Bill No. HB 1593 CS

Amendment No. (for drafter's use only)

## CHAMBER ACTION

<u>Senate</u> <u>House</u>

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Representative Davis, M. offered the following:

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## Amendment (with title amendment)

Remove lines 118-616 and insert:

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to the provisions of paragraph (11)(d), as overlays on the future land use map. Each future land use category must be defined in terms of uses included, and must include standards to be followed in the control and distribution of population densities and building and structure intensities. The proposed distribution, location, and extent of the various categories of land use shall be shown on a land use map or map series which shall be supplemented by goals, policies, and measurable objectives. The future land use plan shall be based upon surveys, studies, and data regarding the area, including the amount of land required to accommodate anticipated growth; the projected population of the area; the character of undeveloped

land; the availability of public services; the need for redevelopment, including the renewal of blighted areas and the elimination of nonconforming uses which are inconsistent with the character of the community; and, in rural communities, the need for job creation, capital investment, and economic development that will strengthen and diversify the community's economy. The future land use plan may designate areas for future planned development use involving combinations of types of uses for which special regulations may be necessary to ensure development in accord with the principles and standards of the comprehensive plan and this act. In addition, for rural communities, the amount of land designated for future planned industrial use shall be based upon surveys and studies that reflect the need for job creation, capital investment, and the necessity to strengthen and diversify the local economies, and shall not be limited solely by the projected population of the rural community. The future land use plan of a county may also designate areas for possible future municipal incorporation. The land use maps or map series shall generally identify and depict historic district boundaries and shall designate historically significant properties meriting protection. The future land use element must clearly identify the land use categories in which public schools are an allowable use. When delineating the land use categories in which public schools are an allowable use, a local government shall include in the categories sufficient land proximate to residential development to meet the projected needs for schools in coordination with public school boards and may establish differing criteria for schools of different type or

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45 size. Each local government shall include lands contiguous to 46 existing school sites, to the maximum extent possible, within the land use categories in which public schools are an allowable 47 use. All comprehensive plans must comply with the school siting 48 49 requirements of this paragraph no later than October 1, 1999. 50 The failure by a local government to comply with these school 51 siting requirements by October 1, 1999, will result in the prohibition of the local government's ability to amend the local 52 53 comprehensive plan, except for plan amendments described in s. 54 163.3187(1)(b), until the school siting requirements are met. 55 Amendments proposed by a local government for purposes of 56 identifying the land use categories in which public schools are 57 an allowable use or for adopting or amending the school-siting maps pursuant to s. 163.31776(3) are exempt from the limitation 58 59 on the frequency of plan amendments contained in s. 163.3187. 60 The future land use element shall include criteria that 61 encourage the location of schools proximate to urban residential 62 areas to the extent possible and shall require that the local 63 government seek to collocate public facilities, such as parks, 64 libraries, and community centers, with schools to the extent 65 possible and to encourage the use of elementary schools as focal 66 points for neighborhoods. For schools serving predominantly 67 rural counties, defined as a county with a population of 100,000 or fewer, an agricultural land use category shall be eligible 68 69 for the location of public school facilities if the local 70 comprehensive plan contains school siting criteria and the 71 location is consistent with such criteria.

A general sanitary sewer, solid waste, drainage, potable water, and natural groundwater aquifer recharge element correlated to principles and quidelines for future land use, indicating ways to provide for future potable water, drainage, sanitary sewer, solid waste, and aquifer recharge protection requirements for the area. The element may be a detailed engineering plan including a topographic map depicting areas of prime groundwater recharge. The element shall describe the problems and needs and the general facilities that will be required for solution of the problems and needs. The element shall also include a topographic map depicting any areas adopted by a regional water management district as prime groundwater recharge areas for the Floridan or Biscayne aquifers, pursuant to s. 373.0395. These areas shall be given special consideration when the local government is engaged in zoning or considering future land use for said designated areas. For areas served by septic tanks, soil surveys shall be provided which indicate the suitability of soils for septic tanks. By December 1, 2006 January 1, 2005, or the Evaluation and Appraisal Report adoption deadline established for the local government pursuant to s. 163.3191(a), whichever date occurs first, the element must consider the appropriate water management district's regional water supply plan approved pursuant to s. 373.0361. The element must include a work plan, covering at least a 10-year planning period, for building water supply facilities that are identified in the element as necessary to serve existing and new development and for which the local government is responsible. The work plan shall be updated, at a minimum, every 5 years

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within 12 months after the approval of the revised regional water supply plan. Amendments to incorporate the whole plan do not count toward the limitations on frequency of adoption of amendments to the comprehensive plan.

- (11)(a) The Legislature recognizes the need for innovative planning and development strategies which will address the anticipated demands of continued urbanization of Florida's coastal and other environmentally sensitive areas, and which will accommodate the development of less populated regions of the state which seek economic development and which have suitable land and water resources to accommodate growth in an environmentally acceptable manner. The Legislature further recognizes the substantial advantages of innovative approaches to development which may better serve to protect environmentally sensitive areas, maintain the economic viability of agricultural and other predominantly rural land uses, and provide for the cost-efficient delivery of public facilities and services.
- (b) It is the intent of the Legislature that the local government comprehensive plans and plan amendments adopted pursuant to the provisions of this part provide for a planning process which allows for land use efficiencies within existing urban areas and which also allows for the conversion of rural lands to other uses, where appropriate and consistent with the other provisions of this part and the affected local comprehensive plans, through the application of innovative and flexible planning and development strategies and creative land use planning techniques, which may include, but not be limited to, urban villages, new towns, satellite communities, area-based

allocations, clustering and open space provisions, mixed-use development, and sector planning.

- (c) It is the further intent of the Legislature that local government comprehensive plans and implementing land development regulations shall provide strategies which maximize the use of existing facilities and services through redevelopment, urban infill development, and other strategies for urban revitalization.
- The department, in cooperation with the Department of Agriculture and Consumer Services, the Department of Environmental Protection, water management districts, and regional planning councils, shall provide assistance to local governments in the implementation of this paragraph and rule 9J-5.006(5)(1), Florida Administrative Code. Implementation of those provisions shall include a process by which the department may authorize up to five local governments to designate all or portions of lands classified in the future land use element as predominantly agricultural, rural, open, open-rural, or a substantively equivalent land use, as a rural land stewardship area within which planning and economic incentives are applied to encourage the implementation of innovative and flexible planning and development strategies and creative land use planning techniques, including those contained herein and in rule 9J-5.006(5)(1), Florida Administrative Code. Assistance may include, but is not limited to:
- a. Assistance from the Department of Environmental

  Protection and water management districts in creating the

  geographic information systems land cover database and aerial

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photogrammetry needed to prepare for a rural land stewardship
area.

- b. Support for local government implementation of rural land stewardship concepts by providing information and assistance to local governments regarding land acquisition programs that may be used by the local governments or landowners to leverage the protection of greater acreage and maximize the effectiveness of rural land stewardship areas.
- c. Expansion of the role of the Department of Community
  Affairs as a resource agency to facilitate establishment of
  rural land stewardship areas in smaller rural counties that do
  not have the staff or planning budgets to create a rural land
  stewardship area.
- 2. The department shall encourage participation by local governments of different sizes and rural characteristics <u>in</u>

  <u>establishing and implementing rural land stewardship areas</u>. It is the intent of the Legislature that rural land stewardship areas be used to further the following broad principles of rural sustainability: restoration and maintenance of the economic value of rural land; control of urban sprawl; identification and protection of ecosystems, habitats, and natural resources; promotion of rural economic activity; maintenance of the viability of Florida's agricultural economy; and protection of the character of rural areas of Florida. Rural land stewardship areas may be multicounty in order to encourage coordinated regional stewardship planning.
- 3. A local government, in conjunction with a regional planning council, a stakeholder organization of private land 652385

owners, or another local government, shall notify may apply to the department in writing of its intent requesting consideration for authorization to designate a rural land stewardship area and shall describe its reasons for applying for the authorization with supporting documentation regarding its compliance with criteria set forth in this section.

- 4. In selecting a local government, the department shall, by written agreement:
- a. Ensure that the local government has expressed its intent to designate a rural land stewardship area pursuant to the provisions of this subsection and clarify that the rural land stewardship area is intended.
- b. Ensure that the local government has the financial and administrative capabilities to implement a rural land stewardship area.
- 5. The written notification agreement shall describe include the basis for the designation, authorization and provide criteria for evaluating the success of the authorization including the extent to which the rural land stewardship area enhances rural land values; controls control urban sprawl; provides necessary open space for agriculture and protection of the natural environment; promotes rural economic activity; and maintains rural character and the economic viability of agriculture. The department may terminate the agreement at any time if it determines that the local government is not meeting the terms of the agreement.
- $\underline{4.6.}$  A rural land stewardship area shall be not less than  $\underline{10,000}$  50,000 acres, and shall not exceed 250,000 acres in size, 652385

shall be located outside of municipalities and established urban growth boundaries, and shall be designated by plan amendment. The plan amendment designating a rural land stewardship area shall be subject to review by the Department of Community Affairs pursuant to s. 163.3184 and shall provide for the following:

- a. Criteria for the designation of receiving areas within rural land stewardship areas in which innovative planning and development strategies may be applied. Criteria shall at a minimum provide for the following: adequacy of suitable land to accommodate development so as to avoid conflict with environmentally sensitive areas, resources, and habitats; compatibility between and transition from higher density uses to lower intensity rural uses; the establishment of receiving area service boundaries which provide for a separation between receiving areas and other land uses within the rural land stewardship area through limitations on the extension of services; and connection of receiving areas with the rest of the rural land stewardship area using rural design and rural road corridors.
- b. Goals, objectives, and policies setting forth the innovative planning and development strategies to be applied within rural land stewardship areas pursuant to the provisions of this section.
- c. A process for the implementation of innovative planning and development strategies within the rural land stewardship area, including those described in this subsection and rule 9J-5.006(5)(1), Florida Administrative Code, which provide for a

functional mix of land uses and which are applied through the adoption by the local government of zoning and land development regulations applicable to the rural land stewardship area.

- d. A process which encourages visioning pursuant to s. 163.3167(11) to ensure that innovative planning and development strategies comply with the provisions of this section.
- e. The control of sprawl through the use of innovative strategies and creative land use techniques consistent with the provisions of this subsection and rule 9J-5.006(5)(1), Florida Administrative Code.
- 5.7. A receiving area shall be designated by the adoption of a land development regulation. Prior to the designation of a receiving area, the local government shall provide the Department of Community Affairs a period of 30 days in which to review a proposed receiving area for consistency with the rural land stewardship area plan amendment and to provide comments to the local government.
- 6.8. Upon the adoption of a plan amendment creating a rural land stewardship area, the local government shall, by ordinance, assign to the area a certain number of credits, to be known as "transferable rural land use credits," which shall not constitute a right to develop land, nor increase density of land, except as provided by this section. The total amount of transferable rural land use credits assigned to the rural land stewardship area must correspond to the 25-year or greater projected population of the rural land stewardship area.

  Transferable rural land use credits are subject to the following limitations:

- a. Transferable rural land use credits may only exist within a rural land stewardship area.
- b. Transferable rural land use credits may only be used on lands designated as receiving areas and then solely for the purpose of implementing innovative planning and development strategies and creative land use planning techniques adopted by the local government pursuant to this section.
- c. Transferable rural land use credits assigned to a parcel of land within a rural land stewardship area shall cease to exist if the parcel of land is removed from the rural land stewardship area by plan amendment.
- d. Neither the creation of the rural land stewardship area by plan amendment nor the assignment of transferable rural land use credits by the local government shall operate to displace the underlying density of land uses assigned to a parcel of land within the rural land stewardship area; however, if transferable rural land use credits are transferred from a parcel for use within a designated receiving area, the underlying density assigned to the parcel of land shall cease to exist.
- e. The underlying density on each parcel of land located within a rural land stewardship area shall not be increased or decreased by the local government, except as a result of the conveyance or use of transferable rural land use credits, as long as the parcel remains within the rural land stewardship area.
- f. Transferable rural land use credits shall cease to exist on a parcel of land where the underlying density assigned to the parcel of land is utilized.

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- g. An increase in the density of use on a parcel of land located within a designated receiving area may occur only through the assignment or use of transferable rural land use credits and shall not require a plan amendment.
- h. A change in the density of land use on parcels located within receiving areas shall be specified in a development order which reflects the total number of transferable rural land use credits assigned to the parcel of land and the infrastructure and support services necessary to provide for a functional mix of land uses corresponding to the plan of development.
- i. Land within a rural land stewardship area may be removed from the rural land stewardship area through a plan amendment.
- j. Transferable rural land use credits may be assigned at different ratios of credits per acre according to the <u>natural</u> resource or other beneficial use characteristics of the land and according to the land use remaining following the transfer of credits, with the highest number of credits per acre assigned to the most preserve environmentally valuable land and a lesser number of credits to be assigned to open space and agricultural land.
- k. The use or conveyance of transferable rural land use credits must be recorded in the public records of the county in which the property is located as a covenant or restrictive easement running with the land in favor of the county and either the Department of Environmental Protection, Department of Agriculture and Consumer Services, a water management district, or a recognized statewide land trust.

- 7.9. Owners of land within rural land stewardship areas should be provided incentives to enter into rural land stewardship agreements, pursuant to existing law and rules adopted thereto, with state agencies, water management districts, and local governments to achieve mutually agreed upon conservation objectives. Such incentives may include, but not be limited to, the following:
- a. Opportunity to accumulate transferable mitigation credits.
  - b. Extended permit agreements.
  - c. Opportunities for recreational leases and ecotourism.
- d. Payment for specified land management services on publicly owned land, or property under covenant or restricted easement in favor of a public entity.
- e. Option agreements for sale to <u>public entities or</u>

  <u>private land conservation entities</u> <del>government</del>, in either fee or easement, upon achievement of conservation objectives.
- 8.10. The department shall report to the Legislature on an annual basis on the results of implementation of rural land stewardship areas authorized by the department, including successes and failures in achieving the intent of the Legislature as expressed in this paragraph. It is further the intent of the Legislature that the success of authorized rural land stewardship areas be substantiated before implementation occurs on a statewide basis.
- (e) The Legislature finds that mixed-use, high-density development is appropriate for urban infill and redevelopment areas. Mixed-use projects accommodate a variety of uses,

including residential and commercial, and usually at higher densities that promote pedestrian-friendly, sustainable communities. The Legislature recognizes that mixed-use, highdensity development improves the quality of life for residents and businesses in urban areas. The Legislature finds that mixeduse, high-density redevelopment and infill benefits residents by creating a livable community with alternative modes of transportation. Furthermore, the Legislature finds that local zoning ordinances often discourage mixed-use, high-density development in areas that are appropriate for urban infill and redevelopment. The Legislature intends to discourage single-use zoning in urban areas which often leads to lower-density, landintensive development outside an urban service area. Therefore, the Department of Community Affairs shall provide technical assistance to local governments in order to encourage mixed-use, high-density urban infill, and redevelopment projects.

(f) The Legislature finds that a program for the transfer of development rights is a useful tool to preserve historic buildings and create public open spaces in urban areas. A program for the transfer of development rights allows the transfer of density credits from historic properties and public open spaces to areas designated for high-density development. The Legislature recognizes that high-density development is integral to the success of many urban infill and redevelopment projects. The Legislature intends to encourage high-density urban infill and redevelopment while preserving historic structures and open spaces. Therefore, the Department of Community Affairs shall provide technical assistance to local

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- governments in order to promote the transfer of development rights within urban areas for high-density infill and redevelopment projects.
  - $\underline{(g)(e)}$  The implementation of this subsection shall be subject to the provisions of this chapter, chapters 186 and 187, and applicable agency rules.
  - $\underline{\text{(h)}(f)}$  The department may adopt rules necessary to implement the provisions of this subsection.
  - Section 4. Paragraph (m) is added to subsection (1) of section 163.3187, Florida Statutes, to read:
    - 163.3187 Amendment of adopted comprehensive plan. --
  - (1) Amendments to comprehensive plans adopted pursuant to this part may be made not more than two times during any calendar year, except:
  - (m) Any local government comprehensive plan amendment establishing or implementing a rural land stewardship area pursuant to s. 163.3177(11)(d).
  - Section 5. Subsection (3) of section 288.107, Florida Statutes, is amended to read:
    - 288.107 Brownfield redevelopment bonus refunds.--
  - (3) CRITERIA. -- The minimum criteria for participation in the brownfield redevelopment bonus refund are:
  - (a) The creation of at least  $\underline{5}$   $\underline{10}$  new full-time permanent jobs. Such jobs shall not include construction or site rehabilitation jobs associated with the implementation of a brownfield site agreement as described in s. 376.80(5).
  - (b) The completion of a fixed capital investment of at least \$2 million in mixed-use business activities, including

multiunit housing, commercial, retail, and industrial in brownfield areas, by an eligible business applying for a refund under paragraph (2)(b) which provides benefits to its employees.

- (c) That the designation as a brownfield will diversify and strengthen the economy of the area surrounding the site.
- (d) That the designation as a brownfield will promote capital investment in the area beyond that contemplated for the rehabilitation of the site.
- Section 6. Subsection (1) of section 376.86, Florida Statutes, is amended to read:

376.86 Brownfield Areas Loan Guarantee Program. --

- (1) The Brownfield Areas Loan Guarantee Council is created to review and approve or deny by a majority vote of its membership, the situations and circumstances for participation in partnerships by agreements with local governments, financial institutions, and others associated with the redevelopment of brownfield areas pursuant to the Brownfields Redevelopment Act for a limited state guaranty of up to 5 years of loan guarantees or loan loss reserves issued pursuant to law. The limited state loan guaranty applies only to  $\underline{50}$   $\underline{10}$  percent of the primary lenders loans for redevelopment projects in brownfield areas. A limited state guaranty of private loans or a loan loss reserve is authorized for lenders licensed to operate in the state upon a determination by the council that such an arrangement would be in the public interest and the likelihood of the success of the loan is great.
  - Section 7. Accessory dwelling units. --

- (1) The Legislature finds that the median price of homes in this state has increased steadily over the last decade and at a greater rate of increase than the median income in many urban areas in other states. The Legislature finds that the cost of rental housing has also increased steadily and the cost often exceeds an amount that is affordable to very-low-income, low-income, or moderate-income persons and has resulted in a critical shortage of affordable rentals in many urban areas in the state. This shortage of affordable rentals constitutes a threat to the health, safety, and welfare of the residents of the state. Therefore, the Legislature finds that it serves an important public purpose to encourage the permitting of accessory dwelling units in single-family residential areas in order to increase the availability of affordable rentals for very-low-income, low-income, or moderate-income persons.
  - (2) As used in this section, the term:
- (a) "Accessory dwelling unit" means an ancillary or secondary living unit that has a separate kitchen, bathroom, and sleeping area, existing either within the same structure, or on the same lot, as the primary dwelling unit.
- (b) "Affordable rental" means that monthly rent and utilities do not exceed 30 percent of that amount which represents the percentage of the median adjusted gross annual income for very-low-income, low-income, or moderate-income persons.
  - (c) "Local government" means a county or municipality.
- (d) "Low-income persons" has the same meaning as in s. 420.0004(9), Florida Statutes.

- (e) "Moderate-income persons" has the same meaning as in
  s. 420.0004(10), Florida Statutes.
- (f) "Very-low-income persons" has the same meaning as in
  s. 420.0004(14), Florida Statutes.
- (3) Upon a finding by a local government that there is a shortage of affordable rentals within its jurisdiction, the local government may adopt an ordinance to allow accessory dwelling units in any area zoned for single-family residential use.
- (4) If the local government adopts an ordinance under this section, an application for a building permit to construct an accessory dwelling unit must include an affidavit from the applicant which attests that the unit will be rented at an affordable rate to a very-low-income, low-income, or moderate-income person or persons.
- (5) Each accessory dwelling unit allowed by an ordinance adopted under this section shall apply towards satisfying the affordable housing component of the housing element in the local government's comprehensive plan under s. 163.3177(6)(f), Florida Statutes.
- (6) The Department of Community Affairs shall evaluate the effectiveness of using accessory dwelling units to address a local government's shortage of affordable housing and report to the Legislature by January 1, 2007. The report must specify the number of ordinances adopted by a local government under this section and the number of accessory dwelling units that were created under these ordinances.

Section 8. Subsection (16) of section 718.103, Florida Statutes, is amended to read:

718.103 Definitions.--As used in this chapter, the term:

- (16) "Developer" means a person who creates a condominium or offers condominium parcels for sale or lease in the ordinary course of business, but does not include an owner or lessee of a condominium or cooperative unit who has acquired the unit for his or her own occupancy, nor does it include a cooperative association which creates a condominium by conversion of an existing residential cooperative after control of the association has been transferred to the unit owners if, following the conversion, the unit owners will be the same persons who were unit owners of the cooperative and no units are offered for sale or lease to the public as part of the plan of conversion. No state, county, or municipal entity shall be deemed a developer for any purposes under this act.
- Section 9. Subsection (4) is added to section 718.401, Florida Statutes, to read:

718.401 Leaseholds.--

- (4) Not withstanding anything in this section, no association, individual unit owner, or any third party shall have the right to purchase the fee interest of any real property owned by a county or municipal entity, unless agreed to by the governmental entity.
  - Section 10. This act shall take effect July 1, 2004.

governments; providing legislative findings regarding a program for the transfer of development rights and urban infill and redevelopment; requiring the Department of Community Affairs to provide technical assistance to local governments; requiring the Department of Community Affairs, the Department of Environmental Protection, water management districts, and regional planning councils to provide assistance to local governments in implementing provisions relating to rural land stewardship areas; providing for multicounty rural land stewardship areas; requiring certain persons and organizations to notify the department of intent to designate a rural land stewardship; deleting requirement to describe reasons for applying for such authorization; deleting requirement that the department make certain assurances in writing; deleting requirement that the department may terminate certain agreements; lowering acreage thresholds for rural land stewardship areas; providing that transferable rural land use credits may be assigned at different ratios according to the natural resource or other beneficial use characteristics of the land; providing legislative findings regarding mixed-use, high density development and programs for the transfer of development rights; requiring the Department of Community Affairs to provided technical assistance to local governments to promote the transfer of development rights; amending s. 163.3187, F.S.; providing an exception to the limitation on the frequency of plan amendments; amending s. 288.107, F.S.; reducing the number

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of jobs that must be created for participation in the brownfield redevelopment bonus refund; amending s. 376.86, F.S.; increasing the percentage of a primary lender loan to which the limited state loan guaranty applies for redevelopment projects in brownfield areas; providing legislative findings with respect to the shortage of affordable rentals in the state; providing a statement of important public purpose; providing definitions; authorizing local governments to permit accessory dwelling units in areas zoned for single-family residential use based upon certain findings; providing for certain accessory dwelling units to apply towards satisfying the affordable housing component of the housing element in a local government's comprehensive plan; requiring the Department of Community Affairs to report to the Legislature; amending s. 718.103, F.S.; prohibiting any state, county, or municipal entity from being deemed a developer for certain purposes; amending s. 718.401, F.S.; prohibiting any association, owner, or any third party from purchasing the fee interest of any real property owned by a county or municipal entity, unless agreed to by the governmental entity; providing an effective date.

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