

The Florida Senate
BILL ANALYSIS AND FISCAL IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: The Professional Staff of the Committee on Appropriations

BILL: SB 1442

INTRODUCER: Senator Brodeur

SUBJECT: Long-range Program Plans

DATE: February 11, 2026

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>McVaney</u>	<u>McVaney</u>	<u>GO</u>	Favorable
2.	<u>Urban</u>	<u>Sadberry</u>	<u>AP</u>	Pre-meeting

I. Summary:

SB 1442 revises provisions relating to the state budgeting and planning process to update the requirements that state agencies and the judicial branch must meet regarding their constitutionally required long-range state planning documents. The primary change to the process is that the agencies and judicial branch will develop the long-range program plans (LRPP) and submit those plans to the Joint Legislative Budget Commission for approval. The bill enumerates six performance measures, outcomes, and standards that all agencies must adopt and report on. In addition, each state agency must develop and adopt at least five additional performance measures, outcomes, and standards. These additional elements must be linked to key agency functions.

The bill is not expected to impact state and local government revenues and expenditures. See Section V., Fiscal Impact Statement.

The bill takes effect on July 1, 2026.

II. Present Situation:

State Budgeting and Planning

Chapter 216, F.S., provides guidelines and requirements for the Executive Office of the Governor, state agencies, and the judicial branch for developing and submitting legislative budget requests and implementing legislative appropriations in accordance with s. 19, Art. III, of the Florida Constitution.

Long-Range Program Plans

Article III, s. 19(h) of the State Constitution requires general law to provide for a long-range state planning document. The governor must recommend to the legislature biennially any revisions to the long-range state planning document. General law must require all agencies of

state government to develop planning documents that identify statewide strategic goals and objectives, consistent with the long-range plan. The long-range state plan and the agency planning documents are subject to review and revision by the legislature.

To meet its constitutional directive to provide for a long-range state planning document, the legislature enacted various laws relating to the Long-Range Program Plans (LRPP). Section 216.013, F.S., requires state agencies and the judicial branch to develop long-range program plans to achieve state goals using an interagency planning process that includes the development of integrated agency program service outcomes.

The long-range program plans must provide the framework for the development of budget requests and identify, in part, the mission of the agency or judicial branch, the goals established to accomplish the mission, and the objectives developed to achieve state goals.¹ Each plan is required to cover a period of five fiscal years and must be revised annually. Each state agency and the judicial branch is required to post their long-range program plans on their websites no later than September 30th of each year.²

State agencies and the judicial branch were not required to develop or post an update to their plans going into planning and budgeting for Fiscal Year 2025-2026³ or Fiscal Year 2026-27⁴ in light of the review that the Government Efficiency Task Force had undertaken.⁵

Performance Measures and Standards

Agencies and the judicial branch are required to maintain a comprehensive accountability system containing, at a minimum, a list of performance measures that are adopted by the legislature. Agencies and the judicial branch must submit output and outcome measures and standards, as well as historical baseline performance data. The legislature is authorized to create, amend, and delete performance measures and standards.⁶

Activity-based Planning and Budgeting

Section 216.1826, F.S., requires agencies to work in consultation with the Executive Office of the Governor and the legislative appropriations committees to identify and reach consensus on the appropriate services and activities for activity-based budgeting. Additionally, agencies or the judicial branch are required to examine approved performance measures and recommend any changes so that outcomes are clearly delineated for each service or program, as appropriate, and outputs are aligned with activities. Output measures should be capable of being used to generate a unit cost for each activity resulting in a true accounting of what the state should spend on each activity it provides and what the state should expect to accomplish with those funds.

¹ Section 216.013(1), F.S.

² Section 216.013(4), F.S.

³ Chapter 2024-228, s. 106, Laws of Fla.

⁴ Chapter 2025-119, s. 118, Laws of Fla.

⁵ Section 216.013(7), F.S.

⁶ Section 216.1827, F.S.

Reports on the Implementation of Laws Affecting an Agency

Section 11.52, F.S., requires each state agency to provide the legislature and the Executive Office of the Governor information regarding the status of implementation of recently enacted legislation. The status update must be provided 90 days following the effective date of the legislation and updated each August 1 thereafter until all the provisions have been fully implemented. This requirement expires July 1, 2026.

Joint Legislative Budget Commission

Article III, s. 19(j) of the State Constitution creates the Joint Legislative Budget Commission composed of members of the Senate and the House of Representatives. In addition, to the powers and duties specified in this section of the State Constitution, the Commission shall exercise all other powers and perform any other duties not in conflict with paragraph (c), relating to the appropriations process, and as prescribed by general law or joint rule of the legislature.

Article III, s. 3(c)(3) of the State Constitution grants the legislature the authority to prescribe by general law conditions under which limited adjustments to the budget may be approved without the concurrence of the full legislature.

Government Efficiency Task Force

Article III, s. 19 of the State Constitution requires a Government Efficiency Task Force composed of members of the legislature and representatives from the private and public sectors to develop recommendations for improving governmental operations and reducing costs. The task force is required to meet every four years and submit its work to the Joint Legislative Budget Commission, the Governor, and the Chief Justice of the Supreme Court.

In June 2024, the task force established a working group to study the LRPP. The working group reported the following recommendations and improvements:

- Improving flexibility through, creating a more dynamic process for revising plans based on new information, such as requiring agencies to update plans annually or bi-annually for more adaptable long-term strategic planning;
- Simplifying processes to reduce administrative demands and free up resources for service delivery, including a system for capturing lessons-learned and best practices from each planning cycle to aid with future planning cycles; and
- Shifting focus to outcomes, rather than outputs by requiring performance measures to focus on meaningful outcomes, rather than easily measured outputs.⁷

III. Effect of Proposed Changes:

Section 1 amends s. 216.013, F.S., to update the LRPP requirements. The LRPP for a state agency must be based on the statutorily established policies while the LRPP for the judicial branch must be based on state policy, including statutorily established policy. This differentiation suggests that the LRPP for the judicial branch is not limited to statutorily established policy.

⁷ Florida Government Efficiency Task Force, *2024-2025 Final Recommendations*, at 3, available at <https://dms-media.ccplatform.net/content/download/401041/file/GETF%20-%202024-2025%20Recommendations%20Final.pdf>.

The LRPP continues, similar to current law, to provide the framework for the development of the legislative budget requests. Each LRPP must identify:

- The mission of the agency (similar to current law);
- The performance measures required pursuant to s. 216.1827 (new requirements);
- The trends and conditions relevant to the mission, the performance measures, and the state goals and objectives (expanded from current law);
- For a state agency, the programs that will be used to implement statutorily-established policy and achieve state goals and objectives (similar to current law)
- For the judicial branch, the programs that will be used to implement state policy and achieve state goals and objectives (modified to address “state policy” rather than statutorily established policy).

Each LRPP must also include information about the implementation status of any law enacted during the previous legislative session. A particular law must be included each year until it has been fully implemented by the agency. For the LRPP due in September 2026, the LRPP must address all laws enacted during the 2024 and 2025 regular sessions which have not been fully implemented.

The implementation status information must include all of the following:

- Actions or steps taken to implement the law, including but not limited to:
 - Administrative rules for proposed implementation.
 - Procurements required.
 - Contracts executed to assist the agency in implementation.
 - Contracts executed to implement or administer the law.
 - Programs started, offices established, or other organizational administrative changes made, including personnel changes.
 - Federal waivers requested.
- The status of any required appointments and timing of board, commission, or related public meetings.
- A description of the agency programs, outputs, and activities implemented or changed related to the law.
- All expenditures made that were directly related to the implementation.
- Any provisions remaining to be implemented.
- A description of any impediment or delay in the implementation, including, but not limited to, challenges of administrative rules or identification of any policy issue that needs to be resolved by the Legislature to ensure timely and effective implementation.
- Information related to any litigation related to the law which is not previously provided.
- Performance measures developed and the specific data identified, including data on enrollments, participants, loans, and other data elements of programs, outputs, and activities.

Each agency and the judicial branch must submit its LRPP by September 15 of each year to the Legislative Budget Commission for approval and include any update on meeting its approved performance measures and any deviation from expected performance measures. Each LRPP must be posted on the respective agency or judicial branch website no later than September 30th of each year. If an agency or the judicial branch fails to comply with the submission deadline and

requirements, it may submit budget amendments or otherwise make changes to its budget until the agency or judicial branch has corrected the deficiency.

Section 2 amends s. 216.1827, F.S., to modify the requirements for performance measures, outcomes, and standards.

Each state agency must adopt performance measures, outcomes, and standards on each of the following:

- Administrative costs as a percentage of total agency costs.
- The percentage of vacant positions filled within 180 days after becoming vacant.
- Total dollar amount of salary increases awarded, delineated by the subtotal dollar amount associated with increases specifically authorized in the General Appropriations Act or other law, and the amount awarded without specific legislative authorization.
- Percentage of corrective actions taken within six months after receipt of audit findings and management letters issued to resolve such findings or letters from financial and operational audits conducted pursuant to s. 11.45, F.S.
- Private attorney service costs dollar amounts by case and as a percentage of total agency legal costs, legal costs paid to the Attorney General's office by case and as a percentage of total agency legal costs, and total agency legal costs as a percentage of total agency budget.
- Total dollar amount of expenditures for procurements using the various types of procurements.
- If applicable, the number of complete applications received and the average number of days to complete a permit, a licensure, a registration, or a certification process, from the date of the receipt of initial application to final agency action, for each permit, license, registration, or certification issued by the agency or judicial branch.
- If applicable, the total number of required inspections, total number of inspections completed, and percentage of required inspections completed.
- If applicable, average number of calendar days to award and contract for noncompetitive projects or grant programs for state or federal funds from the date of receipt of funds by the agency or receipt of budget authority, whichever is later.

Each agency must develop and adopt at least five additional performance measures, outcomes, and standards that address key agency functions. The agency must take into account the agency's mission, state goals and objectives, and statutory policy, as well as the programs, outputs and activities that are key agency functions.

The judicial branch must adopt performance measures, outcomes, and standards established by the Supreme Court.

Additionally, each agency and the judicial branch must maintain the justification for each performance measure, outcome, or standard, as well as the source of data to be used.

The bill also requires each LRPP to provide:

- Information regarding measurement of the performance measures, including how the data is collected, baseline data, the methodology used for measurement, the reason for the measurement, and the validity and reliability of the measurement.

- Data for the previous five years related to the performance measures, outcomes, and standards and an explanation of deviation from expected performance.

The bill makes several revisions to the submission, approval, and amendment process for agency LRPPs, including that:

- Each state agency and the judicial branch must submit performance measures, outcomes, and standards, including any information required under this section, to the Office of Program Policy Analysis and Government Accountability (OPPAGA).
- The performance measures, outcomes, and standards, including any amendments thereto, for each state agency and the judicial branch are subject review and approval by the Legislative Budget Commission (LBC) (rather than initially set by the Legislature).
- At least 30 days before the scheduled annual legislative session, a state agency or the Chief Justice of the Supreme Court may submit requests to delete or amend performance measures, outcomes, and standards. These deletions, amendments, or additions are subject to review and approval by the LBC (rather than subject to the review and objection procedure applicable to budget actions).
- Each state agency or the judicial branch has 30 days after the effective date of the General Appropriations Act, or other enacted legislation, to propose adjustments to its performance measures, outcomes, and standards for review and approval by the LBC (rather than subject to the review and objection procedure applicable to budget actions).
- Any new state agency created by the legislature is required to establish initial performance measures, outcomes, and standards subject to review and approval by the LBC (rather than subject to the review and objection procedure applicable to budget actions).

For the first set of performance measures, outcomes, and standards after the enactment of this bill, each state agency or the judicial branch must submit new performance measures, outcomes, and standards, including the information required by this section to the LBC by December 1, 2026. This paragraph expires on December 31, 2027.

Section 3 amends s. 20.055, F.S., to remove the requirement that each agency inspector general assess the reliability and validity of performance measures and standards and make recommendations for improvement before submission. The inspector general must advise on the development of outcomes, as well as the performance measures and standards.

Section 4 amends s. 186.021, F.S., to direct the state agencies to use the LRPP to implement the state's goals and objectives. Moreover, the section places a duty upon each agency to develop performance measures, outcomes, and standards to measure programs, outputs, and activity performance.

Section 5 amends s. 420.0003, F.S., to direct the Florida Housing Finance Corporation (rather than the Department of Commerce) to develop a long-range plan relating to the housing policies of the state. This is consistent with the independence that the corporation typically enjoys.

Section 6 amends s. 420.511, F.S., relating to the Florida Housing Finance Corporation, to eliminate the requirement that the corporation coordinate with the Department of Commerce in developing a long-range plan for providing affordable housing in this state. The section also eliminates the designation of the Secretary of Commerce as the corporation's representative to

achieve this coordinated and integrated planning relationship with the department. The section also makes a series of technical, non-substantive changes.

Section 7 reenacts s. 216.011, F.S., to incorporate the amendment to s. 216.013, F.S., which described the elements of the LRPP.

Section 8 reenacts s. 402.56, F.S., relating to the duties and responsibilities of the Children and Youth Cabinet, to incorporate the amendment to s. 216.013, F.S., which describes the process for the LRPP.

Section 9 provides that the act takes effect July 1, 2026.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

Not applicable. The bill does not require counties or municipalities to take an action requiring the expenditure of funds, reduce the authority that counties or municipalities have to raise revenue in the aggregate, or reduce the percentage of state tax shared with counties or municipalities.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The bill is not expected to impact state or local government revenues and expenditures.

VI. Technical Deficiencies:

None identified.

VII. Related Issues:

None identified.

VIII. Statutes Affected:

This bill substantially amends the following sections of the Florida Statutes: 216.013, 216.1827, 20.055, 186.021, 420.0003, and 420.511 of the Florida Statutes.

This bill reenacts the following sections of the Florida Statutes: 216.011 and 402.56.

IX. Additional Information:**A. Committee Substitute – Statement of Changes:**

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.