1 A bill to be entitled 2 An act relating to local government fiscal 3 transparency; amending s. 11.40, F.S.; expanding the 4 scope of the Legislative Auditing Committee review to 5 include compliance with local government fiscal 6 transparency requirements; amending s. 11.45, F.S.; 7 providing procedures for the Auditor General and local 8 governments to comply with the local government fiscal 9 transparency requirements; amending ss. 125.045 and 10 166.021, F.S.; revising reporting requirements for 11 certain local government economic development 12 incentives; transferring and renumbering s. 218.80, 13 F.S., relating to the Public Bid Disclosure Act; 14 creating part VIII of ch. 218, F.S., consisting of ss. 218.801, 218.803, 218.805, 218.81, 218.82, 218.83, 15 218.84, 218.88, and 218.89, F.S.; providing a short 16 17 title, purpose, and definitions; requiring local governments to post certain voting record information 18 19 on their websites; requiring such websites to provide links to related websites; requiring such websites and 20 21 the information on such websites to comply with 22 certain federal laws; requiring property appraisers 23 and local governments to post certain property tax 24 information and history on their websites; requiring 25 local governments to post certain property tax

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26	information and history on their websites; requiring
27	public notices for public hearings and meetings before
28	certain tax increases or the issuance of new tax-
29	supported debt; specifying noticing and advertising
30	requirements for such public hearings and meetings;
31	requiring local governments to conduct certain debt
32	affordability analyses under specified conditions;
33	requiring audits of local governments to include
34	affidavits signed by the chair of the local government
35	governing board; requiring specified information to
36	accompany audits of local governments and to be filed
37	with the Auditor General; providing a method for local
38	governments that do not operate a website to post
39	certain required information; amending ss. 215.97 and
40	218.32, F.S.; conforming cross-references; declaring
41	that the act fulfills an important state interest;
42	providing an effective date.
43	
44	Be It Enacted by the Legislature of the State of Florida:
45	
46	Section 1. Subsection (2) of section 11.40, Florida
47	Statutes, is amended to read:
48	11.40 Legislative Auditing Committee
49	(2) Following notification by the Auditor General, the
50	Department of Financial Services, the Division of Bond Finance

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51 of the State Board of Administration, the Governor or his or her 52 designee, or the Commissioner of Education or his or her 53 designee of the failure of a local governmental entity, district 54 school board, charter school, or charter technical career center 55 to comply with the applicable provisions within s. 11.45(5) - (7), 56 s. 218.32(1), s. 218.38, or s. 218.503(3), or part VIII of 57 chapter 218, the Legislative Auditing Committee may schedule a 58 hearing to determine if the entity should be subject to further 59 state action. If the committee determines that the entity should be subject to further state action, the committee shall: 60

61 In the case of a local governmental entity or district (a) 62 school board, direct the Department of Revenue and the Department of Financial Services to withhold any funds not 63 64 pledged for bond debt service satisfaction which are payable to 65 such entity until the entity complies with the law. The committee shall specify the date that such action must begin, 66 67 and the directive must be received by the Department of Revenue 68 and the Department of Financial Services 30 days before the date 69 of the distribution mandated by law. The Department of Revenue 70 and the Department of Financial Services may implement this 71 paragraph.

72

(b) In the case of a special district created by:

A special act, notify the President of the Senate, the
Speaker of the House of Representatives, the standing committees
of the Senate and the House of Representatives charged with

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special district oversight as determined by the presiding 76 77 officers of each respective chamber, the legislators who 78 represent a portion of the geographical jurisdiction of the 79 special district, and the Department of Economic Opportunity 80 that the special district has failed to comply with the law. 81 Upon receipt of notification, the Department of Economic 82 Opportunity shall proceed pursuant to s. 189.062 or s. 189.067. 83 If the special district remains in noncompliance after the process set forth in s. 189.0651, or if a public hearing is not 84 85 held, the Legislative Auditing Committee may request the department to proceed pursuant to s. 189.067(3). 86

87 2. A local ordinance, notify the chair or equivalent of 88 the local general-purpose government pursuant to s. 189.0652 and 89 the Department of Economic Opportunity that the special district 90 has failed to comply with the law. Upon receipt of notification, the department shall proceed pursuant to s. 189.062 or s. 91 92 189.067. If the special district remains in noncompliance after 93 the process set forth in s. 189.0652, or if a public hearing is 94 not held, the Legislative Auditing Committee may request the 95 department to proceed pursuant to s. 189.067(3).

96 3. Any manner other than a special act or local ordinance, 97 notify the Department of Economic Opportunity that the special 98 district has failed to comply with the law. Upon receipt of 99 notification, the department shall proceed pursuant to s. 100 189.062 or s. 189.067(3).

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In the case of a charter school or charter technical 101 (C) 102 career center, notify the appropriate sponsoring entity, which 103 may terminate the charter pursuant to ss. 1002.33 and 1002.34. 104 Section 2. Paragraphs (d) through (j) of subsection (7) of 105 section 11.45, Florida Statutes, are redesignated as paragraphs 106 (e) through (k), respectively, and a new paragraph (d) is added 107 to that subsection to read: 108 11.45 Definitions; duties; authorities; reports; rules.-109 AUDITOR GENERAL REPORTING REQUIREMENTS.-(7) 110 (d) During the Auditor General's review of audit reports, the Auditor General shall contact each local government, as 111 112 defined in s. 218.805(2), that is not in compliance with part VIII of chapter 218 and request evidence of corrective action. 113 114 The local government shall provide the Auditor General with 115 evidence of the initiation of corrective action within 45 days 116 after the date it is requested by the Auditor General and 117 evidence of completion of corrective action within 180 days 118 after the date it is requested by the Auditor General. If the 119 local government fails to comply with the Auditor General's 120 request or is unable to take corrective action within the required timeframe, the Auditor General shall notify the 121 122 Legislative Auditing Committee. Section 3. Subsection (5) of section 125.045, Florida 123 124 Statutes, is amended to read: 125 125.045 County economic development powers.-

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126 By January 15 of each year By January 15, 2011, and (5)(a) 127 annually thereafter, each county shall report to the Office of 128 Economic and Demographic Research the economic development 129 incentives in excess of \$25,000 given to each business any 130 business during the county's previous fiscal year. The Office of 131 Economic and Demographic Research shall compile the information 132 from the counties into a report and provide the report to the 133 President of the Senate, the Speaker of the House of 134 Representatives, and the Department of Economic Opportunity. 135 Each county must identify whether the economic development 136 incentives were provided directly by the county or by another 137 entity on behalf of the county, as well as the source of local dollars and any state or federal dollars obligated for the 138 139 incentive. Economic development incentives are classified as 140 follows include:

141 1. <u>Class I:</u> <del>Direct</del> Financial incentives of monetary</del> 142 assistance provided to <u>an individual</u> <del>a</del> business from the county 143 or through an organization authorized by the county. Such 144 incentives include<u>:</u>, but are not limited to, grants, loans, 145 equity investments, loan insurance and guarantees, and training 146 subsidies.

a. Grants.

d.

- 148 <u>b. Tax-based credits, refunds, or exemptions.</u>
  - c. Fee-based credits, refunds, or exemptions.
- 149 150

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Loans, loan insurance, or loan guarantees.

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151	e. Below-market rate leases or deeds for real property.
152	f. Job training or recruitment.
153	g. Subsidized or discounted government services.
154	h. Infrastructure improvements.
155	2. Class II: General assistance, services, and support
156	provided collectively to businesses with a common interest or
157	purpose. Such incentives include:
158	a. Technical assistance and training.
159	b. Business incubators and accelerators.
160	c. Infrastructure improvements Indirect incentives in the
161	form of grants and loans provided to businesses and community
162	organizations that provide support to businesses or promote
163	business investment or development.
164	3. Class III: Business recruitment, retention, or
165	expansion efforts provided to benefit an individual business or
166	class of businesses. Such incentives include:
167	a. Marketing and market research.
168	b. Trade missions and trade shows.
169	c. Site selection.
170	d. Targeted assistance with the permitting and licensing
171	process.
172	e. Business plan or project development <del>Fee-based or tax-</del>
173	based incentives, including, but not limited to, credits,
174	refunds, exemptions, and property tax abatement or assessment
175	reductions.
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176 4. Below-market rate leases or deeds for real property. 177 A county shall report its economic development (b) 178 incentives in the format specified by the Office of Economic and 179 Demographic Research. 180 (C) The Office of Economic and Demographic Research shall 181 compile the economic development incentives provided by each 182 county in a manner that shows the total of each class of economic development incentives provided by each county and all 183 184 counties. To the extent possible, the office shall compare the 185 results of the economic development incentives provided by all counties to the results of state incentives provided within 186 similar classes. 187 Section 4. Paragraph (e) of subsection (8) of section 188 189 166.021, Florida Statutes, is amended to read: 190 166.021 Powers.-191 (8) By January 15 of each year By January 15, 2011, and 192 (e)1. 193 annually thereafter, each municipality having annual revenues or 194 expenditures greater than \$250,000 shall report to the Office of 195 Economic and Demographic Research the economic development incentives in excess of \$25,000 given to each business any 196 197 business during the municipality's previous fiscal year. The Office of Economic and Demographic Research shall compile the 198 information from the municipalities into a report and provide 199 200 the report to the President of the Senate, the Speaker of the

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201	House of Representatives, and the Department of Economic
202	Opportunity. Each municipality must identify whether the
203	economic development incentives were provided directly by the
204	municipality or by another entity on behalf of the municipality,
205	as well as the source of local dollars and any state or federal
206	dollars obligated for the incentive. Economic development
207	incentives are classified as follows include:
208	a. <u>Class I:</u> <del>Direct</del> Financial incentives <del>of monetary</del>
209	<del>assistance</del> provided to <u>an individual</u> <del>a</del> business <del>from the</del>
210	municipality or through an organization authorized by the
211	municipality. Such incentives include:, but are not limited to,
212	grants, loans, equity investments, loan insurance and
213	guarantees, and training subsidies.
214	(I) Grants.
215	(II) Tax-based credits, refunds, or exemptions.
216	(III) Fee-based credits, refunds, or exemptions.
217	(IV) Loans, loan insurance, or loan guarantees.
218	(V) Below-market rate leases or deeds for real property.
219	(VI) Job training or recruitment.
220	(VII) Subsidized or discounted government services.
221	(VIII) Infrastructure improvements.
222	b. <u>Class II: General assistance, services, and support</u>
223	provided collectively to businesses with a common interest or
224	purpose. Such incentives include:
225	(I) Technical assistance and training.
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226	(II) Business incubators and accelerators.
227	(III) Infrastructure improvements Indirect incentives in
228	the form of grants and loans provided to businesses and
229	community organizations that provide support to businesses or
230	promote business investment or development.
231	c. Class III: Business recruitment, retention, or
232	expansion efforts provided to benefit an individual business or
233	class of businesses. Such incentives include:
234	(I) Marketing and market research.
235	(II) Trade missions and trade shows.
236	(III) Site selection.
237	(IV) Targeted assistance with the permitting and licensing
238	process.
239	(V) Business plan or project development Fee-based or tax-
240	based incentives, including, but not limited to, credits,
241	refunds, exemptions, and property tax abatement or assessment
242	reductions.
243	d. Below-market rate leases or deeds for real property.
244	2. A municipality shall report its economic development
245	incentives in the format specified by the Office of Economic and
246	Demographic Research.
247	3. The Office of Economic and Demographic Research shall
248	compile the economic development incentives provided by each
249	municipality in a manner that shows the total of each class of
250	economic development incentives provided by each municipality
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251 and all municipalities. To the extent possible, the office shall 252 compare the results of the economic development incentives 253 provided by all municipalities to the results of state incentives provided in similar classes. 254 255 Section 5. Section 218.80, Florida Statutes, is 256 transferred and renumbered as section 218.795, Florida Statutes. 257 Section 6. Part VIII of chapter 218, Florida Statutes, consisting of sections 218.801, 218.803, 218.805, 218.81, 258 218.82, 218.83, 218.84, 218.88, and 218.89, is created to read: 259 260 PART VIII 261 LOCAL GOVERNMENT FISCAL TRANSPARENCY ACT 218.801 Short title.-This part may be cited as the "Local 262 263 Government Fiscal Transparency Act." 264 218.803 Purpose. - The purpose of this part is to promote 265 the fiscal transparency of local governments when using public 266 funds by requiring additional public noticing of proposed local 267 government actions that increase taxes, enact new taxes, extend 268 expiring taxes, or issue tax-supported debt and requiring voting 269 records of local governing bodies related to such actions to be 270 easily and readily accessible by the public. 271 218.805 Definitions.-As used in this part, the term: (1) "Debt" means bonds, loans, promissory notes, lease-272 purchase agreements, certificates of participation, installment 273 274 sales, leases, or any other financing mechanisms or financial 275 arrangements, regardless of whether they are debt for legal

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276	purposes or for financing or refinancing the acquisition,
277	construction, improvement, or purchase of capital outlay
278	projects.
279	(2) "Local government" means any county, municipality,
280	school district, dependent special district, municipal service
281	taxing unit, or independent special district, but does not
282	include special dependent or independent districts established
283	to provide hospital services, provided such special districts do
284	not levy, assess, or collect ad valorem taxes.
285	(3) "Tax increase" means:
286	(a) For ad valorem taxes, any increase in a local
287	government's millage rate above the rolled-back rate as
288	<u>described in s. 200.065(1).</u>
289	(b) For all other taxes, an increase in the tax rate, the
290	enactment of a new tax, or an extension of a tax.
291	(4) "Tax-supported debt" means debt with a duration of
292	more than 5 years secured in whole or in part by state or local
293	tax levies, regardless of whether such security is direct or
294	indirect or explicit or implicit, and includes debt for which
295	annual appropriations pledged for payment are from government
296	fund types receiving tax revenues or shared revenues from state
297	tax sources. The term does not include debt secured solely by
298	revenues generated by the project that is financed with the
299	debt.
300	218.81 Voting record access

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301 Each local government shall post on its website, in a (1) 302 manner that is easily accessible to the public, a history of the 303 voting record of each action taken by the local governing board 304 that addressed a tax increase or new tax-supported debt 305 issuance, except debt that was refinanced or refunded and that 306 did not extend the term or increase the outstanding principal 307 amount of the original debt, as follows: (a) By October 1, 2020, the voting record history from the 308 309 preceding year. 310 (b) By October 1, 2021, the voting record history from the 311 preceding 2 years. 312 (c) By October 1, 2022, the voting record history from the 313 preceding 3 years. 314 (d) By October 1, 2023, and each October 1 thereafter, the voting record history from the preceding 4 years. 315 316 (2) The website must provide links to allow users to 317 navigate to related websites if supporting details or 318 documentation are available, and the websites and the 319 information on those websites must comply with the Americans 320 with Disabilities Act. 321 (3) In each public notice of a tax increase or the 322 issuance of new tax-supported debt, each local government shall 323 include with the public notice the website address at which the 324 voting records can be accessed. 325 218.82 Property tax information and history.-

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326 (1) Each county property appraiser, as defined in s. 327 192.001, shall maintain a website that includes, in a manner 328 easily accessible to the public, links that provide access to: 329 The notice of proposed property taxes and non-ad (a) 330 valorem assessments required under s. 200.069 for each parcel of 331 property in the county. 332 (b) A history of the millage rate and the amount of tax 333 levied by each taxing authority on each parcel in the county as 334 follows: 335 1. By October 1, 2020, the history from the preceding 2 336 years. 337 2. By October 1, 2021, the history from the preceding 3 338 years. 339 3. By October 1, 2022, and each October 1 thereafter, the 340 history from the preceding 4 years. 341 342 This subsection does not apply to information that is otherwise 343 exempt from public disclosure. 344 (2) Each local government shall post on its website, in a 345 manner that is easily accessible to the public, links that provide access to a history of each of its millage rates and the 346 347 total annual amount of revenue generated by each of these 348 levies, as follows: By October 1, 2020, the history from the preceding 2 349 (a) 350 years.

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351	(b) By October 1, 2021, the history from the preceding 3
352	years.
353	(c) By October 1, 2022, and each October 1 thereafter, the
354	history from the preceding 4 years.
355	218.83 Expanded public noticing of tax increases and
356	issuance of new tax-supported debt
357	(1) For purposes of this section, the term "tax increase"
358	does not include an ad valorem tax increase and the term "tax-
359	supported debt" does not include debt approved by referendum and
360	secured by ad valorem taxes.
361	(2) A local government that intends to vote on a proposed
362	tax increase or the issuance of new tax-supported debt shall
363	advertise a public hearing to solicit public input concerning
364	the proposed tax increase or the issuance of new tax-supported
365	debt. This public hearing must occur at least 14 days before the
366	scheduled date of the local governing board meeting to take a
367	final vote on the proposed tax increase or the issuance of new
368	tax-supported debt. Any hearing required under this subsection
369	shall be held after 5 p.m. if scheduled on a day other than
370	Saturday. A hearing may not be held on a Sunday. The general
371	public must be allowed to speak and to ask questions relevant to
372	the proposed tax increase or the issuance of new tax-supported
373	debt. The local government shall provide public notice as
374	provided in subsection (4).
375	(3)(a) If, following the public hearing, the local
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376	government intends to proceed with a vote to approve a tax
377	increase or the issuance of tax-supported debt, the local
378	government shall provide public notice in the manner set forth
379	in subsection (4) at least 10 days before the scheduled public
380	meeting date.
381	(b) For a proposed tax increase, the notice shall also
382	include, at a minimum:
383	1. A statement prominently posted that the local
384	government intends to vote on a proposed tax, tax extension, or
385	tax increase.
386	2. The time and place of the public meeting.
387	3. The amount of the tax increase, including both the rate
388	and the total amount of annual revenue expected to be generated
389	and the expected annual revenue expressed as a percentage of the
390	government's general fund revenue.
391	4. A detailed explanation of the intended uses of the
392	levy.
393	5. A statement indicating whether the local government
394	expects to use the proceeds to secure debt.
395	(c) For new tax-supported debt issuance, the notice shall
396	also include, at a minimum:
397	1. A statement prominently posted that the local
398	government intends to vote on a proposed new issuance of tax-
399	supported debt.
400	2. The time and place of the public meeting.
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401 3. A truth-in-bonding statement in substantially the 402 following form: 403 "The ... (insert local government name)... is proposing to issue \$...(insert principal)... of debt or obligation for the 404 405 purpose of ... (insert purpose) .... This debt or obligation is 406 expected to be repaid over a period of ... (insert term of 407 issue)... years. At a forecasted interest rate of ... (insert rate of interest)..., total interest paid over the life of the 408 debt or obligation will be \$... (insert sum of interest 409 410 payments).... The source of repayment or security for this 411 proposal is the ... (insert the local government name) ... 412 existing ... (insert fund) .... Authorizing this debt or 413 obligation will result in \$... (insert the annual amount) ... of 414 ... (insert local government name) ... (insert fund) ... moneys 415 not being available to finance the other services of the 416 ... (insert local government name)... each year for ... (insert 417 the length of the debt or obligation) .... ' 418 4. A description of the debt affordability ratios 419 calculated pursuant to s. 218.84 in substantially the following 420 form: 421 "The following ratios measure the affordability of 422 outstanding and proposed new long-term, tax-supported debt 423 issued by... (insert local government name)... The ratios show 424 debt service as a percentage of the revenues available to 425 support the debt, including the new debt being proposed

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426	(insert 5-year history and 2-year projection of debt
427	affordability ratio)."
428	(4) The notice provided by a local government announcing a
429	public hearing to take public input as provided in subsection
430	(2) or the public meeting to take a final vote as provided in
431	subsection (3) must meet the following requirements:
432	(a) The local government must advertise notice in a
433	newspaper of general circulation in the county or counties in
434	which the local government exists. A local government may
435	advertise in a geographically limited insert of a newspaper of
436	general circulation if the region encompassed by the insert
437	contains the jurisdictional boundaries of the local government.
438	The newspaper must be of general interest to readership in the
439	community and not one of limited subject matter pursuant to
440	chapter 50. The notice:
441	1. Must be at least one-quarter page in size in a
442	newspaper of standard size or one-half page in size in a
443	newspaper of tabloid size and the headline of the notice must be
444	in at least 18-point font.
445	2. May not be placed in that portion of the newspaper in
446	which legal notices and classified advertisements appear.
447	3. Must appear in a newspaper that is published at least 5
448	days a week unless the only newspaper in the county is published
449	fewer than 5 days a week. If the notice appears in a
450	geographically limited insert of a newspaper of general

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451 circulation, the insert must be one that is published at least 452 twice a week throughout the local government's jurisdiction. 453 454 In lieu of publishing the notice, the local government may mail 455 a copy of the notice to each elector residing within the 456 jurisdiction of the local government. 457 (b) The local government must post on its website in a 458 manner that is easily accessible to the public the information 459 required under subsections (2) and (3), as applicable. 460 (5) This section does not apply to the refinancing or 461 refunding of debt that does not extend the term or increase the 462 outstanding principal amount of the original debt. 463 218.84 Local government debt fiscal responsibility.-464 (1) It is the public policy of this state to encourage 465 local governments to exercise prudence in authorizing and 466 issuing debt. Before a local government authorizes debt, it must 467 consider its ability to meet its total debt service obligations 468 in light of other demands on the local government's fiscal 469 resources. Each local government shall perform a debt 470 affordability analysis as set forth in subsection (2), and the governing board shall consider the analysis before approving the 471 issuance of new tax-supported debt. 472 (2) The debt affordability analysis shall, at a minimum, 473 474 consist of the calculation of the local government's actual debt 475 affordability ratio for the 5 fiscal years before the year the

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476 debt is expected to be issued and a projection of the ratio for 477 at least the first 2 fiscal years in which the debt is expected 478 to be issued. The analysis shall include a comparison of the 479 debt affordability ratio with and without the new debt issuance. 480 The debt affordability ratio for a given fiscal year (3) 481 shall be a ratio: 482 (a) The numerator of which is the total annual debt 483 service for outstanding tax-supported debt of the local 484 government. (b) 485 The denominator of which is the total annual revenues 486 available to pay debt service on outstanding tax-supported debt 487 of the local government. 488 218.88 Audits.-Audits of financial statements of local 489 governments that are performed by a certified public accountant 490 pursuant to s. 218.39 and submitted to the Auditor General must 491 be accompanied by an affidavit executed by the chair of the 492 governing board of the local government, as a separate document, 493 stating that the local government has complied with this part 494 and must be filed with the Auditor General or, if the local 495 government has not complied with this part, the affidavit shall 496 include a description of the noncompliance and corrective action 497 taken by the local government to correct the noncompliance and 498 to prevent such noncompliance in the future. 499 218.89 Local government websites.-If a local government is 500 required under this part to post information on its website but

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501 does not operate an official website, the local government must 502 provide the county or counties in which the local government is 503 located the information required to be posted, and each such 504 county shall post the required information on its website. 505 Section 7. Paragraph (a) of subsection (2) of section 506 215.97, Florida Statutes, is amended to read: 507 215.97 Florida Single Audit Act.-508 (2) As used in this section, the term: "Audit threshold" means the threshold amount used to 509 (a) determine when a state single audit or project-specific audit of 510 a nonstate entity shall be conducted in accordance with this 511 512 section. Each nonstate entity that expends a total amount of 513 state financial assistance equal to or in excess of \$750,000 in 514 any fiscal year of such nonstate entity shall be required to 515 have a state single audit or a project-specific audit for such 516 fiscal year in accordance with the requirements of this section. 517 After consulting with the Executive Office of the Governor, the Department of Financial Services, and all state awarding 518 519 agencies, the Auditor General shall periodically review the 520 threshold amount for requiring audits under this section and may 521 recommend any appropriate statutory change to revise the 522 threshold amount in the annual report submitted to the Legislature pursuant to s. 11.45(7)(i) s. 11.45(7)(h). 523 524 Section 8. Paragraph (e) of subsection (1) of section 525 218.32, Florida Statutes, is amended to read:

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218.32 Annual financial reports; local governmental

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527 entities.-528 (1)529 Each local governmental entity that is not required to (e) 530 provide for an audit under s. 218.39 must submit the annual 531 financial report to the department no later than 9 months after 532 the end of the fiscal year. The department shall consult with 533 the Auditor General in the development of the format of annual 534 financial reports submitted pursuant to this paragraph. The 535 format must include balance sheet information used by the 536 Auditor General pursuant to s.  $11.45(7)(g) = \frac{11.45(7)(f)}{2}$ . The 537 department must forward the financial information contained 538 within the annual financial reports to the Auditor General in 539 electronic form. This paragraph does not apply to housing 540 authorities created under chapter 421. 541 Section 9. The Legislature finds that this act fulfills an 542 important state interest. 543 Section 10. This act shall take effect July 1, 2020.

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