirement that the government has the burden to prove that the imposition or amount of an impact fee meets the state requirements for legal precedent; providing for retroactive application, and providing legislative intent if a court finds such retroactive application to be unconstitutional; amending s. 163.31801, F.S.; prohibiting a local government from increasing an impact fee or imposing a new impact fee on nonresidential development; providing certain exceptions; providing for future expiration of the prohibition; amending s. 163.3194, F.S.; requiring a

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governing body to issue a development order or permit to erect, operate, use, or maintain a sign if the sign is located in certain zones; providing definitions; providing circumstances in which a parcel is considered unzoned commercial or industrial; providing criteria under which a development order or permit is in compliance with certain requirements governing the placement of signs; providing that the Department of Transportation may rely on a determination by the local permitting agency; amending s. 163.3246, F.S.; requiring the Office of Program Policy Analysis and Government Accountability to submit a report on the effectiveness of the comprehensive planning certification program; directing the office to obtain input from certain entities in developing the report; providing minimum criteria for the report; providing for future expiration of the local government comprehensive planning certification program; providing for future expiration of certain agreements; creating s. 163.3250, F.S.; creating an autonomous planning program; providing legislative findings that local governments can implement plans without state oversight; providing criteria for autonomous planning; requiring a county or municipality to notify the state land planning agency and provide a map of the designated or modified autonomous planning area; requiring the state land planning agency to provide notice on its website of the name of any jurisdiction that has a designated autonomous planning area;

providing the effective date of the plan; providing conditions for automatic approval; requiring a public hearing before an application may be submitted; providing for comments; providing exceptions to the process; requiring jurisdictions to be subject to frequency and timing requirements; providing procedures for the initial hearing on the comprehensive plan amendment for the autonomous planning program; providing procedures for the adoption of the comprehensive plan amendments in autonomous planning areas; providing procedures for administrative challenges to plan amendments for autonomous planning areas; requiring any development within the autonomous planning area to be consistent with the local comprehensive plan; providing that local governments implementing a program using an alternative state review process may elect to file an application under the autonomous planning program; creating s. 163.3260, F.S.; prohibiting a local government from duplicating state regulatory authority; providing effective dates.

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WHEREAS, the Florida Legislature enacted House Bill 227 in 2009 for important public purposes, and

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

WHEREAS, the Legislature wishes to protect those that relied on the changes made by House Bill 227 and to preserve the

Florida Statutes intact and cure any constitutional violation, NOW, THEREFORE,

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

Section 1. Subsection (29) of section 163.3164, Florida Statutes, is amended to read:

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

(29) "Urban service area" means 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. In addition, for counties that qualify as dense urban land areas under subsection (34), the nonrural area of a county which has adopted into the county charter a rural area designation or any areas identified in the comprehensive plan as urban service areas, regardless of any local government limitation, or urban growth boundaries on or before July 1, 2009, are also urban service areas under this definition.

Section 2. Subsection (5) is added to section 163.3171, Florida Statutes, to read:

163.3171 Areas of authority under this act.-

(5) It is the intent of the Legislature that a joint agreement entered into under this section be liberally, broadly, and flexibly construed to facilitate intergovernmental cooperation between municipalities and counties and to encourage planning in advance of jurisdictional changes. Whether executed prior to or after the effective date of this act, such joint

agreement may include, but is not limited to, an agreement that contemplates municipal adoption of plans or plan amendments for lands in advance of annexation of such lands into the municipality and may permit municipalities or counties to exercise nonexclusive extrajurisdictional planning authority within the incorporated and unincorporated areas. The courts have sole jurisdiction to interpret, invalidate, or declare inoperative such joint agreements, and the validity of a joint agreement may not be a basis for finding plans or plan amendments not in compliance pursuant to s. 163.3177.

Section 3. Paragraph (b) of subsection (3) and paragraph (a) of subsection (6) of section 163.3177, Florida Statutes, are amended to read:

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

(3)

(b) 1. The capital improvements element must be reviewed on an annual basis and modified as necessary in accordance with s. 163.3187 or s. 163.3189 in order to maintain a financially feasible 5-year schedule of capital improvements. Corrections and modifications concerning costs; revenue sources; or acceptance of facilities pursuant to dedications which are consistent with the plan may be accomplished by ordinance and shall not be deemed to be amendments to the local comprehensive plan. A copy of the ordinance shall be transmitted to the state land planning agency. An amendment to the comprehensive plan is required to update the schedule on an annual basis or to eliminate, defer, or delay the construction for any facility listed in the 5-year schedule. All public facilities must be

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consistent with the capital improvements element. The annual update to the capital improvements element of the comprehensive plan need not comply with the financial feasibility requirement until December 1, 2013 2011. Thereafter, a local government may not amend its future land use map, except for plan amendments to meet new requirements under this part and emergency amendments pursuant to s. 163.3187(1)(a), after December 1, 2013 2011, and every year thereafter, unless and until the local government has adopted the annual update and it has been transmitted to the state land planning agency.

- 2. Capital improvements element amendments adopted after the effective date of this act shall require only a single public hearing before the governing board which shall be an adoption hearing as described in s. 163.3184(7). Such amendments are not subject to the requirements of s. 163.3184(3)-(6).
- (6) In addition to the requirements of subsections (1)-(5) and (12), the comprehensive plan shall include the following elements:
- (a) A future land use plan element designating proposed future general distribution, location, and extent of the uses of land for residential uses, commercial uses, industry, agriculture, recreation, conservation, education, public buildings and grounds, other public facilities, and other categories of the public and private uses of land.
- $\underline{\text{1.}}$ Counties are encouraged to designate rural land stewardship areas, pursuant to paragraph (11)(d), as overlays on the future land use map.
 - 2. Each future land use category must:
 - a. Be defined in terms of uses included, and must include

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standards to be followed in the control and distribution of population densities and building and structure intensities. The proposed distribution, location, and extent of the various categories of land use shall be shown on a land use map or map series which shall be supplemented by goals, policies, and measurable objectives.

- <u>b.</u> The future land use plan shall Be based upon surveys, studies, and data regarding the area, including:
- (I) The amount of land required to accommodate anticipated growth;
 - (II) The projected population of the area;
 - (III) The character of undeveloped land;
- (IV) The availability of water supplies, public facilities, and services;
 - <u>(V)</u> The need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community;
 - $\underline{\text{(VI)}}$ The compatibility of uses on lands adjacent to or closely proximate to military installations;
 - (VII) Lands adjacent to an airport as defined in s. 330.35 and consistent with s. 333.02;
 - (VIII) The discouragement of urban sprawl;
 - (IX) Energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems;
 - (X) Greenhouse gas reduction strategies; and,
- 201 (XI) In rural communities, the need for job creation, 202 capital investment, and economic development that will 203 strengthen and diversify the community's economy.

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c. Include criteria to be used to achieve the compatibility of lands adjacent or closely proximate to military installations, considering factors identified in s. 163.3175(5), and lands adjacent to an airport as defined in s. 330.37 and consistent with s. 333.02.

- d. For coastal counties, include, without limitation, regulatory incentives and criteria that encourage the preservation of recreational and commercial working waterfronts as defined in s. 342.07.
- e. Clearly identify the land use categories in which public schools are an allowable use pursuant to the criteria specified in subparagraph 6.
 - 3. The future land use plan may:
- \underline{a} . Designate areas for future planned development use involving combinations of types of uses for which special regulations may be necessary to ensure development in accord with the principles and standards of the comprehensive plan and this act.
- b. Designate areas for possible future municipal incorporation. The future land use plan element shall include criteria to be used to achieve the compatibility of lands adjacent or closely proximate to military installations, considering factors identified in s. 163.3175(5), and lands adjacent to an airport as defined in s. 330.35 and consistent with s. 333.02. In addition, for rural communities,
- <u>4.</u> The amount of land designated for future planned <u>land</u> <u>uses</u> <u>industrial use shall be based upon surveys and studies that</u> <u>reflect the need for job creation, capital investment, and the necessity to strengthen and diversify the local economies, and</u>

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may not be limited solely by the projected population of the local government rural community. The future land use plan of a county may also designate areas for possible future municipal incorporation.

- 5. The land use maps or map series shall generally identify and depict historic district boundaries and shall designate historically significant properties meriting protection. For coastal counties, the future land use element must include, without limitation, regulatory incentives and criteria that encourage the preservation of recreational and commercial working waterfronts as defined in s. 342.07. The future land use element must clearly identify the land use categories in which public schools are an allowable use.
- 6. When delineating the land use categories in which public schools are an allowable use, a local government shall include in the categories sufficient land proximate to residential development to meet the projected needs for schools in coordination with public school boards and may establish differing criteria for schools of different type or size. Each local government shall include lands contiquous to existing school sites, to the maximum extent possible, within the land use categories in which public schools are an allowable use. The failure by a local government to comply with these school siting requirements will result in the prohibition of the local government's ability to amend the local comprehensive plan, except for plan amendments described in s. 163.3187(1)(b), until the school siting requirements are met. Amendments proposed by a local government for purposes of identifying the land use categories in which public schools are an allowable use are

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exempt from the limitation on the frequency of plan amendments contained in s. 163.3187. The future land use element shall include criteria that encourage the location of schools proximate to urban residential areas to the extent possible and shall require that the local government seek to collocate public facilities, such as parks, libraries, and community centers, with schools to the extent possible and to encourage the use of elementary schools as focal points for neighborhoods. For schools serving predominantly rural counties, defined as a county with a population of 100,000 or fewer, an agricultural land use category is eligible for the location of public school facilities if the local comprehensive plan contains school siting criteria and the location is consistent with such criteria.

7. Local governments required to update or amend their comprehensive plan to include criteria and address compatibility of lands adjacent or closely proximate to existing military installations, or lands adjacent to an airport as defined in s. 330.35 and consistent with s. 333.02, in their future land use plan element shall transmit the update or amendment to the state land planning agency by June 30, 2012.

Section 4. Effective upon this act becoming a law and operating retroactively to July 1, 2009, subsection (5) of section 163.30801, Florida Statutes, is reenacted to read:

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

(5) In any action challenging an impact fee, the government has the burden of proving by a preponderance of the evidence that the imposition or amount of the fee meets the requirements

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of state legal precedent or this section. The court may not use a deferential standard.

Section 5. If a court of last resort finds that the retroactive application of the reenactment of s. 163.31801(5), Florida Statutes, is unconstitutional, it is the intent of the Legislature that section 4 of this act shall apply prospectively from July 1, 2011.

Section 6. Subsection (6) is added to section 163.31801, Florida Statutes, to read:

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

(6) Notwithstanding any law, ordinance, or resolution to the contrary, a county, municipality, or special district may not increase any existing impact fees or impose any new impact fees on nonresidential development. This subsection does not affect impact fees pledged or obligated to the retirement of debt; impact fee increases that were previously enacted by law, ordinance, or resolution and phased in over time or included a consumer price index or other yearly escalator; or impact fees for water or wastewater facilities. This subsection expires July 1, 2013.

Section 7. Present subsections (3), (4), (5), and (6) of section 163.3194, Florida Statutes, are renumbered as subsections (4), (5), (6), and (7), respectively, and a new subsection (3) is added to that section, to read:

163.3194 Legal status of comprehensive plan.-

(3) A governing body may not issue a development order or permit to erect, operate, use, or maintain a sign authorized by s. 479.07 unless the sign is located in a zoned or unzoned area

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or on a zoned or unzoned parcel authorized for commercial or industrial use pursuant to a plan approved by the state land planning agency.

- (a) As used in this subsection, the term:
- 1. "Commercial or industrial use" means a parcel of land designated predominately for commercial or industrial uses under both the future land use map approved by the state land planning agency and the land use development regulations adopted pursuant to this chapter.
- 2. "Zoned or unzoned area" means an area that is not specifically designated for commercial or industrial uses under the land development regulations and is located in an area designated by the future land use map of a plan approved by the state land planning agency for multiple uses that include commercial or industrial uses on which three or more separate and distinct conforming activities are located.
- 3. "Zoned or unzoned parcel" means a parcel of land in a zoned or unzoned area.
- (b) If a parcel is located in an area designated for multiple uses on the future land use map of the comprehensive plan and the zoning category of the land development regulations does not clearly designate that parcel for a specific use, the parcel will be considered an unzoned commercial or industrial parcel if it meets the criteria of this subsection.
- (c) A development order or permit issued pursuant to a plan approved by the state land planning agency in a zoned or unzoned area or on a zoned or unzoned parcel authorized for commercial or industrial use is in compliance with s. 479.02, and the Department of Transportation may rely upon such determination by

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349 the local permitting agency. 350 Section 8. Subsection (14) of section 163.3246, Florida 351 Statutes, is amended to read: 352 163.3246 Local government comprehensive planning 353 certification program.-354 (14) By December 1, 2014, the Office of Program Policy 355 Analysis and Government Accountability shall submit to the 356 President of the Senate and the Speaker of the House of 357 Representatives a report on the effectiveness of the 358 comprehensive planning certification program and the 359 implementation of autonomous planning areas. The Office of 360 Program Policy Analysis and Government Accountability, in 361 consultation with the state land planning agency, shall develop 362 the report and recommendations with input from other state and 363 regional agencies, local governments, and interest groups. The 364 office shall review local and state actions and correspondence 365 relating to the autonomous planning program to identify issues 366 of process and substance in recommending changes to the 367 autonomous planning program. 368 (a) The report shall address, at a minimum: 369 1. Criteria for determining issues of regional or statewide 370 importance; 371 2. Compliance of participating counties and municipalities 372 with the growth management laws, including any legal challenges; 373 3. Significant changes made to participating county or 374 municipal comprehensive plans subsequent to their participation 375 in the program under this section or s. 163.3250; 4. Any significant impact to the fiscal resources, natural 376 377 resources, or infrastructure of the participating counties or

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municipalities subsequent to their participation in the program under this section or s. 163.3250; and

- 5. Whether participation in the program under this section or s. 163.3250 has had an impact on intergovernmental disputes and dispute resolution.
- (b) This section expires December 1, 2015, and all counties or municipalities certified under this section shall operate under the administrative provisions of s. 163.3250 but, in recognition of their commendable planning programs, may retain their titles as certified communities. All agreements between the local government and the state land planning agency entered into pursuant to this section expire on December 1, 2015.

 prepare a report evaluating the certification program, which shall be submitted to the Governor, the President of the Senate, and the Speaker of the House of Representatives by December 1, 2007.

Section 9. Section 163.3250, Florida Statutes, is created to read:

163.3250 Autonomous planning program.—

- (1) The Legislature finds that where local governments can effectively implement their own planning without state oversight, it is desirable that they are allowed to plan independently. State and regional review of comprehensive plan amendments should be eliminated where review is not needed for local governments that have a demonstrated record of effectively adopting their comprehensive plans. Therefore, the Legislature authorizes the creation of autonomous planning areas.
- (2) A county or municipality that wishes to designate or modify an autonomous planning area must notify the state land

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planning agency in writing and include a map designating the boundaries of the autonomous planning area. The state land planning agency shall publish on its website the name of any jurisdiction that has a designated autonomous planning area within 15 days after receiving notification from the county or municipality. The designation becomes effective upon publication on the agency website.

- (3) The state land planning agency shall approve any county or municipal designation of an autonomous planning area if all of the jurisdiction's plan amendments have been found in compliance by final order from the Administration Commission or a court of law within the preceding 2 years.
- (4) Before submitting an application to the state land planning agency, the county or municipality must hold at least one public hearing to solicit input concerning the decision to become an autonomous planning area. Counties and municipalities are encouraged to obtain public comment through workshops with neighborhood associations and any local or regional planning entity. The goal of the public hearing is to solicit input from the public on whether the local government should apply for designation as an autonomous planning area.
- (5) Plan amendments that apply to lands within an autonomous planning area shall follow the process set forth in this section, with the following exceptions:
- (a) Amendments that qualify as small scale development amendments may continue to be adopted by the autonomous planning program jurisdictions pursuant to s. 163.3187(1)(c) and (3).
- (b) Plan amendments are subject to state review as set forth in s. 163.3184 if the plan amendments:

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1. Propose a rural land stewardship area pursuant to s. 163.3177(11)(d);

- 2. Affect areas of critical state concern;
- 3. Propose an optional sector plan;
- 4. Update a comprehensive plan based on an evaluation and appraisal report;
 - 5. Implement new statutory requirements;
- 6. Increase hurricane evacuation times or the need for shelter capacity on lands within the coastal high-hazard area; or
 - 7. Are new plans for newly incorporated municipalities.
- (6) Autonomous planning program jurisdictions are subject to the frequency and timing requirements for plan amendments set forth in ss. 163.3187 and 163.3191, except as otherwise provided in this section.
- (7) An initial hearing for a comprehensive plan amendment for the autonomous planning program shall be conducted pursuant to this subsection.
- (a) The local government shall hold its first public hearing on a comprehensive plan amendment on a weekday at least 7 days after the day the first advertisement is published pursuant to the requirements of chapter 125 or chapter 166. Upon an affirmative vote of not less than a majority of the members of the governing body present at the hearing, the local government shall immediately transmit the amendment or amendments and appropriate supporting data and analyses to:
 - 1. The state land planning agency;
- 2. The appropriate regional planning council and water management district;

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3. The Department of Environmental Protection;

- 4. The Department of State;
- 5. The Department of Transportation;
- 6. In the case of municipal plans, the appropriate county;
- 7. The Fish and Wildlife Conservation Commission;
- 8. The Department of Agriculture and Consumer Services;
- 9. In the case of amendments that include or impact the public school facilities element, the Office of Educational Facilities of the Commissioner of Education; and
- 10. Any other local government or governmental agency that has filed a written request with the governing body.
- (b) The agencies and local governments specified in paragraph (a) may provide comments regarding the amendment or amendments to the county or municipality.
- 1. The review and comments by the regional planning council shall be limited to the effects on regional resources or facilities identified in the strategic regional policy plan and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of the affected local government. A regional planning council may not review and comment on a proposed comprehensive plan amendment prepared by such council unless the plan amendment has been changed by the local government subsequent to the preparation of the plan amendment by the regional planning council.
- 2. Comments by a county on municipal comprehensive plan amendments shall be in the context of the relationship and effect of the proposed plan amendments on the county plan.
- 3. Comments by a municipality on county plan amendments shall be in the context of the relationship and effect of the

494 amendments on the municipal plan.

4. Comments by state agencies may include technical guidance on issues of agency jurisdiction as it relates to the requirements of this part. Such comments shall clearly identify issues that, if not resolved, may result in an agency challenge to the plan amendment. Agencies are encouraged to focus potential challenges on issues of regional or statewide importance.

- Agencies and local governments must transmit their comments to the affected local government such that they are received by the local government no later than 30 days after the date on which the agency or government received the amendment or amendments.
- (8) The adoption of comprehensive plan amendments in autonomous planning areas shall be conducted pursuant to this subsection.
- (a) The local government shall hold its second public hearing, which shall be a hearing on whether to adopt one or more comprehensive plan amendments, on a weekday at least 5 days after the day the second advertisement is published pursuant to the requirements of chapter 125 or chapter 166. Adoption of comprehensive plan amendments must be by ordinance and requires an affirmative vote of a majority of the members of the governing body present at the second hearing.
- (b) All comprehensive plan amendments adopted by the governing body along with the supporting data and analysis shall be transmitted within 10 days after the second public hearing to the state land planning agency and any other agency or local government that provided timely comments under paragraph (7) (b).

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(9) Administrative challenges to plan amendments for the autonomous planning program shall be conducted pursuant to this subsection.

- (a) Any affected person as defined in s. 163.3184(1)(a) may file a petition with the Division of Administrative Hearings pursuant to ss. 120.569 and 120.57, with a copy served on the affected local government, to request a formal hearing to challenge whether the amendments are in compliance as defined in s. 163.3184(1)(b). The petition must be filed with the division within 30 days after the local government adopts the amendment. The state land planning agency may intervene in a proceeding instituted by an affected person.
- (b) The state land planning agency may file a petition with the Division of Administrative Hearings pursuant to ss. 120.569 and 120.57, with a copy served on the affected local government, to request a formal hearing. This petition must be filed with the division within 30 days after the amendment is adopted. The Legislature strongly encourages the state land planning agency to focus any challenge on issues of regional or statewide importance.
- (c) An administrative law judge shall hold a hearing in the affected local jurisdiction. The local government's determination that the amendment is in compliance is presumed to be correct and shall be upheld unless it is shown by a preponderance of the evidence that the amendment is not in compliance.
- (d) The administrative law judge assigned by the division shall submit a recommended order to the Administration Commission for final agency action. The Administration

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Commission shall enter a final order within 45 days after its receipt of the recommended order. If the commission determines that the amendment is not in compliance, it may sanction the local government as set forth in s. 163.3184(11).

- (e) An amendment adopted under the provisions of this section does not become effective until 31 days after adoption.

 If timely challenged, an amendment is not effective until the Administration Commission enters a final order determining the adopted amendment to be in compliance.
- (f) Parties to a proceeding under this section may enter into compliance agreements using the process in s. 163.3184(16).

 Any remedial amendment adopted pursuant to a settlement agreement shall be provided to the agencies and governments listed in paragraph (7)(a).
- (10) Any development within the autonomous planning area must be consistent with the local comprehensive plan.
- (11) Local governments identified in s. 163.32465 may choose to operate under the provisions of this section upon application to the state land planning agency.

Section 10. Section 163.3260, Florida Statutes, is created to read:

163.3260 Prohibition on duplication of local regulations.—
It is the intent of the Legislature to eliminate the duplication of regulatory authority in certain environmental reviews and permitting. A local government may not adopt any ordinance, regulation, rule, or policy for environmental reviews or environmental resource permitting if such reviews or permitting are already regulated by the Department of Environmental

Protection or a water management district. The water management

20111122 21-00519-11 581 districts may not duplicate any environmental reviews or 582 environmental resource permitting carried out by the Department 583 of Environmental Protection. Section 11. Except as otherwise expressly provided in this 584 585 act and except for this section, which shall take effect upon 586 this act becoming a law, this act shall take effect July 1, 587 2011.