${\bf By}$ Senator Diaz

	36-00451-21 2021154
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 a 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; revising classifications for economic
13	development incentives; requiring the Office of
14	Economic and Demographic Research to compare certain
15	results; renumbering s. 218.80, F.S., relating to the
16	Public Bid Disclosure Act; creating part VIII of ch.
17	218, F.S., consisting of ss. 218.801, 218.803,
18	218.805, 218.81, 218.82, 218.83, 218.84, 218.88, and
19	218.89, F.S.; providing a short title; providing a
20	purpose; defining terms; requiring local governments
21	to post certain voting record information on their
22	websites; requiring local government websites to
23	provide links to related websites under certain
24	circumstances; requiring such websites and the
25	information on those websites to comply with a
26	specified federal law; requiring property appraisers
27	and local governments to post certain property tax
28	information and history on their websites; requiring
29	public notices for public hearings and meetings before

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30	certain tax increases or the issuance of new tax-
31	supported debt; specifying noticing and advertising
32	requirements for such public hearings and meetings;
33	providing applicability; requiring local governments
34	to conduct certain debt affordability analyses under
35	specified conditions; specifying requirements for the
36	analyses; requiring audits of local governments to
37	include affidavits executed by the chair of the local
38	government governing board; requiring specified
39	information to accompany audits of local governments
40	and to be filed with the Auditor General; providing a
41	method to post certain required information for local
42	governments that do not operate a website; amending
43	ss. 215.97 and 218.32, F.S.; conforming cross-
44	references; declaring that the act fulfills an
45	important state interest; providing an effective date.
46	
47	Be It Enacted by the Legislature of the State of Florida:
48	
49	Section 1. Subsection (2) of section 11.40, Florida
50	Statutes, is amended to read:
51	11.40 Legislative Auditing Committee
52	(2) Following notification by the Auditor General, the
53	Department of Financial Services, the Division of Bond Finance
54	of the State Board of Administration, the Governor or his or her
55	designee, or the Commissioner of Education or his or her
56	designee of the failure of a local governmental entity, district
57	school board, charter school, or charter technical career center
58	to comply with the applicable provisions within s. $11.45(5)-(7)$,

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36-00451-21 2021154 59 s. 218.32(1), s. 218.38, or s. 218.503(3), or part VIII of 60 chapter 218, the Legislative Auditing Committee may schedule a 61 hearing to determine if the entity should be subject to further 62 state action. If the committee determines that the entity should 63 be subject to further state action, the committee shall: (a) In the case of a local governmental entity or district 64 65 school board, direct the Department of Revenue and the 66 Department of Financial Services to withhold any funds not 67 pledged for bond debt service satisfaction which are payable to 68 such entity until the entity complies with the law. The 69 committee shall specify the date that such action must begin, 70 and the directive must be received by the Department of Revenue 71 and the Department of Financial Services 30 days before the date 72 of the distribution mandated by law. The Department of Revenue 73 and the Department of Financial Services may implement this 74 paragraph. 75 (b) In the case of a special district created by: 76 1. A special act, notify the President of the Senate, the 77 Speaker of the House of Representatives, the standing committees 78 of the Senate and the House of Representatives charged with 79 special district oversight as determined by the presiding 80 officers of each respective chamber, the legislators who 81 represent a portion of the geographical jurisdiction of the 82 special district, and the Department of Economic Opportunity that the special district has failed to comply with the law. 83

Upon receipt of notification, the Department of Economic Opportunity shall proceed pursuant to s. 189.062 or s. 189.067. If the special district remains in noncompliance after the process set forth in s. 189.0651, or if a public hearing is not

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88 held, the Legislative Auditing Committee may request the 89 department to proceed pursuant to s. 189.067(3). 2. A local ordinance, notify the chair or equivalent of the 90 91 local general-purpose government pursuant to s. 189.0652 and the 92 Department of Economic Opportunity that the special district has failed to comply with the law. Upon receipt of notification, the 93 94 department shall proceed pursuant to s. 189.062 or s. 189.067. 95 If the special district remains in noncompliance after the process set forth in s. 189.0652, or if a public hearing is not 96 97 held, the Legislative Auditing Committee may request the 98 department to proceed pursuant to s. 189.067(3). 99 3. Any manner other than a special act or local ordinance, 100 notify the Department of Economic Opportunity that the special 101 district has failed to comply with the law. Upon receipt of 102 notification, the department shall proceed pursuant to s. 103 189.062 or s. 189.067(3).

(c) In the case of a charter school or charter technical
career center, notify the appropriate sponsoring entity, which
may terminate the charter pursuant to ss. 1002.33 and 1002.34.

Section 2. Present paragraphs (d) through (j) of subsection (7) of section 11.45, Florida Statutes, are redesignated as paragraphs (e) through (k), respectively, and a new paragraph (d) is added to that subsection, to read:

- 111
- 112

11.45 Definitions; duties; authorities; reports; rules.-(7) AUDITOR GENERAL REPORTING REQUIREMENTS.-

113 (d) During the Auditor General's review of audit reports, 114 the Auditor General shall contact each local government, as 115 defined in s. 218.805(2), that is not in compliance with part 116 VIII of chapter 218 and request evidence of corrective action.

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117	The local government shall provide the Auditor General with
118	evidence of the initiation of corrective action within 45 days
119	after the date it is requested by the Auditor General and
120	evidence of completion of corrective action within 180 days
121	after the date it is requested by the Auditor General. If the
122	local government fails to comply with the Auditor General's
123	request or is unable to take corrective action within the
124	required timeframe, the Auditor General shall notify the
125	Legislative Auditing Committee.
126	Section 3. Subsection (5) of section 125.045, Florida
127	Statutes, is amended to read:
128	125.045 County economic development powers
129	(5)(a) By January 15 of each year By January 15, 2011, and
130	annually thereafter, each county shall report to the Office of
131	Economic and Demographic Research the economic development
132	incentives in excess of \$25,000 given to <u>each business</u> any
133	business during the county's previous fiscal year. The Office of
134	Economic and Demographic Research shall compile the information
135	from the counties into a report and provide the report to the
136	President of the Senate, the Speaker of the House of
137	Representatives, and the Department of Economic Opportunity.
138	Each county must identify whether the economic development
139	incentives were provided directly by the county or by another
140	entity on behalf of the county, as well as the source of local
141	dollars and any state or federal dollars obligated for the
142	incentive. Economic development incentives are classified as
143	follows include:
144	1. <u>Class I:</u> Direct Financial incentives of monetary
145	assistance provided to an individual a business from the county

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146	or through an organization authorized by the county. Such
147	incentives include <u>:</u> , but are not limited to, grants, loans,
148	equity investments, loan insurance and guarantees, and training
149	subsidies.
150	a. Grants.
151	b. Tax-based credits, refunds, or exemptions.
152	c. Fee-based credits, refunds, or exemptions.
153	d. Loans, loan insurance, or loan guarantees.
154	e. Below-market rate leases or deeds for real property.
155	f. Job training or recruitment.
156	g. Subsidized or discounted government services.
157	h. Infrastructure improvements.
158	2. Class II: General assistance, services, and support
159	provided collectively to businesses with a common interest or
160	purpose. Such incentives include:
161	a. Technical assistance and training.
162	b. Business incubators and accelerators.
163	c. Infrastructure improvements Indirect incentives in the
164	form of grants and loans provided to businesses and community
165	organizations that provide support to businesses or promote
166	business investment or development.
167	3. Class III: Business recruitment, retention, or expansion
168	efforts provided to benefit an individual business or a class of
169	businesses. Such incentives include:
170	a. Marketing and market research.
171	b. Trade missions and trade shows.
172	c. Site selection.
173	d. Targeted assistance with the permitting and licensing
174	process.

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36-00451-21 2021154 175 e. Business plan or project development Fee-based or tax-176 based incentives, including, but not limited to, credits, 177 refunds, exemptions, and property tax abatement or assessment 178 reductions. 179 4. Below-market rate leases or deeds for real property. 180 (b) A county shall report its economic development 181 incentives in the format specified by the Office of Economic and 182 Demographic Research. (c) The Office of Economic and Demographic Research shall 183 184 compile the economic development incentives provided by each 185 county in a manner that shows the total of each class of 186 economic development incentives provided by each county and all 187 counties. To the extent possible, the office shall compare the 188 results of the economic development incentives provided by all 189 counties to the results of state incentives provided within 190 similar classes. 191 Section 4. Paragraph (e) of subsection (8) of section 192 166.021, Florida Statutes, is amended to read: 193 166.021 Powers.-194 (8) 195 (e)1. By January 15 of each year By January 15, 2011, and 196 annually thereafter, each municipality having annual revenues or 197 expenditures greater than \$250,000 shall report to the Office of 198 Economic and Demographic Research the economic development incentives in excess of \$25,000 given to each business any 199 200 business during the municipality's previous fiscal year. The 201 Office of Economic and Demographic Research shall compile the 202 information from the municipalities into a report and provide 203 the report to the President of the Senate, the Speaker of the

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204	House of Representatives, and the Department of Economic
205	Opportunity. Each municipality must identify whether the
206	economic development incentives were provided directly by the
207	municipality or by another entity on behalf of the municipality,
208	as well as the source of local dollars and any state or federal
209	dollars obligated for the incentive. Economic development
210	incentives are classified as follows include:
211	a. <u>Class I:</u> Direct Financial incentives of monetary
212	assistance provided to <u>an individual</u> a business from the
213	municipality or through an organization authorized by the
214	municipality. Such incentives include:, but are not limited to,
215	grants, loans, equity investments, loan insurance and
216	guarantees, and training subsidies.
217	(I) Grants.
218	(II) Tax-based credits, refunds, or exemptions.
219	(III) Fee-based credits, refunds, or exemptions.
220	(IV) Loans, loan insurance, or loan guarantees.
221	(V) Below-market rate leases or deeds for real property.
222	(VI) Job training or recruitment.
223	(VII) Subsidized or discounted government services.
224	(VIII) Infrastructure improvements.
225	b. Class II: General assistance, services, and support
226	provided collectively to businesses with a common interest or
227	purpose. Such incentives include:
228	(I) Technical assistance and training.
229	(II) Business incubators and accelerators.
230	(III) Infrastructure improvements Indirect incentives in
231	the form of grants and loans provided to businesses and
232	community organizations that provide support to businesses or

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233	promote business investment or development.
234	c. Class III: Business recruitment, retention, or expansion
235	efforts provided to benefit an individual business or a class of
236	businesses. Such incentives include:
237	(I) Marketing and market research.
238	(II) Trade missions and trade shows.
239	(III) Site selection.
240	(IV) Targeted assistance with the permitting and licensing
241	process.
242	(V) Business plan or project development Fee-based or tax-
243	based incentives, including, but not limited to, credits,
244	refunds, exemptions, and property tax abatement or assessment
245	reductions.
246	d. Below-market rate leases or deeds for real property.
247	2. A municipality shall report its economic development
248	incentives in the format specified by the Office of Economic and
249	Demographic Research.
250	3. The Office of Economic and Demographic Research shall
251	compile the economic development incentives provided by each
252	municipality in a manner that shows the total of each class of
253	economic development incentives provided by each municipality
254	and all municipalities. To the extent possible, the office shall
255	compare the results of the economic development incentives
256	provided by all municipalities to the results of state
257	incentives provided within similar classes.
258	Section 5. Section 218.80, Florida Statutes, is renumbered
259	as section 218.795, Florida Statutes.
260	Section 6. Part VIII of chapter 218, Florida Statutes,
261	consisting of sections 218.801, 218.803, 218.805, 218.81,

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262	218.82, 218.83, 218.84, 218.88, and 218.89, is created to read:
263	PART VIII
264	LOCAL GOVERNMENT FISCAL TRANSPARENCY ACT
265	218.801 Short titleThis part may be cited as the "Local
266	Government Fiscal Transparency Act."
267	218.803 PurposeThe purpose of this part is to promote the
268	fiscal transparency of local governments when using public funds
269	by requiring additional public noticing of proposed local
270	government actions that increase taxes, enact new taxes, extend
271	expiring taxes, or issue tax-supported debt and by requiring
272	voting records of local governing bodies related to such actions
273	to be easily and readily accessible by the public.
274	218.805 DefinitionsAs used in this part, the term:
275	(1) "Debt" means bonds, loans, promissory notes, lease-
276	purchase agreements, certificates of participation, installment
277	sales, leases, or any other financing mechanisms or financial
278	arrangements, regardless of whether they are debt for legal
279	purposes or for financing or refinancing the acquisition,
280	construction, improvement, or purchase of capital outlay
281	projects.
282	(2) "Local government" means any county, municipality,
283	school district, special district dependent upon a county or
284	municipality, municipal service taxing unit, or independent
285	special district, but does not include special dependent or
286	independent districts established to provide hospital services,
287	provided such special districts do not levy, assess, or collect
288	ad valorem taxes.
289	(3) "Tax increase" means:
290	(a) For ad valorem taxes, any increase in a local
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291	government's millage rate above the rolled-back rate as
292	described in s. 200.065(1).
293	(b) For all other taxes, an increase in the tax rate, the
294	enactment of a new tax, or an extension of a tax.
295	(4) "Tax-supported debt" means debt with a duration of more
296	than 5 years secured in whole or in part by state or local tax
297	levies, regardless of whether such security is direct or
298	indirect or explicit or implicit, and includes debt for which
299	annual appropriations pledged for payment are from government
300	fund types receiving tax revenues or shared revenues from state
301	tax sources. The term does not include debt secured solely by
302	revenues generated by the project that is financed with the
303	debt.
304	218.81 Voting record access
305	(1) Each local government shall post on its website, in a
306	manner that is easily accessible to the public, a history of the
307	voting record of each action taken by the local governing board
308	that addressed a tax increase or new tax-supported debt
309	issuance, except debt that was refinanced or refunded and that
310	did not extend the term or increase the outstanding principal
311	amount of the original debt, as follows:
312	(a) By October 1, 2021, the voting record history from the
313	preceding year.
314	(b) By October 1, 2022, the voting record history from the
315	preceding 2 years.
316	(c) By October 1, 2023, the voting record history from the
317	preceding 3 years.
318	(d) By October 1, 2024, and each October 1 thereafter, the
319	voting record history from the preceding 4 years.

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320	(2) The local government's website must provide links to
321	allow users to navigate to related websites if supporting
322	details or documentation are available, and the websites and the
323	information on those websites must comply with the Americans
324	with Disabilities Act.
325	(3) In each public notice of a tax increase or the issuance
326	of new tax-supported debt, each local government shall include
327	with the public notice the website address at which the voting
328	records can be accessed.
329	218.82 Property tax information and history
330	(1) Each county property appraiser, as defined in s.
331	192.001(3), shall maintain a website that includes, in a manner
332	easily accessible to the public, links that provide access to:
333	(a) The notice of proposed property taxes and non-ad
334	valorem assessments required under s. 200.069 for each parcel of
335	property in the county.
336	(b) A history of the millage rate and the amount of tax
337	levied by each taxing authority on each parcel in the county as
338	follows:
339	1. By October 1, 2021, the history from the preceding 2
340	years.
341	2. By October 1, 2022, the history from the preceding 3
342	years.
343	3. By October 1, 2023, and each October 1 thereafter, the
344	history from the preceding 4 years.
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346	This subsection does not apply to information that is otherwise
347	exempt from public disclosure.
348	(2) Each local government shall post on its website, in a
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349	manner that is easily accessible to the public, links that
350	provide access to a history of each of its millage rates and the
351	total annual amount of revenue generated by each of these
352	levies, as follows:
353	(a) By October 1, 2021, the history from the preceding 2
354	years.
355	(b) By October 1, 2022, the history from the preceding 3
356	years.
357	(c) By October 1, 2023, and each October 1 thereafter, the
358	history from the preceding 4 years.
359	218.83 Expanded public noticing of tax increases and
360	issuance of new tax-supported debt
361	(1) For purposes of this section, the term "tax increase"
362	does not include an ad valorem tax increase and the term "tax-
363	supported debt" does not include debt approved by referendum and
364	secured by ad valorem taxes.
365	(2) A local government that intends to vote on a proposed
366	tax increase or the issuance of new tax-supported debt shall
367	advertise a public hearing to solicit public input concerning
368	the proposed tax increase or the issuance of new tax-supported
369	debt. This public hearing must occur at least 14 days before the
370	scheduled date of the local governing board meeting to take a
371	final vote on the proposed tax increase or the issuance of new
372	tax-supported debt. Any hearing required under this subsection
373	shall be held after 5 p.m. if scheduled on a day other than
374	Saturday. A hearing may not be held on a Sunday. The general
375	public must be allowed to speak and to ask questions relevant to
376	the proposed tax increase or the issuance of new tax-supported
377	debt. The local government shall provide public notice as

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378	provided in subsection (4).
379	(3)(a) If, following the public hearing, the local
380	government intends to proceed with a vote to approve a tax
381	increase or the issuance of tax-supported debt, the local
382	government shall provide public notice in the manner set forth
383	in subsection (4) at least 10 days before the scheduled public
384	meeting date.
385	(b) For a proposed tax increase, the notice must also
386	include, at a minimum:
387	1. A statement prominently posted that the local government
388	intends to vote on a proposed tax, tax extension, or tax
389	increase.
390	2. The time and place of the public meeting.
391	3. The amount of the tax increase, including both the rate
392	and the total amount of annual revenue expected to be generated
393	and the expected annual revenue expressed as a percentage of the
394	government's general fund revenue.
395	4. A detailed explanation of the intended uses of the levy.
396	5. A statement indicating whether the local government
397	expects to use the proceeds to secure debt.
398	(c) For new tax-supported debt issuance, the notice must
399	also include, at a minimum:
400	1. A statement prominently posted that the local government
401	intends to vote on a proposed new issuance of tax-supported
402	debt.
403	2. The time and place of the public meeting.
404	3. A truth-in-bonding statement in substantially the
405	following form:
406	"The(insert local government name) is proposing to
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407	issue \$(insert principal) of debt or obligation for the
408	purpose of(insert purpose) This debt or obligation is
409	expected to be repaid over a period of(insert term of
410	issue) years. At a forecasted interest rate of(insert
411	rate of interest), total interest paid over the life of the
412	debt or obligation will be \$(insert sum of interest
413	payments) The source of repayment or security for this
414	proposal is the(insert the local government name)
415	existing (insert fund) Authorizing this debt or
416	obligation will result in \$(insert the annual amount) of
417	(insert local government name)(insert fund) moneys
418	not being available to finance the other services of the
419	(insert local government name) each year for(insert
420	the length of the debt or obligation)"
421	4. A description of the debt affordability ratios
422	calculated pursuant to s. 218.84 in substantially the following
423	form:
424	"The following ratios measure the affordability of
425	outstanding and proposed new long-term, tax-supported debt
426	issued by(insert local government name) The ratios show
427	debt service as a percentage of the revenues available to
428	support the debt, including the new debt being proposed
429	(insert 5-year history and 2-year projection of debt
430	affordability ratio)"
431	(4) The notice provided by a local government announcing a
432	public hearing to take public input as provided in subsection
433	(2) or the public meeting to take a final vote as provided in
434	subsection (3) must meet the following requirements:
435	(a) The local government must advertise notice in a

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newspaper of general circulation in the county or counties in
which the local government exists. A local government may
advertise in a geographically limited insert of a newspaper of
general circulation if the region encompassed by the insert
contains the jurisdictional boundaries of the local government.
The newspaper must be of general interest to readership in the
community and not one of limited subject matter pursuant to
chapter 50. The notice:
1. Must be at least one-quarter page in size in a newspaper
of standard size or one-half page in size in a newspaper of
tabloid size and the headline of the notice must be in at least
18-point type.
2. May not be placed in that portion of the newspaper in
which legal notices and classified advertisements appear.
3. Must appear in a newspaper that is published at least 5
days a week unless the only newspaper in the county is published
fewer than 5 days a week. If the notice appears in a
geographically limited insert of a newspaper of general
circulation, the insert must be one that is published at least
twice a week throughout the local government's jurisdiction.
In lieu of publishing the notice, the local government may mail
a copy of the notice to each elector residing within the
jurisdiction of the local government.
(b) The local government must post on its website in a
manner that is easily accessible to the public the information
required under subsections (2) and (3), as applicable.
(5) This section does not apply to the refinancing or
refunding of debt that does not extend the term or increase the

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465	outstanding principal amount of the original debt.
466	218.84 Local government debt fiscal responsibility
467	(1) It is the public policy of this state to encourage
468	local governments to exercise prudence in authorizing and
469	issuing debt. Before a local government authorizes debt, it must
470	consider its ability to meet its total debt service obligations
471	in light of other demands on the local government's fiscal
472	resources. Each local government shall perform a debt
473	affordability analysis as set forth in subsection (2), and the
474	governing board shall consider the analysis before approving the
475	issuance of new tax-supported debt.
476	(2) The debt affordability analysis shall, at a minimum,
477	consist of the calculation of the local government's actual debt
478	affordability ratio for the 5 fiscal years before the year the
479	debt is expected to be issued and a projection of the ratio for
480	at least the first 2 fiscal years in which the debt is expected
481	to be issued. The analysis must include a comparison of the debt
482	affordability ratio with and without the new debt issuance.
483	(3) The debt affordability ratio for a given fiscal year
484	shall be a ratio:
485	(a) The numerator of which is the total annual debt service
486	for outstanding tax-supported debt of the local government.
487	(b) The denominator of which is the total annual revenues
488	available to pay debt service on outstanding tax-supported debt
489	of the local government.
490	218.88 AuditsAudits of financial statements of local
491	governments which are performed by a certified public accountant
492	pursuant to s. 218.39 and submitted to the Auditor General must
493	be accompanied by an affidavit executed by the chair of the
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494	governing board of the local government, as a separate document,
495	stating that the local government has complied with this part
496	and must be filed with the Auditor General or, if the local
497	government has not complied with this part, the affidavit must
498	include a description of the noncompliance and corrective action
499	taken by the local government to correct the noncompliance and
500	to prevent such noncompliance in the future.
501	218.89 Local government websitesIf a local government is
502	required under this part to post information on its website but
503	does not operate an official website, the local government must
504	provide the county or counties in which the local government is
504	
505	located the information required to be posted, and each such
	county shall post the required information on its website.
507	Section 7. Paragraph (a) of subsection (2) of section
508	215.97, Florida Statutes, is amended to read:
509	215.97 Florida Single Audit Act
510	(2) As used in this section, the term:
511	(a) "Audit threshold" means the threshold amount used to
512	determine when a state single audit or project-specific audit of
513	a nonstate entity shall be conducted in accordance with this
514	section. Each nonstate entity that expends a total amount of
515	state financial assistance equal to or in excess of \$750,000 in
516	any fiscal year of such nonstate entity shall be required to
517	have a state single audit or a project-specific audit for such
518	fiscal year in accordance with the requirements of this section.
519	After consulting with the Executive Office of the Governor, the
520	Department of Financial Services, and all state awarding
521	agencies, the Auditor General shall periodically review the
522	threshold amount for requiring audits under this section and may

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523	recommend any appropriate statutory change to revise the
524	threshold amount in the annual report submitted to the
525	Legislature pursuant to <u>s. 11.45(7)(i)</u> s. 11.45(7)(h) .
526	Section 8. Paragraph (e) of subsection (1) of section
527	218.32, Florida Statutes, is amended to read:
528	218.32 Annual financial reports; local governmental
529	entities
530	(1)
531	(e) Each local governmental entity that is not required to
532	provide for an audit under s. 218.39 must submit the annual
533	financial report to the department no later than 9 months after
534	the end of the fiscal year. The department shall consult with
535	the Auditor General in the development of the format of annual
536	financial reports submitted pursuant to this paragraph. The
537	format must include balance sheet information used by the
538	Auditor General pursuant to <u>s. 11.45(7)(g)</u> s. 11.45(7)(f) . The
539	department must forward the financial information contained
540	within the annual financial reports to the Auditor General in
541	electronic form. This paragraph does not apply to housing
542	authorities created under chapter 421.
543	Section 9. The Legislature finds that this act fulfills an
544	important state interest.
545	Section 10. This act shall take effect July 1, 2021.

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