By Senator Diaz

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A bill to be entitled An act relating to local government fiscal transparency; amending s. 11.40, F.S.; expanding the scope of the Legislative Auditing Committee review to include compliance with local government fiscal transparency requirements; amending s. 11.45, F.S.; providing procedures for the Auditor General and local governments to comply with the local government fiscal transparency requirements; amending ss. 125.045 and 166.021, F.S.; revising reporting requirements for certain local government economic development incentives; revising classifications for economic development incentives; requiring the Office of Economic and Demographic Research to compare certain results; transferring and renumbering s. 218.80, F.S., relating to the Public Bid Disclosure Act; creating part VIII of ch. 218, F.S., consisting of ss. 218.801, 218.803, 218.805, 218.81, 218.82, 218.83, 218.84, 218.88, and 218.89, F.S.; providing a short title; providing a purpose; defining terms; requiring local governments to post certain voting record information on their websites; requiring such websites to provide links to related websites; requiring such websites and the information on such websites to comply with a specified federal law; requiring property appraisers and local governments to post certain property tax information and history on their websites; requiring public notices for public hearings and meetings before certain tax increases or the issuance of new tax36-01768-20 20201702

supported debt; specifying noticing and advertising requirements for such public hearings and meetings; requiring local governments to conduct certain debt affordability analyses under specified conditions; requiring audits of local governments to include affidavits signed by the chair of the local government governing board; requiring specified information to accompany audits of local governments and to be filed with the Auditor General; providing a method to post certain required information for local governments that do not operate a website; amending ss. 215.97 and 218.32, F.S.; conforming cross-references; declaring that the act fulfills an important state interest; providing an effective date.

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

Section 1. Subsection (2) of section 11.40, Florida Statutes, is amended to read:

- 11.40 Legislative Auditing Committee.-
- (2) Following notification by the Auditor General, the Department of Financial Services, the Division of Bond Finance of the State Board of Administration, the Governor or his or her designee, or the Commissioner of Education or his or her designee of the failure of a local governmental entity, district school board, charter school, or charter technical career center to comply with the applicable provisions within s. 11.45(5)-(7), s. 218.32(1), s. 218.38, or s. 218.503(3), or part VIII of chapter 218, the Legislative Auditing Committee may schedule a

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hearing to determine if the entity should be subject to further state action. If the committee determines that the entity should be subject to further state action, the committee shall:

- (a) In the case of a local governmental entity or district school board, direct the Department of Revenue and the Department of Financial Services to withhold any funds not pledged for bond debt service satisfaction which are payable to such entity until the entity complies with the law. The committee shall specify the date that such action must begin, and the directive must be received by the Department of Revenue and the Department of Financial Services 30 days before the date of the distribution mandated by law. The Department of Revenue and the Department of Financial Services may implement this paragraph.
 - (b) In the case of a special district created by:
- 1. A special act, notify the President of the Senate, the Speaker of the House of Representatives, the standing committees of the Senate and the House of Representatives charged with special district oversight as determined by the presiding officers of each respective chamber, the legislators who represent a portion of the geographical jurisdiction of the special district, and the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the Department of Economic Opportunity shall proceed pursuant to s. 189.062 or s. 189.067. If the special district remains in noncompliance after the process set forth in s. 189.0651, or if a public hearing is not held, the Legislative Auditing Committee may request the department to proceed pursuant to s. 189.067(3).

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2. A local ordinance, notify the chair or equivalent of the local general-purpose government pursuant to s. 189.0652 and the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the department shall proceed pursuant to s. 189.062 or s. 189.067. If the special district remains in noncompliance after the process set forth in s. 189.0652, or if a public hearing is not held, the Legislative Auditing Committee may request the department to proceed pursuant to s. 189.067(3).

- 3. Any manner other than a special act or local ordinance, notify the Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the department shall proceed pursuant to s. 189.062 or s. 189.067(3).
- (c) In the case of a charter school or charter technical career center, notify the appropriate sponsoring entity, which may terminate the charter pursuant to ss. 1002.33 and 1002.34.

Section 2. Paragraphs (d) through (j) of subsection (7) of section 11.45, Florida Statutes, are redesignated as paragraphs (e) through (k), respectively, and a new paragraph (d) is added to that subsection, to read:

- 11.45 Definitions; duties; authorities; reports; rules.-
- (7) AUDITOR GENERAL REPORTING REQUIREMENTS.
- (d) During the Auditor General's review of audit reports, the Auditor General shall contact each local government, as defined in s. 218.805(2), that is not in compliance with part VIII of chapter 218 and request evidence of corrective action. The local government shall provide the Auditor General with evidence of the initiation of corrective action within 45 days

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after the date it is requested by the Auditor General and evidence of completion of corrective action within 180 days after the date it is requested by the Auditor General. If the local government fails to comply with the Auditor General's request or is unable to take corrective action within the required timeframe, the Auditor General shall notify the Legislative Auditing Committee.

Section 3. Subsection (5) of section 125.045, Florida Statutes, is amended to read:

125.045 County economic development powers.

- (5) (a) By January 15 of each year By January 15, 2011, and annually thereafter, each county shall report to the Office of Economic and Demographic Research the economic development incentives in excess of \$25,000 given to each business any business during the county's previous fiscal year. The Office of Economic and Demographic Research shall compile the information from the counties into a report and provide the report to the President of the Senate, the Speaker of the House of Representatives, and the Department of Economic Opportunity. Each county must identify whether the economic development incentives were provided directly by the county or by another entity on behalf of the county, as well as the source of local dollars and any state or federal dollars obligated for the incentive. Economic development incentives are classified as follows include:
- 1. Class I: Direct Financial incentives of monetary assistance provided to an individual a business from the county or through an organization authorized by the county. Such incentives include:, but are not limited to, grants, loans,

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based incentives, including, but not limited to, credits,

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refunds, exemptions, and property tax abatement or assessment reductions.

- 4. Below-market rate leases or deeds for real property.
- (b) A county shall report its economic development incentives in the format specified by the Office of Economic and Demographic Research.
- (c) The Office of Economic and Demographic Research shall compile the economic development incentives provided by each county in a manner that shows the total of each class of economic development incentives provided by each county and all counties. To the extent possible, the office shall compare the results of the economic development incentives provided by all counties to the results of state incentives provided within similar classes.

Section 4. Paragraph (e) of subsection (8) of section 166.021, Florida Statutes, is amended to read:

166.021 Powers.-

(8)

(e)1. By January 15 of each year By January 15, 2011, and annually thereafter, each municipality having annual revenues or expenditures greater than \$250,000 shall report to the Office of Economic and Demographic Research the economic development incentives in excess of \$25,000 given to each business any business during the municipality's previous fiscal year. The Office of Economic and Demographic Research shall compile the information from the municipalities into a report and provide the report to the President of the Senate, the Speaker of the House of Representatives, and the Department of Economic Opportunity. Each municipality must identify whether the

36-01768-20 20201702 204 economic development incentives were provided directly by the 205 municipality or by another entity on behalf of the municipality, 206 as well as the source of local dollars and any state or federal dollars obligated for the incentive. Economic development 207 208 incentives are classified as follows include: 209 a. Class I: Direct Financial incentives of monetary 210 assistance provided to an individual a business from the municipality or through an organization authorized by the 211 municipality. Such incentives include: , but are not limited to, 212 213 grants, loans, equity investments, loan insurance and 214 quarantees, and training subsidies. 215 (I) Grants. 216 (II) Tax-based credits, refunds, or exemptions. (III) Fee-based credits, refunds, or exemptions. 217 (IV) Loans, loan insurance, or loan guarantees. 218 219 (V) Below-market rate leases or deeds for real property. 220 (VI) Job training or recruitment. 221 (VII) Subsidized or discounted government services. 222 (VIII) Infrastructure improvements. 223 b. Class II: General assistance, services, and support 224 provided collectively to businesses with a common interest or 225 purpose. Such incentives include: 226 (I) Technical assistance and training. 227 (II) Business incubators and accelerators. 228 (III) Infrastructure improvements Indirect incentives in 229 the form of grants and loans provided to businesses and 230 community organizations that provide support to businesses or 231 promote business investment or development.

c. Class III: Business recruitment, retention, or expansion

36-01768-20 20201702 233 efforts provided to benefit an individual business or class of 234 businesses. Such incentives include: 235 (I) Marketing and market research. 236 (II) Trade missions and trade shows. 237 (III) Site selection. 238 (IV) Targeted assistance with the permitting and licensing 239 process. 240 (V) Business plan or project development Fee-based or tax-241 based incentives, including, but not limited to, credits, 242 refunds, exemptions, and property tax abatement or assessment 243 reductions. 244 d. Below-market rate leases or deeds for real property. 245 2. A municipality shall report its economic development 246 incentives in the format specified by the Office of Economic and 247 Demographic Research. 248 3. The Office of Economic and Demographic Research shall 249 compile the economic development incentives provided by each 250 municipality in a manner that shows the total of each class of 251 economic development incentives provided by each municipality 252 and all municipalities. To the extent possible, the office shall 253 compare the results of the economic development incentives 254 provided by all municipalities to the results of state 255 incentives provided in similar classes. 256 Section 5. Section 218.80, Florida Statutes, is transferred 257 and renumbered as section 218.795, Florida Statutes. 258 Section 6. Part VIII of chapter 218, Florida Statutes, 259 consisting of sections 218.801, 218.803, 218.805, 218.81, 260 218.82, 218.83, 218.84, 218.88, and 218.89, is created to read:

PART VIII

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LOCAL GOVERNMENT FISCAL TRANSPARENCY ACT

218.801 Short title.—This part may be cited as the "Local Government Fiscal Transparency Act."

218.803 Purpose.—The purpose of this part is to promote the fiscal transparency of local governments when using public funds by requiring additional public noticing of proposed local government actions that increase taxes, enact new taxes, extend expiring taxes, or issue tax-supported debt and requiring voting records of local governing bodies related to such actions to be easily and readily accessible by the public.

- 218.805 Definitions.—As used in this part, the term:
- (1) "Debt" means bonds, loans, promissory notes, leasepurchase agreements, certificates of participation, installment
 sales, leases, or any other financing mechanisms or financial
 arrangements, regardless of whether they are debt for legal
 purposes or for financing or refinancing the acquisition,
 construction, improvement, or purchase of capital outlay
 projects.
- (2) "Local government" means any county, municipality, school district, special district dependent upon a county or municipality, municipal service taxing unit, or independent special district, but does not include special dependent or independent districts established to provide hospital services, provided such special districts do not levy, assess, or collect ad valorem taxes.
 - (3) "Tax increase" means:
- (a) For ad valorem taxes, any increase in a local government's millage rate above the rolled-back rate as described in s. 200.065(1).

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(b) For all other taxes, an increase in the tax rate, the enactment of a new tax, or an extension of a tax.

- (4) "Tax-supported debt" means debt with a duration of more than 5 years secured in whole or in part by state or local tax levies, regardless of whether such security is direct or indirect or explicit or implicit, and includes debt for which annual appropriations pledged for payment are from government fund types receiving tax revenues or shared revenues from state tax sources. The term does not include debt secured solely by revenues generated by the project that is financed with the debt.
 - 218.81 Voting record access.—
- (1) Each local government shall post on its website, in a manner that is easily accessible to the public, a history of the voting record of each action taken by the local governing board that addressed a tax increase or new tax-supported debt issuance, except debt that was refinanced or refunded and that did not extend the term or increase the outstanding principal amount of the original debt, as follows:
- (a) By October 1, 2020, the voting record history from the preceding year.
- (b) By October 1, 2021, the voting record history from the preceding 2 years.
- (c) By October 1, 2022, the voting record history from the preceding 3 years.
- (d) By October 1, 2023, and each October 1 thereafter, the voting record history from the preceding 4 years.
- (2) The website must provide links to allow users to navigate to related websites if supporting details or

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documentation are available, and the websites and the information on those websites must comply with the Americans with Disabilities Act.

- (3) In each public notice of a tax increase or the issuance of new tax-supported debt, each local government shall include with the public notice the website address at which the voting records can be accessed.
 - 218.82 Property tax information and history.-
- (1) Each county property appraiser, as defined in s.

 192.001, shall maintain a website that includes, in a manner
 easily accessible to the public, links that provide access to:
- (a) The notice of proposed property taxes and non-ad valorem assessments required under s. 200.069 for each parcel of property in the county.
- (b) A history of the millage rate and the amount of tax levied by each taxing authority on each parcel in the county as follows:
- 1. By October 1, 2020, the history from the preceding 2 years.
- 2. By October 1, 2021, the history from the preceding 3 years.
- 3. By October 1, 2022, and each October 1 thereafter, the history from the preceding 4 years.
- This subsection does not apply to information that is otherwise exempt from public disclosure.
- (2) Each local government shall post on its website, in a manner that is easily accessible to the public, links that provide access to a history of each of its millage rates and the

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total annual amount of revenue generated by each of these levies, as follows:

- (a) By October 1, 2020, the history from the preceding 2 years.
- (b) By October 1, 2021, the history from the preceding 3 years.
- (c) By October 1, 2022, and each October 1 thereafter, the history from the preceding 4 years.
- 218.83 Expanded public noticing of tax increases and issuance of new tax-supported debt.—
- (1) For purposes of this section, the term "tax increase" does not include an ad valorem tax increase and the term "tax-supported debt" does not include debt approved by referendum and secured by ad valorem taxes.
- (2) A local government that intends to vote on a proposed tax increase or the issuance of new tax-supported debt shall advertise a public hearing to solicit public input concerning the proposed tax increase or the issuance of new tax-supported debt. This public hearing must occur at least 14 days before the scheduled date of the local governing board meeting to take a final vote on the proposed tax increase or the issuance of new tax-supported debt. Any hearing required under this subsection shall be held after 5 p.m. if scheduled on a day other than Saturday. A hearing may not be held on a Sunday. The general public must be allowed to speak and to ask questions relevant to the proposed tax increase or the issuance of new tax-supported debt. The local government shall provide public notice as provided in subsection (4).
 - (3) (a) If, following the public hearing, the local

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government intends to proceed with a vote to approve a tax
increase or the issuance of tax-supported debt, the local
government shall provide public notice in the manner set forth
in subsection (4) at least 10 days before the scheduled public
meeting date.

- (b) For a proposed tax increase, the notice shall also include, at a minimum:
- 1. A statement prominently posted that the local government intends to vote on a proposed tax, tax extension, or tax increase.
 - 2. The time and place of the public meeting.
- 3. The amount of the tax increase, including both the rate and the total amount of annual revenue expected to be generated and the expected annual revenue expressed as a percentage of the government's general fund revenue.
 - 4. A detailed explanation of the intended uses of the levy.
- 5. A statement indicating whether the local government expects to use the proceeds to secure debt.
- (c) For new tax-supported debt issuance, the notice shall also include, at a minimum:
- 1. A statement prominently posted that the local government intends to vote on a proposed new issuance of tax-supported debt.
 - 2. The time and place of the public meeting.
- 3. A truth-in-bonding statement in substantially the following form:
- "The ...(insert local government name)... is proposing to issue \$...(insert principal)... of debt or obligation for the purpose of ...(insert purpose).... This debt or obligation is

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408 issue) ... years. At a forecasted interest rate of ... (insert 409 rate of interest)..., total interest paid over the life of the 410 debt or obligation will be \$...(insert sum of interest 411 payments).... The source of repayment or security for this 412 proposal is the ...(insert the local government name)... 413 existing ... (insert fund).... Authorizing this debt or obligation will result in \$... (insert the annual amount)... of 414 415 ...(insert local government name)... (insert fund)... moneys not being available to finance the other services of the 416 417 ... (insert local government name) ... each year for ... (insert 418 the length of the debt or obligation) " 4. A description of the debt affordability ratios 419 420 calculated pursuant to s. 218.84 in substantially the following 421 form: "The following ratios measure the affordability of 422 423 outstanding and proposed new long-term, tax-supported debt 424 issued by...(insert local government name).... The ratios show 425 debt service as a percentage of the revenues available to 426 support the debt, including the new debt being proposed 427 ... (insert 5-year history and 2-year projection of debt 428 affordability ratio)...." 429 (4) The notice provided by a local government announcing a

expected to be repaid over a period of ... (insert term of

public hearing to take public input as provided in subsection

(2) or the public meeting to take a final vote as provided in

(a) The local government must advertise notice in a newspaper of general circulation in the county or counties in

which the local government exists. A local government may

subsection (3) must meet the following requirements:

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advertise in a geographically limited insert of a newspaper of
general circulation if the region encompassed by the insert
contains the jurisdictional boundaries of the local government.

The newspaper must be of general interest to readership in the
community and not one of limited subject matter pursuant to
chapter 50. The notice:

- 1. Must be at least one-quarter page in size in a newspaper of standard size or one-half page in size in a newspaper of tabloid size and the headline of the notice must be in at least 18-point font.
- 2. May not be placed in that portion of the newspaper in which legal notices and classified advertisements appear.
- 3. Must appear in a newspaper that is published at least 5 days a week unless the only newspaper in the county is published fewer than 5 days a week. If the notice appears in a geographically limited insert of a newspaper of general circulation, the insert must be one that is published at least twice a week throughout the local government's jurisdiction.

In lieu of publishing the notice, the local government may mail a copy of the notice to each elector residing within the jurisdiction of the local government.

- (b) The local government must post on its website in a manner that is easily accessible to the public the information required under subsections (2) and (3), as applicable.
- (5) This section does not apply to the refinancing or refunding of debt that does not extend the term or increase the outstanding principal amount of the original debt.
 - 218.84 Local government debt fiscal responsibility.

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(1) It is the public policy of this state to encourage local governments to exercise prudence in authorizing and issuing debt. Before a local government authorizes debt, it must consider its ability to meet its total debt service obligations in light of other demands on the local government's fiscal resources. Each local government shall perform a debt affordability analysis as set forth in subsection (2), and the governing board shall consider the analysis before approving the issuance of new tax-supported debt.

- (2) The debt affordability analysis shall, at a minimum, consist of the calculation of the local government's actual debt affordability ratio for the 5 fiscal years before the year the debt is expected to be issued and a projection of the ratio for at least the first 2 fiscal years in which the debt is expected to be issued. The analysis shall include a comparison of the debt affordability ratio with and without the new debt issuance.
- (3) The debt affordability ratio for a given fiscal year shall be a ratio:
- (a) The numerator of which is the total annual debt service for outstanding tax-supported debt of the local government.
- (b) The denominator of which is the total annual revenues available to pay debt service on outstanding tax-supported debt of the local government.
- 218.88 Audits.—Audits of financial statements of local governments that are performed by a certified public accountant pursuant to s. 218.39 and submitted to the Auditor General must be accompanied by an affidavit executed by the chair of the governing board of the local government, as a separate document, stating that the local government has complied with this part

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and must be filed with the Auditor General or, if the local government has not complied with this part, the affidavit shall include a description of the noncompliance and corrective action taken by the local government to correct the noncompliance and to prevent such noncompliance in the future.

218.89 Local government websites.—If a local government is required under this part to post information on its website but does not operate an official website, the local government must provide the county or counties in which the local government is located the information required to be posted, and each such county shall post the required information on its website.

Section 7. Paragraph (a) of subsection (2) of section 215.97, Florida Statutes, is amended to read:

215.97 Florida Single Audit Act.-

- (2) As used in this section, the term:
- (a) "Audit threshold" means the threshold amount used to determine when a state single audit or project-specific audit of a nonstate entity shall be conducted in accordance with this section. Each nonstate entity that expends a total amount of state financial assistance equal to or in excess of \$750,000 in any fiscal year of such nonstate entity shall be required to have a state single audit or a project-specific audit for such fiscal year in accordance with the requirements of this section. After consulting with the Executive Office of the Governor, the Department of Financial Services, and all state awarding agencies, the Auditor General shall periodically review the threshold amount for requiring audits under this section and may recommend any appropriate statutory change to revise the threshold amount in the annual report submitted to the

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Legislature pursuant to s. 11.45(7)(i) s. 11.45(7)(h).

Section 8. Paragraph (e) of subsection (1) of section 218.32, Florida Statutes, is amended to read:

218.32 Annual financial reports; local governmental entities.—

(1)

(e) Each local governmental entity that is not required to provide for an audit under s. 218.39 must submit the annual financial report to the department no later than 9 months after the end of the fiscal year. The department shall consult with the Auditor General in the development of the format of annual financial reports submitted pursuant to this paragraph. The format must include balance sheet information used by the Auditor General pursuant to $\underline{s.\ 11.45(7)(g)}\ \underline{s.\ 11.45(7)(f)}$. The department must forward the financial information contained within the annual financial reports to the Auditor General in electronic form. This paragraph does not apply to housing authorities created under chapter 421.

Section 9. The Legislature finds that this act fulfills an important state interest.

Section 10. This act shall take effect July 1, 2020.