1 A bill to be entitled 2 An act relating to coastal redevelopment hazard 3 mitigation; providing a popular name; amending 4 s. 163.3164, F.S.; defining the term "local 5 hazard mitigation strategy"; amending s. 6 163.3177, F.S.; providing an additional 7 requirement in the comprehensive plan concerning hazard mitigation; amending s. 8 9 163.3178, F.S.; revising language with respect to coastal management; authorizing a 10 demonstration project in certain counties to 11 12 allow for the redevelopment of coastal areas within the designated coastal high hazard area; 13 14 providing conditions; providing for application by a local government; providing for a written 15 agreement between the state land planning 16 17 agency and the local government; providing for 18 a progress report; amending ss. 186.515, 19 288.975, and 369.303, F.S.; correcting cross-references to conform; amending s. 20 21 380.06, F.S.; providing presumptions with respect to whether an extension of the date of 22 23 a buildout or phase in an areawide development plan constitutes a substantial deviation; 24 amending s. 163.3174, F.S.; providing local 25 26 planning authority for certain municipalities 27 in certain charter counties; providing an effective date. 28 29 30 Be It Enacted by the Legislature of the State of Florida: 31

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Section 1. <u>Popular name.--This act may be cited as the "Coastal Redevelopment Hazard Mitigation Demonstration Project Act."</u>

Section 2. 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:

- (1) "Administration Commission" means the Governor and the Cabinet, and for purposes of this chapter the commission shall act on a simple majority vote, except that for purposes of imposing the sanctions provided in s. 163.3184(11), affirmative action shall require the approval of the Governor and at least three other members of the commission.
- (2) "Area" or "area of jurisdiction" means the total area qualifying under the provisions of this act, whether this be all of the lands lying within the limits of an incorporated municipality, lands in and adjacent to incorporated municipalities, all unincorporated lands within a county, or areas comprising combinations of the lands in incorporated municipalities and unincorporated areas of counties.
- (3) "Coastal area" means the 35 coastal counties and all coastal municipalities within their boundaries designated coastal by the state land planning agency.
- (4) "Comprehensive plan" means a plan that meets the requirements of ss. 163.3177 and 163.3178.
- (5) "Developer" means any person, including a governmental agency, undertaking any development as defined in this act.
- (6) "Development" has the meaning given it in s. 380.04.

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1 (7) "Development order" means any order granting, 2 denying, or granting with conditions an application for a 3 development permit.

- (8) "Development permit" includes any building permit, zoning permit, subdivision approval, rezoning, certification, special exception, variance, or any other official action of local government having the effect of permitting the development of land.
- (9) "Governing body" means the board of county commissioners of a county, the commission or council of an incorporated municipality, or any other chief governing body of a unit of local government, however designated, or the combination of such bodies where joint utilization of the provisions of this act is accomplished as provided herein.
 - (10) "Governmental agency" means:
- (a) The United States or any department, commission, agency, or other instrumentality thereof.
- (b) This state or any department, commission, agency, or other instrumentality thereof.
- (c) Any local government, as defined in this section, or any department, commission, agency, or other instrumentality thereof.
- (d) Any school board or other special district, authority, or governmental entity.
- (11) "Land" means the earth, water, and air, above, below, or on the surface, and includes any improvements or structures customarily regarded as land.
- (12) "Land use" means the development that has occurred on the land, the development that is proposed by a developer on the land, or the use that is permitted or permissible on the land under an adopted comprehensive plan or

element or portion thereof, land development regulations, or a land development code, as the context may indicate.

- (13) "Local government" means any county or municipality.
- (14) "Local hazard mitigation strategy" means a local plan required under Section 322, Mitigation Planning, of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, enacted by Section 104 of the Disaster Mitigation Act of 2000 (Pub. L. No. 106-390) to promote hazard mitigation and to manage disaster redevelopment.
- $\underline{(15)(14)}$ "Local planning agency" means the agency designated to prepare the comprehensive plan or plan amendments required by this act.
- (16)(15) A "newspaper of general circulation" means a newspaper published at least on a weekly basis and printed in the language most commonly spoken in the area within which it circulates, but does not include a newspaper intended primarily for members of a particular professional or occupational group, a newspaper whose primary function is to carry legal notices, or a newspaper that is given away primarily to distribute advertising.
- (17)(16) "Parcel of land" means any quantity of land capable of being described with such definiteness that its locations and boundaries may be established, which is designated by its owner or developer as land to be used, or developed as, a unit or which has been used or developed as a unit.
- (18)(17) "Person" means an individual, corporation, governmental agency, business trust, estate, trust, partnership, association, two or more persons having a joint or common interest, or any other legal entity.

(19)(18) "Public notice" means notice as required by s. 125.66(2) for a county or by s. 166.041(3)(a) for a municipality. The public notice procedures required in this part are established as minimum public notice procedures.

(20)(19) "Regional planning agency" means the agency designated by the state land planning agency to exercise responsibilities under law in a particular region of the state.

 $\underline{(21)(20)}$ "State land planning agency" means the Department of Community Affairs.

 $\underline{(22)(21)}$ "Structure" has the meaning given it by s. 380.031(19).

(23)(22) "Land development regulation commission" means a commission designated by a local government to develop and recommend, to the local governing body, land development regulations which implement the adopted comprehensive plan and to review land development regulations, or amendments thereto, for consistency with the adopted plan and report to the governing body regarding its findings. The responsibilities of the land development regulation commission may be performed by the local planning agency.

(24)(23) "Land development regulations" means ordinances enacted by governing bodies for the regulation of any aspect of development and includes any local government zoning, rezoning, subdivision, building construction, or sign regulations or any other regulations controlling the development of land, except that this definition shall not apply in s. 163.3213.

(25)(24) "Public facilities" means major capital
improvements, including, but not limited to, transportation,
sanitary sewer, solid waste, drainage, potable water,

educational, parks and recreational, and health systems and facilities, and spoil disposal sites for maintenance dredging located in the intracoastal waterways, except for spoil disposal sites owned or used by ports listed in s. 403.021(9)(b).

(26)(25) "Downtown revitalization" means the physical and economic renewal of a central business district of a community as designated by local government, and includes both downtown development and redevelopment.

(27)(26) "Urban redevelopment" means demolition and reconstruction or substantial renovation of existing buildings or infrastructure within urban infill areas or existing urban service areas.

(28)(27) "Urban infill" means the development of vacant parcels in otherwise built-up areas where public facilities such as sewer systems, roads, schools, and recreation areas are already in place and the average residential density is at least five dwelling units per acre, the average nonresidential intensity is at least a floor area ratio of 1.0 and vacant, developable land does not constitute more than 10 percent of the area.

(29)(28) "Projects that promote public transportation" means projects that directly affect the provisions of public transit, including transit terminals, transit lines and routes, separate lanes for the exclusive use of public transit services, transit stops (shelters and stations), office buildings or projects that include fixed-rail or transit terminals as part of the building, and projects which are transit oriented and designed to complement reasonably proximate planned or existing public facilities.

(30)(29) "Existing urban service area" means built-up areas where public facilities and services such as sewage treatment systems, roads, schools, and recreation areas are already in place.

(31)(30) "Transportation corridor management" means the coordination of the planning of designated future transportation corridors with land use planning within and adjacent to the corridor to promote orderly growth, to meet the concurrency requirements of this chapter, and to maintain the integrity of the corridor for transportation purposes.

(32)(31) "Optional sector plan" means an optional process authorized by s. 163.3245 in which one or more local governments by agreement with the state land planning agency are allowed to address development-of-regional-impact issues within certain designated geographic areas identified in the local comprehensive plan as a means of fostering innovative planning and development strategies in s. 163.3177(11)(a) and (b), furthering the purposes of this part and part I of chapter 380, reducing overlapping data and analysis requirements, protecting regionally significant resources and facilities, and addressing extrajurisdictional impacts.

Section 3. Paragraphs (a) and (g) 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.--

- (6) In addition to the requirements of subsections (1)-(5), 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 2 3 other categories of the public and private uses of land. Each 4 future land use category must be defined in terms of uses 5 included, and must include standards to be followed in the control and distribution of population densities and building 6 7 and structure intensities. The proposed distribution, location, and extent of the various categories of land use 8 9 shall be shown on a land use map or map series which shall be 10 supplemented by goals, policies, and measurable objectives. The future land use plan shall be based upon surveys, studies, 11 12 and data regarding the area, including the amount of land 13 required to accommodate anticipated growth; the projected 14 population of the area; the character of undeveloped land; the 15 availability of public services; the vulnerability to natural hazards and hazard mitigation; the need for redevelopment, 16 17 including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character 18 19 of the community; and, in rural communities, the need for job 20 creation, capital investment, and economic development that will strengthen and diversify the community's economy. The 21 22 future land use plan may designate areas for future planned 23 development use involving combinations of types of uses for which special regulations may be necessary to ensure 24 development in accord with the principles and standards of the 25 26 comprehensive plan and this act. In addition, for rural 27 communities, the amount of land designated for future planned industrial use shall be based upon surveys and studies that 28 29 reflect the need for job creation, capital investment, and the necessity to strengthen and diversify the local economies, and 30 shall not be limited solely by the projected population of the 31

rural community. The future land use plan of a county may also designate areas for possible future municipal incorporation. 2 3 The land use maps or map series shall generally identify and 4 depict historic district boundaries and shall designate 5 historically significant properties meriting protection. The future land use element must clearly identify the land use 6 7 categories in which public schools are an allowable use. When delineating the land use categories in which public schools 8 9 are an allowable use, a local government shall include in the categories sufficient land proximate to residential 10 development to meet the projected needs for schools in 11 12 coordination with public school boards and may establish differing criteria for schools of different type or size. Each 13 14 local government shall include lands contiguous to existing 15 school sites, to the maximum extent possible, within the land use categories in which public schools are an allowable use. 16 17 All comprehensive plans must comply with the school siting requirements of this paragraph no later than October 1, 1999. 18 19 The failure by a local government to comply with these school siting requirements by October 1, 1999, will result in the 20 prohibition of the local government's ability to amend the 21 22 local comprehensive plan, except for plan amendments described 23 in s. 163.3187(1)(b), until the school siting requirements are met. Amendments proposed by a local government for purposes of 24 identifying the land use categories in which public schools 25 26 are an allowable use or for adopting or amending the 27 school-siting maps pursuant to s. 163.31776(3) are exempt from the limitation on the frequency of plan amendments contained 28 29 in s. 163.3187. The future land use element shall include criteria that encourage the location of schools proximate to 30 urban residential areas to the extent possible and shall 31

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 shall be 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.

- (g) For those units of local government identified in s. 380.24, a coastal management element, appropriately related to the particular requirements of paragraphs (d) and (e) and meeting the requirements of s. 163.3178(2) and (3). The coastal management element shall set forth the policies that shall guide the local government's decisions and program implementation with respect to the following objectives:
- 1. Maintenance, restoration, and enhancement of the overall quality of the coastal zone environment, including, but not limited to, its amenities and aesthetic values.
- 2. Continued existence of viable populations of all species of wildlife and marine life.
- 3. The orderly and balanced utilization and preservation, consistent with sound conservation principles, of all living and nonliving coastal zone resources.
- 4. Avoidance of irreversible and irretrievable loss of coastal zone resources.
- 5. Ecological planning principles and assumptions to be used in the determination of suitability and extent of permitted development.
 - 6. Proposed management and regulatory techniques.

7. Limitation of public expenditures that subsidize development in high-hazard coastal areas.

- 8. Protection of human life against the effects of natural disasters <u>and implementation of hazard mitigation</u> strategies.
- 9. The orderly development, maintenance, and use of ports identified in s. 403.021(9) to facilitate deepwater commercial navigation and other related activities.
- 10. Preservation, including sensitive adaptive use of historic and archaeological resources.
- Section 4. Paragraphs (d) and (f) of subsection (2) of section 163.3178, Florida Statutes, are amended, and subsection (9) is added to that section, to read:

163.3178 Coastal management.--

- (2) Each coastal management element required by s. 163.3177(6)(g) shall be based on studies, surveys, and data; be consistent with coastal resource plans prepared and adopted pursuant to general or special law; and contain:
- (d) A component which outlines principles for hazard mitigation and protection of human life <u>and property</u> against the effects of natural disaster, including population evacuation <u>and local hazard mitigation strategies</u>, which take into consideration the capability to safely evacuate the density of coastal population proposed in the future land use plan element in the event of an impending natural disaster.
- (f) A redevelopment component which outlines the principles which shall be used to eliminate inappropriate and unsafe development in the coastal areas when opportunities arise. In recognition of the need to balance redevelopment, the protection of human life and property, and public investment in infrastructure, as a demonstration project up to

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five local governments or a combination of local governments 1 may amend their comprehensive plans to allow for the redevelopment of coastal areas within the designated coastal high hazard area. The application must include the participation of the county emergency management agency, as provided in s. 252.38, in which the local government or local governments are located.

- 1. To be eligible for the coastal redevelopment demonstration project, the following conditions must be met: the area is part of a comprehensive redevelopment strategy that will be incorporated into the comprehensive plan; the area is consistent with the definition of "urban infill" or "urban redevelopment"; the area is not within a designated area of critical state concern; the comprehensive plan delineates the coastal high hazard area consistent with this part; and the county emergency management agency affirms in writing its intent to participate in the demonstration project.
- 2. In order to allow for redevelopment within the coastal high hazard area beyond that provided in the existing approved comprehensive plan, the local government or combination of local governments, authorized by agreement pursuant to paragraph (9)(b) to pursue the demonstration project, shall adopt into the comprehensive plan a redevelopment strategy consistent with the requirements of paragraph (6)(a), and local hazard mitigation strategies, that include, at a minimum, the following components:
- a. Measures to reduce, replace, or eliminate unsafe structures and properties subject to repetitive damage from coastal storms and floods;

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b. Measures to reduce exposure of infrastructure to hazards, including relocation and structural modification of threatened coastal infrastructure;

- c. Operational and capacity improvements to ensure that the redevelopment strategy maintains, or reduces, throughout the planning timeframe the county hurricane evacuation clearance times as established in the most recent hurricane evacuation study or transportation analysis;
- d. Where the county hurricane evacuation clearance times exceed 16 hours for a Category 3 storm event, measures to ensure that the redevelopment strategy reduces the county shelter deficit and hurricane clearance times to adequate levels below 16 hours within the planning timeframe;
- e. Measures that provide for county evacuation shelter space to ensure that development authorized within the redevelopment area provides mitigation proportional to its impact to offset the increased demand on evacuation clearance times and public shelter space;
- f. Measures to ensure that public expenditures that subsidize development in the most vulnerable areas of the coastal high hazard area are limited, except for that needed to provide for public access to the beach and shoreline, restore beaches and dunes and other natural systems, correct existing hurricane evacuation deficiencies, or to make facilities more disaster resistant;
- g. Measures that commit to planning and regulatory standards that exceed minimum National Flood Insurance Standards, including participation in the Community Rating System of the National Flood Insurance Program;
- h. Measures to ensure that the redevelopment strategy does not allow increases in development, including residential

and transient residential development such as hotels, motels, timeshares, and vacation rentals, within the most vulnerable areas of the coastal high hazard area, including the Flood Insurance Rate Map velocity zones, and areas subject to coastal erosion, including lands seaward of the coastal construction control line;

- i. Measures to ensure protection of coastal resources, including beach and dune systems, and provide for public access to the beach and shoreline consistent with estimated public needs;
- j. Data and analysis, including the potential costs of damage to structures, property, and infrastructure which would be less than that expected without the redevelopment strategy;
- k. Data and analysis forecasting the impacts on shelter capacity and hurricane evacuation clearance times, based on the population anticipated by the redevelopment strategy; and
- 1. The execution of an interlocal agreement, as supporting data and analysis, between the local government or a combination of local governments participating in the demonstration project, together with their respective county emergency management agency, and any affected municipalities as needed, to implement mitigation strategies to reduce hurricane evacuation clearance times and public shelter deficit.

The redevelopment strategy shall establish the preferred character of the community and how that will be achieved.

(9)(a) A local government seeking to implement the coastal redevelopment demonstration project pursuant to paragraph (2)(f) must submit an application to the state land

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planning agency demonstrating that the project meets the conditions of subparagraph (2)(f)1. The application shall 2 3 include copies of the local government comprehensive plan and 4 other relevant information supporting the proposed 5 demonstration project. The state land planning agency may 6 adopt procedural rules governing the submission and review of 7 applications and may establish a phased schedule for review of 8 applications. The state land planning agency shall provide the 9 Federal Emergency Planning Agency and the Division of Emergency Management with an opportunity to comment on the 10 application. 11

(b) If the local government meets the conditions of subparagraph (2)(f)1., the state land planning agency and the local government shall execute a written agreement that shall be considered final agency action subject to challenge under s. 120.569. The written agreement shall identify the area subject to the increase in development potential, including residential and transient residential development, state the amount of such increase; identify the most vulnerable areas not subject to increases in development; and describe how the conditions of subparagraph (2)(f)2. are to be met. The state land planning agency shall coordinate the review of hazard mitigation strategies with the Federal Emergency Management Agency and the Division of Emergency Management and include in the written agreement conditions necessary to be addressed in the comprehensive plan to meet the requirements of hurricane evacuation, shelter, and hazard mitigation. The agreement shall specify procedures for public participation and intergovernmental coordination with the county emergency management agency and any affected municipalities regarding hurricane evacuation and shelter requirements. The local

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governments shall provide an opportunity for public comment at a public hearing before execution of the agreement. Upon execution of the written agreement, the local government may propose plan amendments that are authorized by the agreement; provided that no such plan amendment may be adopted until the completion of any challenges to an agreement under s. 120.569. (c) The state land planning agency shall provide a progress report on the demonstration project to the Governor, the President of the Senate, and the Speaker of the House of Representatives by February 1, 2005. Section 5. Section 186.515, Florida Statutes, is amended to read: 186.515 Creation of regional planning councils under chapter 163.--Nothing in ss. 186.501-186.507, 186.513, and 186.515 is intended to repeal or limit the provisions of chapter 163; however, the local general-purpose governments serving as voting members of the governing body of a regional planning council created pursuant to ss. 186.501-186.507, 186.513, and 186.515 are not authorized to create a regional planning council pursuant to chapter 163 unless an agency, other than a regional planning council created pursuant to ss. 186.501-186.507, 186.513, and 186.515, is designated to exercise the powers and duties in any one or more of ss. $163.3164(20)\frac{(19)}{(19)}$ and 380.031(15); in which case, such a regional planning council is also without authority to exercise the powers and duties in s. $163.3164(20)\frac{(19)}{(19)}$ or s. 380.031(15). Section 6. Paragraph (a) of subsection (2) of section 288.975, Florida Statutes, is amended to read: 288.975 Military base reuse plans.--(2) As used in this section, the term:

(a) "Affected local government" means a local government adjoining the host local government and any other unit of local government that is not a host local government but that is identified in a proposed military base reuse plan as providing, operating, or maintaining one or more public facilities as defined in s. 163.3164(25)(24) on lands within or serving a military base designated for closure by the Federal Government.

Section 7. Subsection (5) of section 369.303, Florida Statutes, is amended to read:

369.303 Definitions.--As used in this part:

(5) "Land development regulation" means a regulation covered by the definition in s. 163.3164(24)(23) and any of the types of regulations described in s. 163.3202.

Section 8. Paragraph (n) of subsection (25) of section 380.06, Florida Statutes, is amended to read:

380.06 Developments of regional impact.--

- (25) AREAWIDE DEVELOPMENT OF REGIONAL IMPACT. --
- (n) After a development order approving an areawide development plan is received, changes shall be subject to the provisions of subsection (19), except that the percentages and numerical criteria shall be double those listed in paragraph (19)(b) and the extension of the date of buildout of a development, or any phase thereof, by 5 years or more but less than 10 years shall be presumed not to create a substantial deviation where the areawide DRI remains consistent with the local comprehensive planning except for transportation concurrency provisions. However, the areawide DRI must remain in compliance with the transportation mitigation plan of the local government development order.

Section 9. Paragraph (c) of subsection (1) of section 1 2 163.3174, Florida Statutes, is created to read: 3 163.3174 Local planning agency.--4 (1)5 (c) The Legislature recognizes that many larger 6 municipalities within charter counties have the technical 7 planning staff to effectively implement and enforce a 8 comprehensive plan and develop and achieve a community vision 9 within their boundaries. Notwithstanding paragraph (b) or any other provision of law to the contrary, each municipality with 10 a population greater than 10,000, located in a charter county, 11 12 not operating under a home rule charter adopted pursuant to 13 ss. 10, 11, and 24, Art. VIII of the Constitution of 1885, as 14 preserved by s. 6(e), Art. VIII of the Constitution of 1968 15 with a population greater than 1,500,000 and more than 25 municipalities, shall have exclusive planning authority, 16 17 including, but not limited to, development order approval and zoning and comprehensive planning for the area under its 18 19 municipal jurisdiction. However, a municipality located in 20 such a county may delegate planning authority for the area 21 under its municipal jurisdiction to the county if the governing body of the municipality adopts a resolution 22 23 approving the delegation to the county. A charter county, as described in this paragraph, may provide written comments on a 24 proposed land use change within a municipality's jurisdiction 25 26 and provide planning assistance if requested by the 27 municipality. 28 Section 10. If any provision of this act or the 29 application thereof to any person or circumstance is held 30 invalid, the invalidity does not affect other provisions or 31 applications of this act which can be given effect without the

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invalid provision or application, and to this end the
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    provisions of this act are declared severable.
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CODING: Words stricken are deletions; words underlined are additions.