2 An act relating to land development; amending 3 s. 197.502, F.S.; providing for the issuance of 4 an escheatment tax deed that is free and clear 5 of any tax certificates, accrued taxes, and liens of any nature for certain properties; 6 7 providing immunity for a county from 8 environmental liability for certain properties 9 that escheat to the county; providing for a written agreement between a county and the 10 Department of Environmental Protection which 11 addresses any investigative and remedial acts 12 13 necessary for certain properties; providing 14 legislative findings with respect to the shortage of affordable rentals in the state; 15 providing a statement of important public 16 purpose; providing definitions; authorizing 17 18 local governments to permit accessory dwelling units in areas zoned for single-family 19 residential use based upon certain findings; 20 providing for certain accessory dwelling units 21 22 to apply towards satisfying the affordable 23 housing component of the housing element in a 24 local government's comprehensive plan; requiring the Department of Community Affairs 25 to report to the Legislature; amending s. 26 163.3167, F.S.; requiring a local government to 27 28 address certain water supply sources in its 29 comprehensive plan; amending s. 163.3177, F.S.; providing that rural land stewardship area 30 designation should be specifically encouraged 31

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1	as an overlay on the future land use map;
2	extending the deadline for certain information
3	to be included in a comprehensive plan;
4	requiring a work plan to be updated at certain
5	intervals; requiring the Department of
6	Community Affairs, in cooperation with other
7	specified state agencies, to provide assistance
8	to local governments in implementing provisions
9	relating to rural land stewardship areas;
10	providing for multicounty rural land
11	stewardship areas; revising requirements,
12	including the acreage threshold for designating
13	a rural land stewardship area; providing that
14	transferable rural land use credits may be
15	assigned at different ratios according to the
16	natural resource or other beneficial use
17	characteristics of the land; providing
18	legislative findings regarding mixed-use,
19	high-density urban infill and redevelopment
20	projects; requiring the Department of Community
21	Affairs to provide technical assistance to
22	local governments; providing legislative
23	findings regarding a program for the transfer
24	of development rights and urban infill and
25	redevelopment; requiring the Department of
26	Community Affairs to provide technical
27	assistance to local governments; amending s.
28	163.3187, F.S.; providing an exception to the
29	limitation on the frequency of plan amendments;
30	providing an effective date.
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Be It Enacted by the Legislature of the State of Florida: 2 3 Section 1. Subsection (8) of section 197.502, Florida Statutes, is amended to read: 4 197.502 Application for obtaining tax deed by holder 5 of tax sale certificate; fees.--6 7 (8) Taxes shall not be extended against parcels listed 8 as lands available for taxes, but in each year the taxes that would have been due shall be treated as omitted years and 9 added to the required minimum bid. Three years after from the 10 day the land was offered for public sale, the land shall 11 escheat to the county in which it is located, free and clear. 12 13 All tax certificates, accrued taxes, and liens of any nature 14 against the property shall be <u>deemed</u> canceled <u>as a matter of</u> law and of no further legal force and effect, and the clerk 15 shall execute an escheatment a tax deed vesting title in the 16 17 board of county commissioners of the county in which the land 18 it is located. 19 (a) When a property escheats to the county under this subsection, the county is not subject to any liability imposed 20 by chapter 376 or chapter 403 for preexisting soil or 21 22 groundwater contamination due solely to its ownership. 23 However, this subsection does not affect the rights or 24 liabilities of any past or future owners of the escheated property and does not affect the liability of any governmental 2.5 26 entity for the results of its actions that create or exacerbate a pollution source. 27 28 (b) The county and the Department of Environmental 29 Protection may enter into a written agreement for the performance, funding, and reimbursement of the investigative 30 31

1	and remedial acts necessary for a property that escheats to
2	the county.
3	Section 2. Accessory dwelling units
4	(1) The Legislature finds that the median price of
5	homes in this state has increased steadily over the last
6	decade and at a greater rate of increase than the median
7	income in many urban areas. The Legislature finds that the
8	cost of rental housing has also increased steadily and the
9	cost often exceeds an amount that is affordable to
10	very-low-income, low-income, or moderate-income persons and
11	has resulted in a critical shortage of affordable rentals in
12	many urban areas in the state. This shortage of affordable
13	rentals constitutes a threat to the health, safety, and
14	welfare of the residents of the state. Therefore, the
15	Legislature finds that it serves an important public purpose
16	to encourage the permitting of accessory dwelling units in
17	single-family residential areas in order to increase the
18	availability of affordable rentals for very-low-income,
19	low-income, or moderate-income persons.
20	(2) As used in this section, the term:
21	(a) "Accessory dwelling unit" means an ancillary or
22	secondary living unit, that has a separate kitchen, bathroom,
23	and sleeping area, existing either within the same structure,
24	or on the same lot, as the primary dwelling unit.
25	(b) "Affordable rental" means that monthly rent and
26	utilities do not exceed 30 percent of that amount which
27	represents the percentage of the median adjusted gross annual
28	<pre>income for very-low-income, low-income, or moderate-income</pre>
29	persons.
30	(c) "Local government" means a county or municipality.
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1	(d) "Low-income persons" has the same meaning as in
2	section 420.0004(9), Florida Statutes.
3	(e) "Moderate-income persons" has the same meaning as
4	in section 420.0004(10), Florida Statutes.
5	(f) "Very-low-income persons" has the same meaning as
6	in section 420.0004(14), Florida Statutes.
7	(3) Upon a finding by a local government that there is
8	a shortage of affordable rentals within its jurisdiction, the
9	local government may adopt an ordinance to allow accessory
10	dwelling units in any area zoned for single-family residential
11	use.
12	(4) If the local government adopts an ordinance under
13	this section, an application for a building permit to
14	construct an accessory dwelling unit must include an affidavit
15	from the applicant which attests that the unit will be rented
16	at an affordable rate to a very-low-income, low-income, or
17	moderate-income person or persons.
18	(5) Each accessory dwelling unit allowed by an
19	ordinance adopted under this section shall apply towards
20	satisfying the affordable housing component of the housing
21	element in the local government's comprehensive plan under
22	section 163.3177(6)(f), Florida Statutes.
23	(6) The Department of Community Affairs shall evaluate
24	the effectiveness of using accessory dwelling units to address
25	a local government's shortage of affordable housing and report
26	to the Legislature by January 1, 2007. The report must specify
27	the number of ordinances adopted by a local government under
28	this section and the number of accessory dwelling units that
29	were created under these ordinances.
30	Section 3. Subsection (13) is added to section
31	163.3167, Florida Statutes, to read:

1	163.3167 Scope of act
2	(13) Each local government shall address in its
3	comprehensive plan, as enumerated in this chapter, the water
4	supply sources necessary to meet and achieve the existing and
5	projected water use demand for the established planning
6	period, considering the applicable plan developed pursuant to
7	s. 373.0361.
8	Section 4. Paragraphs (a) and (c) of subsection (6)
9	and subsection (11) of section 163.3177, Florida Statutes, are
10	amended to read:
11	163.3177 Required and optional elements of
12	comprehensive plan; studies and surveys
13	(6) In addition to the requirements of subsections
14	(1)-(5), the comprehensive plan shall include the following
15	elements:
16	(a) A future land use plan element designating
17	proposed future general distribution, location, and extent of
18	the uses of land for residential uses, commercial uses,
19	industry, agriculture, recreation, conservation, education,
20	public buildings and grounds, other public facilities, and
21	other categories of the public and private uses of land.
22	Counties are encouraged to designate rural land stewardship
23	areas, pursuant to the provisions of paragraph (11)(d), as
24	overlays on the future land use map. Each future land use
25	category must be defined in terms of uses included, and must
26	include standards to be followed in the control and
27	distribution of population densities and building and
2.8	structure intensities. The proposed distribution, location.

29 and extent of the various categories of land use shall be

31 supplemented by goals, policies, and measurable objectives.

30 shown on a land use map or map series which shall be

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 3 population of the area; the character of undeveloped land; the 4 availability of public services; the need for redevelopment, including the renewal of blighted areas and the elimination of 6 nonconforming uses which are inconsistent with the character 8 of the community; and, in rural communities, the need for job 9 creation, capital investment, and economic development that will strengthen and diversify the community's economy. The 10 future land use plan may designate areas for future planned 11 development use involving combinations of types of uses for 12 13 which special regulations may be necessary to ensure 14 development in accord with the principles and standards of the comprehensive plan and this act. In addition, for rural 15 communities, the amount of land designated for future planned 16 industrial use shall be based upon surveys and studies that 17 reflect the need for job creation, capital investment, and the necessity to strengthen and diversify the local economies, and 19 shall not be limited solely by the projected population of the 20 rural community. The future land use plan of a county may also 21 designate areas for possible future municipal incorporation. 2.2 23 The land use maps or map series shall generally identify and 24 depict historic district boundaries and shall designate historically significant properties meriting protection. 25 future land use element must clearly identify the land use 26 categories in which public schools are an allowable use. When 27 28 delineating the land use categories in which public schools 29 are an allowable use, a local government shall include in the categories sufficient land proximate to residential 30 31 development to meet the projected needs for schools in

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coordination with public school boards and may establish
   differing criteria for schools of different type or size.
    Each local government shall include lands contiguous to
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    existing school sites, to the maximum extent possible, within
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    the land use categories in which public schools are an
   allowable use. All comprehensive plans must comply with the
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    school siting requirements of this paragraph no later than
 8
    October 1, 1999. The failure by a local government to comply
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    with these school siting requirements by October 1, 1999, will
   result in the prohibition of the local government's ability to
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    amend the local comprehensive plan, except for plan amendments
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   described in s. 163.3187(1)(b), until the school siting
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   requirements are met. Amendments proposed by a local
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    government for purposes of identifying the land use categories
    in which public schools are an allowable use or for adopting
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    or amending the school-siting maps pursuant to s. 163.31776(3)
16
    are exempt from the limitation on the frequency of plan
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    amendments contained in s. 163.3187. The future land use
    element shall include criteria that encourage the location of
19
    schools proximate to urban residential areas to the extent
20
   possible and shall require that the local government seek to
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22
    collocate public facilities, such as parks, libraries, and
23
    community centers, with schools to the extent possible and to
24
    encourage the use of elementary schools as focal points for
   neighborhoods. For schools serving predominantly rural
2.5
    counties, defined as a county with a population of 100,000 or
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    fewer, an agricultural land use category shall be eligible for
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    the location of public school facilities if the local
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    comprehensive plan contains school siting criteria and the
    location is consistent with such criteria.
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1	(c) A general sanitary sewer, solid waste, drainage,
2	potable water, and natural groundwater aquifer recharge
3	element correlated to principles and guidelines for future
4	land use, indicating ways to provide for future potable water,
5	drainage, sanitary sewer, solid waste, and aquifer recharge
6	protection requirements for the area. The element may be a
7	detailed engineering plan including a topographic map
8	depicting areas of prime groundwater recharge. The element
9	shall describe the problems and needs and the general
10	facilities that will be required for solution of the problems
11	and needs. The element shall also include a topographic map
12	depicting any areas adopted by a regional water management
13	district as prime groundwater recharge areas for the Floridan
14	or Biscayne aquifers, pursuant to s. 373.0395. These areas
15	shall be given special consideration when the local government
16	is engaged in zoning or considering future land use for said
17	designated areas. For areas served by septic tanks, soil
18	surveys shall be provided which indicate the suitability of
19	soils for septic tanks. By <u>December 1, 2006</u> January 1, 2005,
20	or the Evaluation and Appraisal Report adoption deadline
21	established for the local government pursuant to s.
22	163.3191(a), whichever date occurs first, the element must
23	consider the appropriate water management district's regional
24	water supply plan approved pursuant to s. 373.0361. The
25	element must include a work plan, covering at least a 10-year
26	planning period, for building water supply facilities that are
27	identified in the element as necessary to serve existing and
28	new development and for which the local government is
29	responsible. The work plan shall be updated, at a minimum,
30	every 5 years within 12 months after the approval of the
31	revised regional water supply plan. Amendments to incorporate

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the work plan do not count toward the limitation on the frequency of adoption of amendments to a 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 31 | local government comprehensive plans and implementing land

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development regulations shall provide strategies which
   maximize the use of existing facilities and services through
   redevelopment, urban infill development, and other strategies
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    for urban revitalization.
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           (d)1. The department, in cooperation with the
   Department of Agriculture and Consumer Services, the
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   Department of Environmental Protection, water management
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    districts, and regional planning councils, shall provide
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    assistance to local governments in the implementation of this
   paragraph and rule 9J-5.006(5)(1), Florida Administrative
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   Code. Implementation of those provisions shall include a
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   process by which the department may authorize up to five local
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   governments to designate all or portions of lands classified
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    in the future land use element as predominantly agricultural,
   rural, open, open-rural, or a substantively equivalent land
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    use, as a rural land stewardship area within which planning
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    and economic incentives are applied to encourage the
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    implementation of innovative and flexible planning and
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    development strategies and creative land use planning
    techniques, including those contained herein and in rule
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    9J-5.006(5)(1), Florida Administrative Code. Assistance may
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22
    include, but is not limited to:
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           a. Assistance from the Department of Environmental
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    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
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    <u>area;</u>
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           b. Support for local government implementation of
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   rural land stewardship concepts by providing information and
    assistance to local governments regarding land acquisition
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31 programs that may be used by the local government or
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landowners to leverage the protection of greater acreage and maximize the effectiveness of rural land stewardship areas; 3 and

- 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.
- 9 2. The department shall encourage participation by local governments of different sizes and rural characteristics 10 in establishing and implementing rural land stewardship areas. 11 It is the intent of the Legislature that rural land 12 13 stewardship areas be used to further the following broad 14 principles of rural sustainability: restoration and maintenance of the economic value of rural land; control of 15 urban sprawl; identification and protection of ecosystems, 16 habitats, and natural resources; promotion of rural economic 17 activity; maintenance of the viability of Florida's agricultural economy; and protection of the character of rural 19 areas of Florida. Rural land stewardship areas may be 20 multicounty in order to encourage coordinated regional 2.1 22 stewardship planning.
 - 3. A local government, in conjunction with a regional planning council, a stakeholder organization of private land 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.

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1	4. In selecting a local government, the department
2	shall, by written agreement:
3	a. Ensure that the local government has expressed its
4	intent to designate a rural land stewardship area pursuant to
5	the provisions of this subsection and clarify that the rural
6	land stewardship area is intended.
7	b. Ensure that the local government has the financial
8	and administrative capabilities to implement a rural land
9	stewardship area.
10	5. The written notification agreement shall describe
11	include the basis for the designation, authorization and
12	provide criteria for evaluating the success of the
13	authorization including the extent to which the rural land
14	stewardship area enhances rural land values, controls; control
15	urban sprawl $_{m{L}}$ provides necessary open space for agriculture
16	and protection of the natural environment $_{m{\prime}}$ promotes rural
17	economic activity, $\dot{ au}$ and maintains rural character and the
18	economic viability of agriculture. The department may
19	terminate the agreement at any time if it determines that the
20	local government is not meeting the terms of the agreement.
21	4.6. A rural land stewardship area shall be not less
22	than $10,000$ $50,000$ acres and shall not exceed $250,000$ acres in
23	size, shall be located outside of municipalities and
24	established urban growth boundaries, and shall be designated
25	by plan amendment. The plan amendment designating a rural
26	land stewardship area shall be subject to review by the
27	Department of Community Affairs pursuant to s. 163.3184 and
28	shall provide for the following:
29	a. Criteria for the designation of receiving areas

31 planning and development strategies may be applied. Criteria

30 within rural land stewardship areas in which innovative

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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), 31 Florida Administrative Code.

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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.

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- 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.
- 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.

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- 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 natural 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.

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- 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 public entities or private land conservation entities government, 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, high-density development improves the quality of life for residents and businesses in urban areas. The Legislature finds that mixed-use, 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, land-intensive development outside an urban service area. Therefore, the Department of Community Affairs

1	shall provide technical assistance to local governments in
2	order to encourage mixed-use, high-density urban infill and
3	redevelopment projects.
4	(f) The Legislature finds that a program for the
5	transfer of development rights is a useful tool to preserve
6	historic buildings and create public open spaces in urban
7	areas. A program for the transfer of development rights allows
8	the transfer of density credits from historic properties and
9	public open spaces to areas designated for high-density
10	development. The Legislature recognizes that high-density
11	development is integral to the success of many urban infill
12	and redevelopment projects. The Legislature intends to
13	encourage high-density urban infill and redevelopment while
14	preserving historic structures and open spaces. Therefore, the
15	Department of Community Affairs shall provide technical
16	assistance to local governments in order to promote the
17	transfer of development rights within urban areas for
18	high-density infill and redevelopment projects.
19	(q)(e) The implementation of this subsection shall be
20	subject to the provisions of this chapter, chapters 186 and
21	187, and applicable agency rules.
22	$\underline{\text{(h)}(f)}$ The department may adopt rules necessary to
23	implement the provisions of this subsection.
24	Section 5. Paragraph (m) is added to subsection (1) of
25	section 163.3187, Florida Statutes, to read:
26	163.3187 Amendment of adopted comprehensive plan
27	(1) Amendments to comprehensive plans adopted pursuant
28	to this part may be made not more than two times during any
29	calendar year, except:
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1	(m) Any local government comprehensive plan amendment
2	establishing or implementing a rural land stewardship area
3	pursuant to the provisions of s. 163.3177(11)(d).
4	Section 6. This act shall take effect July 1, 2004.
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CODING: Words stricken are deletions; words underlined are additions.