HB 1495 2004 A bill to be entitled

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An act relating to wireless emergency telephone service; amending s. 365.172, F.S.; defining "administrative review, " "building permit review, " "collocation, " "existing structure," "land development regulation," "tower," "wireless communications facility," and "wireless communications site"; revising provisions for facilitating service implementation; providing minimum standards applicable to local government regulation of the placement, construction, or modification of wireless communications facilities; providing for administrative review and building permit review by local government authorities; providing for land use and zoning regulatory powers by local governments; limiting imposition of fee, fine, surety, or insurance requirements by local government upon a wireless communications provider; revising procedures for submission, review, and approval or denial by local government authorities of applications related to placement, construction, or modification of wireless communications facilities; restricting moratoriums and actions or inactions which delay placement, construction, or modification of wireless communications facilities or review of applications related thereto; providing for square footage and height limitations which shall supersede current limitations; providing for local regulation of modifications; providing procedures for requiring removal of any wireless facilities or any related equipment; requiring county and municipal regulations and procedures to conform to

specified state law; providing procedures for certain actions against a local government; requiring nonconforming regulations and procedures be changed or amended to conform within certain time period; providing an effective date.

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

- Section 1. Subsections (3) and (11) of section 365.172, Florida Statutes, are amended to read:
  - 365.172 Wireless emergency telephone number "E911."--
- (3) DEFINITIONS.--As used in this section and ss. 365.173 and 365.174, the term:
- (a) "Active prepaid wireless telephone" means a prepaid wireless telephone that has been used by the customer during the month to complete a telephone call for which the customer's card or balance was decremented.
- (b) "Administrative review" means nondiscretionary review for compliance with applicable local government regulations through a staff level review only and shall not include any public hearing or public input review.
- (c)(b) "Answering point" means the public safety agency that receives incoming 911 calls and dispatches appropriate public safety agencies to respond to such calls.
- (d)(c) "Automatic location identification" means the capability of the E911 service which enables the automatic display of information that defines the approximate geographic location of the wireless telephone used to place a 911 call.

 $\underline{\text{(e)}(d)}$  "Automatic number identification" means the capability of the E911 service which enables the automatic display of the 10-digit service number used to place a 911 call.

 $\underline{\text{(f)}(e)}$  "Board" means the board of directors of the Wireless 911 Board.

- (g) "Building permit review" means only review for compliance with applicable local government building construction standards adopted pursuant to the provisions of chapter 553 and does not include review for compliance with land development regulations.
- (h) "Collocation" means use of an existing structure to place antennas by more than one provider of wireless communications. The term "collocation" includes the ground, platform, or roof installation of related equipment enclosures, cabinets or buildings, cables, brackets, and other such equipment associated with the placement and operation of the antennas.
- (i)(g) "E911" is the designation for a wireless enhanced 911 system or wireless enhanced 911 service that is an emergency telephone system or service that provides a subscriber with wireless 911 service and, in addition, directs 911 calls to appropriate public safety answering points by selective routing based on the geographical location from which the call originated, or as otherwise provided in the state plan under s. 365.171, and that provides for automatic number identification and automatic location-identification features in accordance with the requirements of the order.
- (j) "Existing structure" means any structure on which antennas can be placed that exists at the time of a request to a

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local government to place antennas. The term "existing structure" includes, but is not limited to, towers, buildings, utility structures, light poles, water towers, clock towers, bell towers, steeples, and the like, which allow for the attachment of antennas.

- (k) (h) "Fee" means the E911 fee imposed under subsection (8).
- (1)(i) "Fund" means the Wireless Emergency Telephone System Fund established in s. 365.173 and maintained under this section for the purpose of recovering the costs associated with providing 911 service or E911 service, including the costs of implementing the order.
- (m) "Land development regulation" means any ordinance enacted by a local governing body for the regulation of any aspect of development, including any zoning, subdivision, building construction, landscaping, tree protection, or sign regulation or any other regulation concerning any aspect of the development of land. The term "land development regulation" shall not include any building construction standard adopted pursuant to and in compliance with the provisions of chapter 553.
- $\underline{\text{(n)}(j)}$  "Local exchange carrier" means a "competitive local exchange telecommunications company" or a "local exchange telecommunications company" as defined in s. 364.02.
- $\underline{\text{(o)}(k)}$  "Local government" means any municipality, county, or political subdivision or agency of a municipality, county, or political subdivision.

114 <u>(p)(1)</u> "Mobile telephone number" or "MTN" means the
115 telephone number assigned to a wireless telephone at the time of
116 initial activation.

- (q)<del>(f)</del> "Office" means the State Technology Office.
- $(r)\frac{(m)}{(m)}$  "Order" means:

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- 1. The following orders and rules of the Federal Communications Commission issued in FCC Docket No. 94-102:
- a. Order adopted on June 12, 1996, with an effective date of October 1, 1996, the amendments to s. 20.03 and the creation of s. 20.18 of Title 47 of the Code of Federal Regulations adopted by the Federal Communications Commission pursuant to such order.
- b. Memorandum and Order No. FCC 97-402 adopted on December 23, 1997.
  - c. Order No. FCC DA 98-2323 adopted on November 13, 1998.
  - d. Order No. FCC 98-345 adopted December 31, 1998.
  - 2. Orders and rules subsequently adopted by the Federal Communications Commission relating to the provision of wireless 911 services.
  - (s)(n) "Provider" means a person or entity who provides
    service and either:
    - 1. Is subject to the requirements of the order; or
  - 2. Elects to provide wireless 911 service or E911 service in this state.
  - (t)(o) "Prepaid wireless telephone service" means wireless telephone service that is activated in advance by payment for a finite dollar amount of service or for a finite set of minutes that terminate either upon use by a customer and delivery by the wireless provider of an agreed-upon amount of service

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corresponding to the total dollar amount paid in advance or within a certain period of time following the initial purchase or activation, unless additional payments are made.

(u)(p) "Public agency" means the state and any
municipality, county, municipal corporation, or other
governmental entity, public district, or public authority
located in whole or in part within this state which provides, or
has authority to provide, firefighting, law enforcement,
ambulance, medical, or other emergency services.

 $\frac{(v)(q)}{(q)}$  "Public safety agency" means a functional division of a public agency which provides firefighting, law enforcement, medical, or other emergency services.

(w)(r) "Rural county" means any county that has a population of fewer than 75,000.

(x)(s) "Service" means "commercial mobile radio service" as provided under ss. 3(27) and 332(d) of the Federal Telecommunications Act of 1996, 47 U.S.C., ss. 151 et seq., and the Omnibus Budget Reconciliation Act of 1993, Pub. L. No. 103-66, August 10, 1993, 107 Stat. 312. The term "service" includes the term "wireless" and service provided by any wireless realtime two-way wire communication device, including radio-telephone communications used in cellular telephone service; personal communications service; or the functional or competitive equivalent of a radio-telephone communications line used in cellular telephone service, a personal communications service, or a network radio access line. The term does not include wireless providers that offer mainly dispatch service in a more localized, noncellular configuration; providers offering only data, one-way, or stored-voice services on an

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interconnected basis; providers of air-to-ground services; or
public coast stations.

(v)(t) "Service number" means the unique 10-digit wireless

- $\underline{(y)}$  "Service number" means the unique 10-digit wireless telephone number assigned to a service subscriber.
- $\underline{(z)}$  "Sufficient positive balance" means a dollar amount greater than or equal to the monthly wireless surcharge amount.
- (aa) "Tower" means any structure designed primarily to support wireless antennas.
- (bb) "Wireless communications facility" or "facilities"

  means any equipment or facility used to provide service and

  includes, but is not limited to, antennas, towers, equipment

  enclosures, cabling, antenna brackets, and other such equipment.
- (cc) "Wireless communications site" means the area of the rooftop, structure, or ground that is designed, intended to be used, or used for the placement of wireless communications facilities, all related facilities and areas, and any fencing or landscaping provided in association with the wireless communications facility or facilities.
- (dd)(v) "Wireless 911 system" or "wireless 911 service" means an emergency telephone system or service that provides a subscriber with the ability to reach an answering point by dialing the digits "911." A wireless 911 system is complementary to a wired 911 system as provided for in s. 365.171.
- (11) FACILITATING E911 SERVICE IMPLEMENTATION. -- It is in the best interest of the public to have efficient and reliable E911 systems, of which wireless communications systems are an essential part. Because the Federal Government and the State of Florida have chosen to establish the wireless E911 systems through commercial wireless communications systems rather than

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201 through a public wireless system, the provision of an efficient and reliable wireless E911 service is dependent upon an 202 203 efficient and reliable wireless non-E911 system. Consequently, 204 it is in the best interest of the public for the state to have 205 efficient and reliable commercial wireless services. It is also, 206 however, in the best interest of the public to coordinate the 207 implementation of local government zoning and land use rights 208 and the development of a viable commercial wireless system to 209 protect the public health, safety, and general welfare. 210 Therefore, to balance the public need for reliable wireless 211 systems and local government zoning and land use rights, 212 notwithstanding any other law or local ordinance to the 213 contrary, the following minimum standards shall apply to local 214 government regulation of the placement, construction, or 215 modification of wireless communications facilities: 216 (a)1. To reduce the proliferation of new towers, collocation, as defined in subsection (3), Colocation among 217 218 wireless telephone service providers is encouraged by the state. 219 To further facilitate agreements among providers for colocation 220 of their facilities, Any antenna antennae and related equipment 221 to service the antennae that is being collocated colocated on an 222 existing above-ground structure in a manner that does not 223 increase the height of the existing structure or any existing 224 antenna, whichever is higher, and any placement, construction, 225 operation, and maintenance of the related equipment to serve 226 such antenna are is not subject to land development regulation 227 and shall only require building permit review as defined in 228 subsection (3) pursuant to s. 163.3202, provided the height of 229 the existing structure is not increased. However, construction

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building regulations and any existing permits or agreements for such property, buildings, or structures. Nothing herein shall relieve the permitholder for or owner of the existing structure from of compliance with any applicable previously approved and existing condition or requirement of a permit or, agreement, or land development regulation, including any previously approved aesthetic requirements, imposed by administrative order, resolution, or ordinance for development of the specific wireless communications site that is not inconsistent with this subsection law.

- 2. To reduce the proliferation of new towers, the placement of antennae on existing structures is encouraged. To encourage such placement, antenna placements not addressed by subparagraph 1. on any existing structures except single-family dwellings, and their related support equipment, shall be reviewed through no more than an administrative review and building permit review as defined in subsection (3).
- 3. To encourage collocations and to discourage the proliferation of new towers, an existing tower, including a nonconforming tower, may be increased in height a reasonable amount to allow for the collocation, either through an extension or replacement of the tower. The height extension of a tower or the replacement of an existing tower shall be subject only to administrative review and building permit review as defined in subsection (3).
- (b) Local governments shall use their land use and zoning regulatory powers over the placement, construction, and modification of wireless communications facilities only to the

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extent necessary to mitigate against an identified adverse effect that the proposed wireless communications facility would have upon the public health, safety, and general welfare, as balanced against the public benefit of a reliable E911 system.

- 1. A local government's regulatory authority over the placement, construction, and modification of wireless facilities is based solely on a local government's land use and zoning authority. In exercising this authority, a local government and its agents shall not review or consider a provider's business need for a particular wireless communications site or the necessity for the wireless communications service to be provided at a particular site. A local government shall not evaluate the provider's wireless service quality or the network design of the wireless service. The application of a local government's land use or zoning authority in regulating the placement, construction, or modification of the wireless communications facilities shall be limited to evaluating relevant land use and zoning issues only.
- 2. Setback or distance separation requirements shall apply only to towers and shall be only the minimum necessary to address an identified health, safety, or general welfare issue that is directly protected by virtue of the setback or distance separation requirement. A setback or distance separation imposed upon towers shall be the equivalent requirement that is imposed upon similar structures such as electrical distribution and transmission structures, utility poles, or light poles.
- 3. So that the wireless communications systems and the
  E911 services supported by these systems can be provided
  efficiently as well as reliably, height limitations on wireless

communications facilities shall have a rational nexus between the number of sites necessary to serve the jurisdiction's reasonably projected population and consumer usage. No local government shall restrict the height of such structures to a height that will unreasonably increase the number of antenna sites required to provide the wireless communications over the number reasonably necessary to serve that projected population and usage. Local governments are discouraged from encouraging the design of single-provider towers.

- 4. If aesthetic protections or protections against visual impacts are used as the justification for the regulation of the placement, construction, or modification of wireless communications facilities, the regulations adopted and applied shall be directly related to that aesthetic or visual impact protection and shall be the minimum necessary to provide such protection.
- 5. A local government's regulations, as written and applied, shall provide a reasonable opportunity for the placement, construction, and modification of wireless communications facilities in some reasonable manner, consistent with all provisions of this subsection, in all parts of a local government's jurisdiction unless it can be specifically demonstrated that a prohibition of all types of wireless communications facilities in a specific location or area is the only manner in which to protect the public health, safety, and general welfare.
- 6. In the placement, construction, and modification of wireless communications facilities, a local government may not impose a fee, fine, surety, or insurance requirement upon a

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317 wireless communications provider that is not routinely imposed 318 upon applicants seeking or subject to other similar types of 319 zoning, land use, or building permit reviews. The recovery of 320 costs from wireless providers incurred by a jurisdiction in its preparation or adoption of zoning, land use regulations, 321 322 ordinances, or law regulating wireless communications facilities 323 is prohibited. Fees for review of zoning or land use 324 applications by consultants or experts who are routinely engaged 325 to review general zoning and land use matters on behalf of the jurisdiction may be recovered, but only if such recovery is 326 327 routinely sought from all applicants seeking zoning or land use 328 approvals and any fees charge shall be reasonable. Review of 329 applications for wireless communications facilities by the 330 jurisdiction or the jurisdiction's consultants or experts shall 331 be only what is necessary for the land use review of the 332 application. (c)(b) Local governments shall not require providers to 333 334 provide evidence of a wireless communications facility's 335 compliance with federal regulations. However, local governments 336 may request shall receive evidence of proper Federal 337 Communications Commission licensure or other evidence of Federal 338 Communications Commission authorized spectrum use from a 339 provider and may request the Federal Communications Commission 340 to provide information as to a provider's compliance with 341 federal regulations, as authorized by federal law. 342 (d)<del>(c)</del>1. A local government shall grant or deny each a 343 properly completed application for any applicable local 344 government approval required a permit, including permits under 345 paragraph (a), for the placement colocation of antennas and any

related equipment a wireless communications facility on property, an approved tower, or an existing structure buildings, or structures within the local government's jurisdiction within 45 business days after the date the properly completed application is determined to be properly completed initially submitted in accordance with this section the applicable local government application procedures, provided that such permit complies with applicable federal regulations and applicable local zoning or land development regulations, including any aesthetic requirements. Local building regulations shall apply.

- 2. A local government shall grant or deny each properly completed application for any applicable local government approval required for the modification of an existing structure to allow the placement of antennas, and any related equipment, that only requires administrative review or building permit review, as defined in subsection (3), within 45 business days after the date the application is determined to be properly completed in accordance with this section.
- 3.2. A local government shall grant or deny each a properly completed application for any applicable a permit for the siting of a new wireless tower or modification of an existing structure that requires more than administrative review or building permit review, as defined in subsection (3), antenna on property, buildings, or structures within the local government's jurisdiction within 90 business days after the date the properly completed application is determined to be properly completed initially submitted in accordance with this section the applicable local government application procedures, provided that such permit complies with applicable federal regulations

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including any aesthetic requirements. Local building regulations shall apply.

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An application shall be deemed submitted or 4.a.<del>3.a.</del> resubmitted on the date the application is filed with the local government. The local government shall notify the permit applicant within 10 20 business days after the date the application is initially submitted as to whether the application is, for administrative purposes only, properly completed and has been properly submitted. However, such determination shall not be deemed as an approval of the application. If the application is not complete in accordance with applicable local government application procedures, the Such notification shall indicate with specificity any deficiencies which, if cured, shall make the application properly completed. Upon resubmission of information to cure the stated deficiencies, the local government shall notify the applicant within 10 days after the additional information is submitted whether the application is properly completed or if there are any remaining deficiencies which must be cured. Any deficiencies not specified by the local government in the initial notice are waived.

b. If the local government fails to grant or deny a properly completed application for a permit which has been properly submitted within the timeframes set forth in this subsection, the applicable local government application paragraph, the permit shall be deemed automatically approved and the applicant provider may proceed with placement of such facilities without interference or penalty. The timeframes specified in subparagraph 3. subparagraphs 1. and 2. shall be

extended only to the extent that the permit has not been granted or denied because the local government's procedures generally applicable to all permits, require action by the governing body and such action has not taken place within the timeframes specified in subparagraph 3. subparagraphs 1. and 2. Under such circumstances, the local government must act to either grant or

410 deny the permit at its next regularly scheduled meeting or,

otherwise, the permit shall be deemed to be automatically

412 approved.

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- c. To be effective, a waiver of the timeframes set forth herein must be voluntarily agreed to by the applicant and the local government. A local government may request, but not require, a waiver of the timeframes by an entity seeking a permit, except that, with respect to a specific permit, a one-time waiver may be required in the case of a declared local, state, or federal emergency that directly affects the administration of all permitting activities of the local government.
- (e) Any moratorium or any action or inaction by a local government that has the effect of a moratorium on the placement, construction, or modification of wireless communications facilities or the review of applications relating to wireless communications facilities, whether or not exclusive to wireless facilities, must be shown to be necessary because of an identified emergency or a sudden significant change in circumstances. Any such moratorium, action, or inaction must be adopted in the same manner as a zoning ordinance and shall not be for a time longer than 6 months.

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(f) (d) Any accessory additional wireless communications facilities, such as communication cables, adjacent accessory structures, and or adjacent accessory equipment, and the wireless communications site in which the accessory wireless communications facilities are to be located, that are not addressed by paragraph (a), used in the provision of cellular, enhanced specialized mobile radio, or personal communications services, required within the existing secured equipment compound within the existing site shall be deemed an a permitted use or activity requiring no more than administrative review and building permit review as defined in subsection (3). Applicable local building and nonprocedural land development regulations, including any aesthetic requirements, shall apply. However, no land development regulation, existing permit condition, or existing agreement may subject accessory wireless communications facilities to greater restrictions or requirements or greater procedural or review processes than other accessory structures in the same zoning district.

impose square footage limitations or height limitations that are more restrictive than those required for principal buildings in the same zoning district on equipment enclosures, equipment cabinets, building pads, or accessory equipment structures for installation of related equipment associated with the operation of the antennas, provided that the facility complies with the lot coverage, drainage, and principal building height requirements of the applicable zoning district. This paragraph shall supersede any existing limitations on a wireless communications facility by agreement, ordinance, resolution, or

461 land development code.

(h) The regulation of modifications of existing wireless communications facilities shall be only to the extent necessary to mitigate against an identified adverse effect and such regulation shall only be on materially significant changes that noticeably alter the design or appearance of the wireless communications facility. The replacement of visible equipment or facilities with equipment or facilities of the same size, type, and appearance and any replacement of equipment or facilities that are not visible from outside the wireless communications site shall not be considered a modification and shall only be subject to applicable building permit review as defined in subsection (3).

- (i) Local governments shall not require the removal of any wireless communications facility or any related equipment, conforming or nonconforming, within a stated period of time absent showing a specific adverse impact from the specific facility or equipment to the public health, safety, or general welfare. If a local government identifies such an adverse impact, prior to requiring the removal of the wireless communications facility, the permitholder or owner of the facility shall have the opportunity and right, within a reasonable period of time, to mitigate the condition that is causing the adverse impact.
- (j) Any regulation or procedure of any county or municipality that does not conform to the requirements of this section must be changed or amended to conform to the requirements of this section.

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(k)<del>(e)</del> Any other provision of law to the contrary notwithstanding, the Department of Management Services shall negotiate, in the name of the state, leases for wireless communications facilities that provide access to state government-owned property not acquired for transportation purposes, and the Department of Transportation shall negotiate, in the name of the state, leases for wireless communications facilities that provide access to property acquired for state rights-of-way. On property acquired for transportation purposes, leases shall be granted in accordance with s. 337.251. On other state government-owned property, leases shall be granted on a space available, first-come, first-served basis. Payments required by state government under a lease must be reasonable and must reflect the market rate for the use of the state government-owned property. The Department of Management Services and the Department of Transportation are authorized to adopt rules for the terms and conditions and granting of any such leases.

(1) Any person aggrieved by an action or inaction of the local government pursuant to this subsection may file an action in circuit court or other court of competent jurisdiction seeking mandatory expedited review in accordance with 47 U.S.C. s. 332(c)(7)(B)(v) of the Telecommunications Act of 1996 and the declared intent of the Legislature that it is in the best interest of the public of this state to deploy efficient and reliable E911 systems, of which wireless communications systems are a part, on an expedited basis. Any decision of the local government on an application for a wireless communications facility governed by the provisions of this subsection shall be

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518 deemed final and constitute an exhaustion of all administrative 519 remedies. The action must be filed in a court of competent 520 jurisdiction within 30 days of rendition of the administrative 521 decision. For purposes of computing the 30-day period for filing, the date of the decision is the date the administrative 522 523 agency, person, official, or agent acting on behalf of the local 524 government issues a written decision in response to an 525 application for any applicable local government approval for a 526 wireless communications facility pursuant to this subsection. In 527 addition, any aggrieved party may bring an action in equity in a 528 court of competent jurisdiction at any time to compel local 529 government compliance with any procedural provisions set forth 530 in this subsection. Remedies sought by any party in any action 531 hereunder shall be limited solely to equitable remedies; however, nothing in this paragraph shall be construed to waive 532 533 any aggrieved person's right to file a petition for writ of 534 certiorari to review a quasi-judicial action of an agency, 535 board, or commission of a local government as such cause of 536 action may arise from an application for local government public 537 hearing approval of a wireless communications facility. 538 (f) Any wireless telephone service provider may report to the board no later than September 1, 2003, the specific 539 540 locations or general areas within a county or municipality where 541 the provider has experienced unreasonable delay to locate 542 wireless telecommunications facilities necessary to provide the 543 needed coverage for compliance with federal Phase II E911 544 requirements using its own network. The provider shall also 545 provide this information to the specifically identified county or municipality no later than September 1, 2003. Unless the 546

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HB 1495 2004 board receives no report that unreasonable delays have occurred, the board shall, no later than September 30, 2003, establish a subcommittee responsible for developing a balanced approach between the ability of providers to locate wireless facilities necessary to comply with federal Phase II E911 requirements using the carrier's own network and the desire of counties and municipalities to zone and regulate land uses to achieve public welfare goals. If a subcommittee is established, it shall include representatives from the Florida Telecommunications Industry Association, the Florida Association of Counties, and the Florida League of Cities. The subcommittee shall be charged with developing recommendations for the board and any specifically identified municipality or county to consider regarding actions to be taken for compliance for federal Phase II E911 requirements. In the annual report due to the Governor and the Legislature by February 28, 2004, the board shall include any recommendations developed by the subcommittee to address compliance with federal Phase II E911 requirements. Section 2. Any regulation or procedure of any county or

Section 2. Any regulation or procedure of any county or municipality that does not conform to the requirements of section 365.172, Florida Statutes, on the effective date of this act must be changed or amended to conform to the requirements of that section within 6 months after the effective date of this act.

Section 3. This act shall take effect upon becoming a law.