Florida Senate - 2002

CS for SB 102

 ${\bf By}$ the Committee on Comprehensive Planning, Local and Military Affairs; and Senator Constantine

ĺ	316-2263A-02
1	A bill to be entitled
2	An act relating to community redevelopment;
3	amending s. 163.340, F.S.; revising
4	definitions; amending s. 163.355, F.S.,
5	providing additional criteria for a finding of
6	necessity for community redevelopment; amending
7	s. 163.356, F.S.; allowing certain charter
8	counties to create multiple community
9	redevelopment agencies within the
10	unincorporated county areas; providing for the
11	membership of the board of commissioners of the
12	community redevelopment agency; amending s.
13	163.361, F.S.; requiring the appropriate
14	governing body to hold public hearings and
15	provide notice to taxing authorities concerning
16	modifications of community redevelopment plans;
17	amending s. 163.362, F.S.; providing a deadline
18	for completing projects in a community
19	redevelopment plan; amending s. 163.385, F.S.;
20	revising provisions relating to issuance and
21	maturation of refunding bonds; amending s.
22	163.387, F.S.; providing time limitations on
23	the annual appropriation made by each taxing
24	authority after the initial community
25	redevelopment plan has been approved; providing
26	that certain special districts are exempt from
27	providing tax-increment dollars to the
28	community redevelopment trust fund; amending s.
29	163.410, F.S.; providing that the governing
30	body of a charter county must act on a
31	delegation-of-powers request within a specific

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CS for SB 102

1 timeframe; providing for applicability; 2 providing an effective date. 3 4 Be It Enacted by the Legislature of the State of Florida: 5 б Section 1. Subsections (3), (7), and (8) of section 7 163.340, Florida Statutes, are amended to read: 8 163.340 Definitions.--The following terms, wherever 9 used or referred to in this part, have the following meanings: 10 (3) "Governing body" means the council, commission, or 11 other legislative body charged with governing the county or 12 municipality. 13 (7) "Slum area" means an area having physical or economic conditions conducive to disease, infant mortality, 14 juvenile delinquency, poverty, or crime because in which there 15 is a predominance of buildings or improvements, whether 16 17 residential or nonresidential, which are impaired by reason of 18 dilapidation, deterioration, age, or obsolescence and 19 exhibiting one or more of the following factors: + 20 (a) Inadequate provision for ventilation, light, air, 21 sanitation, or open spaces; 22 (b) High density of population, compared to the population density of adjacent areas within the county or 23 24 municipality; and overcrowding, as indicated by government 25 maintained statistics or other studies and the requirements of the Florida Building Code; or 26 27 (c) The existence of conditions that which endanger 28 life or property by fire or other causes; or any combination 29 of such factors is conducive to ill health, transmission of 30 disease, infant mortality, juvenile delinquency, or crime and 31

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   is detrimental to the public health, safety, morals, or
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   welfare.
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           (8)
                "Blighted area" means an area in which there are
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    either:
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          (a) An area in which there are a substantial number of
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    slum, deteriorated, or deteriorating structures, in which and
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    conditions, as indicated by government-maintained statistics
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    or other studies, are leading that lead to economic distress
    or endanger life or property, and in which two or more of the
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    following factors are present by fire or other causes or one
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   or more of the following factors that substantially impairs or
   arrests the sound growth of a county or municipality and is a
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   menace to the public health, safety, morals, or welfare in its
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   present condition and use:
          (a) 1. Predominance of defective or inadequate street
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    layout, parking facilities, roadways, bridges or public
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17
    transportation facilities;
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          (b) Aggregate assessed values of real property in the
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    area for ad valorem tax purposes have failed to show any
    appreciable increase over the 5 years prior to the finding of
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    such condition;
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          (c)<del>2.</del> Faulty lot layout in relation to size, adequacy,
    accessibility, or usefulness;
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          (d)3. Unsanitary or unsafe conditions;
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          (e)4. Deterioration of site or other improvements;
          (f)5. Inadequate and outdated building density
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   patterns;
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          (g) Falling lease rates per square foot of office,
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    commercial, or industrial space compared to the remainder of
   the county or municipality;
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1	(h) 6. Tax or special assessment delinquency exceeding
2	the fair value of the land;
3	(i) Residential and commercial vacancy rates higher in
4	the area than in the remainder of the county or municipality;
5	(j) Incidence of crime in the area higher than in the
6	remainder of the county or municipality;
7	(k) Fire and emergency medical service calls to the
8	area proportionately higher than in the remainder of the
9	county or municipality;
10	(1) A greater number of violations of the Florida
11	Building Code in the area than the number of violations
12	recorded in the remainder of the county or municipality;
13	7. Inadequate transportation and parking facilities;
14	and
15	(m) 8. Diversity of ownership or defective or unusual
16	conditions of title which prevent the free alienability of
17	land within the deteriorated or hazardous area; or
18	(n) Governmentally owned property with adverse
19	environmental conditions caused by a public or private entity.
20	(b) An area in which there exists faulty or inadequate
21	street layout; inadequate parking facilities; or roadways,
22	bridges, or public transportation facilities incapable of
23	handling the volume of traffic flow into or through the area,
24	either at present or following proposed construction.
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26	However, the term "blighted area" also means any area in which
27	at least one of the factors identified in paragraphs (a)
28	through (n) are present and all taxing authorities subject to
29	s. 163.387(2)(a) agree, either by interlocal agreement or
30	agreements with the agency or by resolution, which agreement
31	or resolution shall only determine that the area is blighted.

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1 For purposes of qualifying for the tax credits authorized in 2 chapter 220, "blighted area" means an area as defined in this 3 subsection described in paragraph (a). Section 2. Section 163.355, Florida Statutes, is 4 5 amended to read: б 163.355 Finding of necessity by county or 7 municipality. -- No county or municipality shall exercise the 8 community redevelopment authority conferred by this part until 9 after the governing body has adopted a resolution, supported 10 by data and analysis, which makes a legislative finding that 11 the conditions in the area meet the criteria described in s. 163.340(7) or (8). The resolution must state finding that: 12 13 (1) One or more slum or blighted areas, or one or more areas in which there is a shortage of housing affordable to 14 residents of low or moderate income, including the elderly, 15 exist in such county or municipality; and, 16 17 (2) The rehabilitation, conservation, or redevelopment, or a combination thereof, of such area or 18 19 areas, including, if appropriate, the development of housing which residents of low or moderate income, including the 20 elderly, can afford, is necessary in the interest of the 21 22 public health, safety, morals, or welfare of the residents of such county or municipality. 23 24 Section 3. Subsections (1) and (2) of section 163.356, Florida Statutes, are amended to read: 25 26 163.356 Creation of community redevelopment agency.--27 (1) Upon a finding of necessity as set forth in s. 28 163.355, and upon a further finding that there is a need for a 29 community redevelopment agency to function in the county or 30 municipality to carry out the community redevelopment purposes 31 of this part, any county or municipality may create a public 5

body corporate and politic to be known as a "community 1 2 redevelopment agency." A charter county having a population 3 less than or equal to 1.6 million may create, by a vote of at 4 least a majority plus one of the entire governing body of the 5 charter county, more than one community redevelopment agency. б Each such agency shall be constituted as a public 7 instrumentality, and the exercise by a community redevelopment agency of the powers conferred by this part shall be deemed 8 9 and held to be the performance of an essential public 10 function. The community redevelopment agency of a county has 11 the power to function within the corporate limits of a municipality only as, if, and when the governing body of the 12 13 municipality has by resolution concurred in the community 14 redevelopment plan proposed by the governing body of the 15 county. (2) When the governing body adopts a resolution 16 17 declaring the need for a community redevelopment agency, that body shall, by ordinance, appoint a board of commissioners of 18 19 the community redevelopment agency, which shall consist of not 20 fewer than five or more than nine seven commissioners. The 21 terms of office of the commissioners shall be for 4 years, except that three of the members first appointed shall be 22 designated to serve terms of 1, 2, and 3 years, respectively, 23 24 from the date of their appointments, and all other members 25 shall be designated to serve for terms of 4 years from the date of their appointments. A vacancy occurring during a term 26 shall be filled for the unexpired term. 27 28 Section 4. Section 163.361, Florida Statutes, is 29 amended to read: 30 163.361 Modification of community redevelopment

31 plans.--

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1	(1) If at any time after the approval of a community
2	redevelopment plan by the governing body it becomes necessary
3	or desirable to amend or modify such plan, the governing body
4	may amend such plan upon the recommendation of the agency. The
5	agency recommendation to amend or modify a redevelopment plan
6	may include a change in the boundaries of the redevelopment
7	area to add land to or exclude land from the redevelopment
8	area, or may include the development and implementation of
9	community policing innovations.
10	(2) The governing body shall hold a public hearing on
11	any a proposed modification of a community redevelopment plan
12	after public notice thereof by publication in a newspaper
13	having a general circulation in the area of operation of the
14	agency.
15	(3) In addition to the requirements of s. 163.346, and
16	prior to the adoption of any modification to a community
17	redevelopment plan that expands the boundaries of the
18	community redevelopment area or extends the time certain set
19	forth in the redevelopment plan as required by s. $163.362(10)$,
20	the agency shall report such proposed modification to each
21	taxing authority in writing or by an oral presentation, or
22	both, regarding such proposed modification.
23	(4) A modification to a community redevelopment plan
24	that includes a change in the boundaries of the redevelopment
25	area to add land must be supported by a resolution as provided
26	<u>in s. 163.355.</u>
27	(5)(3) If a community redevelopment plan is modified
28	by the county or municipality after the lease or sale of real
29	property in the community redevelopment area, such
30	modification may be conditioned upon such approval of the
31	owner, lessee, or successor in interest as the county or
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1 municipality may deem advisable and, in any event, shall be 2 subject to such rights at law or in equity as a lessee or 3 purchaser, or his or her successor or successors in interest, 4 may be entitled to assert. 5 Section 5. Subsection (10) of section 163.362, Florida б Statutes, is amended to read: 7 163.362 Contents of community redevelopment 8 plan.--Every community redevelopment plan shall: 9 (10) Provide a time certain for completing all 10 redevelopment financed by increment revenues. Such time 11 certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended 12 pursuant to s. 163.361(1). However, for any agency created 13 14 after July 1, 2002, the time certain for completing all redevelopment financed by increment revenues must occur within 15 40 years after the fiscal year in which the plan is approved 16 17 or adopted. Section 6. Paragraph (a) of subsection (1) of section 18 19 163.385, Florida Statutes, is amended to read: 163.385 Issuance of revenue bonds.--20 (1)(a) When authorized or approved by resolution or 21 22 ordinance of the governing body, a county, municipality, or community redevelopment agency has power in its corporate 23 24 capacity, in its discretion, to issue redevelopment revenue 25 bonds from time to time to finance the undertaking of any community redevelopment under this part, including, without 26 limiting the generality thereof, the payment of principal and 27 28 interest upon any advances for surveys and plans or 29 preliminary loans, and has power to issue refunding bonds for 30 the payment or retirement of bonds or other obligations 31 previously issued. For any agency created before July 1, 2002, 8

1 any redevelopment revenue bonds or other obligations issued to 2 finance the undertaking of any community redevelopment under 3 this part shall mature within 60 years after the end of the fiscal year in which the initial community redevelopment plan 4 5 was approved or adopted. For any agency created on or after б July 1, 2002, any redevelopment revenue bond or other 7 obligations issued to finance the undertaking of any community 8 redevelopment under this part must mature within 40 years after the end of the fiscal year in which the initial 9 10 community redevelopment plan is approved or adopted. However, 11 in no event shall any redevelopment revenue bonds or other obligations issued to finance the undertaking of any community 12 redevelopment under this part mature later than the expiration 13 of the plan in effect at the time such bonds or obligations 14 were issued. The security for such bonds may be based upon the 15 anticipated assessed valuation of the completed community 16 17 redevelopment and such other revenues as are legally 18 available. Any bond, note, or other form of indebtedness 19 pledging increment revenues to the repayment thereof shall mature no later than the end of the 30th fiscal year after the 20 fiscal year in which increment revenues are first deposited 21 into the redevelopment trust fund or the fiscal year in which 22 the plan is subsequently amended. However, for any agency 23 24 created on or after July 1, 2002, any form of indebtedness 25 pledging increment revenues to the repayment thereof must mature by the 40th year after the fiscal year in which the 26 27 initial community redevelopment plan is approved or adopted. 28 However, any refunding bonds issued pursuant to this paragraph 29 may not mature later than the final maturity date of any bonds or other obligations issued pursuant to this paragraph being 30 31 paid or retired with the proceeds of such refunding bonds.

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1 Section 7. Subsections (1), (2) and (6) of section 2 163.387, are amended to read: 3 163.387 Redevelopment trust fund.--4 (1) After approval of a community redevelopment plan, 5 there shall be established for each community redevelopment б agency created under s. 163.356 a redevelopment trust fund. 7 Funds allocated to and deposited into this fund shall be used 8 by the agency to finance or refinance any community 9 redevelopment it undertakes pursuant to the approved community 10 redevelopment plan. No community redevelopment agency may 11 receive or spend any increment revenues pursuant to this section unless and until the governing body has, by ordinance, 12 provided for the funding of the redevelopment trust fund for 13 the duration of a community redevelopment plan. Such ordinance 14 may be adopted only after the governing body has approved a 15 community redevelopment plan. The annual funding of the 16 17 redevelopment trust fund shall be in an amount not less than that increment in the income, proceeds, revenues, and funds of 18 19 each taxing authority derived from or held in connection with 20 the undertaking and carrying out of community redevelopment under this part. Such increment shall be determined annually 21 22 and shall be that amount equal to 95 percent of the difference 23 between:

24 (a) The amount of ad valorem taxes levied each year by 25 each taxing authority, exclusive of any amount from any debt service millage, on taxable real property contained within the 26 27 geographic boundaries of a community redevelopment area; and (b) The amount of ad valorem taxes which would have 28 29 been produced by the rate upon which the tax is levied each year by or for each taxing authority, exclusive of any debt 30 31 service millage, upon the total of the assessed value of the

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1 taxable real property in the community redevelopment area as 2 shown upon the most recent assessment roll used in connection 3 with the taxation of such property by each taxing authority 4 prior to the effective date of the ordinance providing for the 5 funding of the trust fund.

7 However, the governing body of any county as defined in s. 8 125.011(1) may, in the ordinance providing for the funding of 9 a trust fund established with respect to any community 10 redevelopment area created on or after July 1, 1994, determine 11 that the amount to be funded by each taxing authority annually shall be less than 95 percent of the difference between 12 paragraphs (a) and (b), but in no event shall such amount be 13 less than 50 percent of such difference. 14

(2)(a) Except for the purpose of funding the trust 15 fund pursuant to subsection (3), upon the adoption of an 16 17 ordinance providing for funding of the redevelopment trust fund as provided in this section, each taxing authority shall, 18 19 by January 1 of each year, appropriate to the trust fund for 20 so long as any indebtedness pledging increment revenues to the payment thereof is outstanding (but not to exceed 30 years) a 21 sum that is no less than the increment as defined and 22 determined in subsection (1) accruing to such taxing 23 24 authority. If the community redevelopment plan is amended or 25 modified pursuant to s. 163.361(1), each such taxing authority shall make the annual appropriation for a period not to exceed 26 30 years after the date the governing body amends the plan. 27 28 However, for any agency created on or after July 1, 2002, each 29 taxing authority shall make the annual appropriation for a 30 period not to exceed 40 years after the fiscal year in which 31

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1 the initial community redevelopment plan is approved or 2 adopted. 3 (b) Any taxing authority that does not pay the 4 increment to the trust fund by January 1 shall pay to the 5 trust fund an amount equal to 5 percent of the amount of the б increment and shall pay interest on the amount of the 7 increment equal to 1 percent for each month the increment is 8 outstanding. 9 (c) The following public bodies or taxing authorities 10 created prior to July 1, 1993, are exempt from paragraph (a): 11 1. A special district that levies ad valorem taxes on taxable real property in more than one county. 12 13 A special district the sole available source of 2. 14 revenue of which is ad valorem taxes at the time an ordinance is adopted under this section. 15 A library district, except a library district in a 16 3. 17 jurisdiction where the community redevelopment agency had validated bonds as of April 30, 1984. 18 19 4. A neighborhood improvement district created under 20 the Safe Neighborhoods Act. A metropolitan transportation authority. 21 5. 22 6. A water management district created under s. 23 373.069. 24 (d)1. A local governing body that creates a community 25 redevelopment agency under s. 163.356 may exempt from paragraph (a) a special district that levies ad valorem taxes 26 27 within that community redevelopment area. The local governing 28 body may grant the exemption either in its sole discretion or 29 in response to the request of the special district. The local governing body must establish procedures by which a special 30 31 12

1 district may submit a written request to be exempted from 2 paragraph (a) within 120 days after July 1, 1993. 3 In deciding whether to deny or grant a special 2. 4 district's request for exemption from paragraph (a), the local 5 governing body must consider: б Any additional revenue sources of the community a. 7 redevelopment agency which could be used in lieu of the 8 special district's tax increment. 9 b. The fiscal and operational impact on the community 10 redevelopment agency. 11 The fiscal and operational impact on the special c. district. 12 13 d. The benefit to the specific purpose for which the special district was created. The benefit to the special 14 district must be based on specific projects contained in the 15 approved community redevelopment plan for the designated 16 17 community redevelopment area. The impact of the exemption on incurred debt and 18 e. 19 whether such exemption will impair any outstanding bonds that 20 have pledged tax increment revenues to the repayment of the 21 bonds. f. The benefit of the activities of the special 22 district to the approved community redevelopment plan. 23 24 q. The benefit of the activities of the special 25 district to the area of operation of the local governing body 26 that created the community redevelopment agency. 27 The local governing body must hold a public hearing 3. 28 on a special district's request for exemption after public 29 notice of the hearing is published in a newspaper having a 30 general circulation in the county or municipality that created 31 the community redevelopment area. The notice must describe 13

1 the time, date, place, and purpose of the hearing and must 2 identify generally the community redevelopment area covered by 3 the plan and the impact of the plan on the special district 4 that requested the exemption.

5 4. If a local governing body grants an exemption to a 6 special district under this paragraph, the local governing 7 body and the special district must enter into an interlocal 8 agreement that establishes the conditions of the exemption, 9 including, but not limited to, the period of time for which 10 the exemption is granted.

5. If a local governing body denies a request for exemption by a special district, the local governing body shall provide the special district with a written analysis specifying the rationale for such denial. This written analysis must include, but is not limited to, the following information:

a. A separate, detailed examination of eachconsideration listed in subparagraph 2.

b. Specific examples of how the approved communityredevelopment plan will benefit, and has already benefited,the purpose for which the special district was created.

6. The decision to either deny or grant an exemption must be made by the local governing body within 120 days after the date the written request was submitted to the local governing body pursuant to the procedures established by such local governing body.

(6) Moneys in the redevelopment trust fund may be expended from time to time for <u>undertakings of a community</u> <u>redevelopment agency which are the following purposes, when</u> directly related to financing or refinancing of redevelopment in a community redevelopment area pursuant to an approved

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1 community redevelopment plan for the following purposes 2 including, but not limited to: 3 (a) Administrative and overhead expenses necessary or 4 incidental to the implementation of a community redevelopment 5 plan adopted by the agency. б (b) Expenses of redevelopment planning, surveys, and 7 financial analysis, including the reimbursement of the 8 governing body or the community redevelopment agency for such 9 expenses incurred before the redevelopment plan was approved 10 and adopted. 11 (c) The acquisition of real property in the 12 redevelopment area. 13 (d) The clearance and preparation of any redevelopment 14 area for redevelopment and relocation of site occupants as provided in s. 163.370. 15 (e) The repayment of principal and interest or any 16 redemption premium for loans, advances, bonds, bond 17 anticipation notes, and any other form of indebtedness. 18 19 (f) All expenses incidental to or connected with the 20 issuance, sale, redemption, retirement, or purchase of agency 21 bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or 22 account provided for in the ordinance or resolution 23 24 authorizing such bonds, notes, or other form of indebtedness. 25 The development of affordable housing within the (g) 26 area. 27 The development of community policing innovations. (h) 28 Section 8. Section 163.410, Florida Statutes, is 29 amended to read: 30 163.410 Exercise of powers in counties with home rule 31 charters.--In any county which has adopted a home rule 15 **CODING:**Words stricken are deletions; words underlined are additions.

1 charter, the powers conferred by this part shall be exercised 2 exclusively by the governing body of such county. However, the 3 governing body of any such county which has adopted a home rule charter may, in its discretion, by resolution delegate 4 5 the exercise of the powers conferred upon the county by this б part within the boundaries of a municipality to the governing 7 body of such a municipality. Such a delegation to a 8 municipality shall confer only such powers upon a municipality 9 as shall be specifically enumerated in the delegating 10 resolution. Any power not specifically delegated shall be 11 reserved exclusively to the governing body of the county. This section does not affect any community redevelopment agency 12 created by a municipality prior to the adoption of a county 13 home rule charter. Unless otherwise provided by an existing 14 ordinance, resolution, or interlocal agreement between any 15 such county and a municipality, the governing body of the 16 17 county that has adopted a home rule charter shall act on any request from a municipality for a delegation of powers or a 18 19 change in an existing delegation of powers within 120 days 20 after the receipt of all required documentation or such 21 request shall be immediately sent to the governing body for 22 consideration. Section 9. (1) Amendments to part III of chapter 163, 23 24 Florida Statutes, as provided by this act, do not apply to any 25 ordinance or resolution authorizing the issuance of any bond, note, or other form of indebtedness to which are pledged 26 27 increment revenues pursuant to a community development plan, 28 or amendment or modification thereto, as approved or adopted 29 before July 1, 2002. 30 (2) Amendments to part III of chapter 163, Florida 31 Statutes, as provided by this act, shall not apply to any 16

1 ordinance, resolution, interlocal agreement, or written agreement effective before July 1, 2002, which provides for 2 3 the delegation of community redevelopment powers. (3) Sections 1, 2, 4, and 5 of this act do not apply 4 5 to nor affect, directly or indirectly, any community б development agency created before July 1, 2002, unless the 7 community redevelopment area is expanded on or after July 1, 8 2002, in which case only sections 1 and 2 of this act shall 9 apply only to such expanded area. 10 (4) Sections 1, 2, 4, and 5 of this act do not apply 11 to nor shall affect, directly or indirectly, any municipality that has adopted its finding of necessity on or before August 12 1, 2002, and has adopted its community redevelopment plan on 13 or before December 31, 2002. 14 (5) Sections 1, 2, 4, and 5 of this act do not apply 15 to nor shall affect, directly or indirectly, any municipality 16 17 that has submitted its finding of necessity or application for approval of a community redevelopment plan, or to amend an 18 19 existing community redevelopment plan, to a county that has adopted a home rule charter and that has delegated powers to 20 that municipality pursuant to section 163.410, Florida 21 22 Statutes, before August 1, 2002. (6) Amendments to part III of chapter 163, Florida 23 24 Statutes, as provided by this act, do not apply to any county 25 as defined in section 125.011(1), Florida Statutes, or any municipality located therein. 26 27 Section 10. This act shall take effect July 1, 2002. 28 29 30 31 17

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
2	COMMITTEE SUBSTITUTE FOR Senate Bill 102
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5	This bill revises statutory provisions relating to community redevelopment agencies (CRAs) set forth in
6	part III of chapter 163, F.S. Current definitions of "slum area" and "blighted area" are substantially amended to restrict the areas to which these definitions
7	apply. The bill revises current statutory provision governing a finding of necessity to require a local
8	government to adopt a resolution, supported by a detailed justification, that finds conditions in the
9	area meet the revised definition of "slum area" or of a "blighted area" prior to establishing a CRA.
10	The bill also requires that before a community
11	redevelopment plan is modified, the CRA must notify each taxing authority of the proposed modification and
12	requires that any change in the boundaries of the redevelopment area to add land must be supported by a
13	resolution with accompanying justification.
14	The bill expands the maximum number of commissioners sitting on the board of a CRA from seven to nine, and
15	allows more than one CRA to be created in certain charter counties.
16	The bill also limits the time period each taxing
17	authority is required to appropriate incremental ad valorem tax revenues to a redevelopment trust fund to no
18	more than 40 years after the date of approval or
19	adoption of the initial plan, regardless of whether the CRA amends its plan, and mandates a time certain for completing all redevelopment financed by increment
20	revenues of within 40 years after the fiscal year in which the plan is approved or adopted. Similarly, the
21	maturity date for redevelopment revenue bonds and repayment bonds issued by CRAs created on or after July
22	1, 2002 is limited to 40 years.
23	This bill includes a number of specific exclusion to application of the provisions of the bill.
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