

## HOUSE OF REPRESENTATIVES STAFF ANALYSIS

**BILL #:** HB 661                      Military Readiness  
**SPONSOR(S):** Evers  
**TIED BILLS:** None.                      **IDEN./SIM. BILLS:** None.

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REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
1) <u>Veterans' &amp; Military Affairs (Sub)</u>	_____	<u>Smith-Boggis</u>	<u>Highsmith-Smith</u>
2) <u>Local Government &amp; Veterans' Affairs</u>	_____	_____	_____
3) <u>Commerce</u>	_____	_____	_____
4) <u>Appropriations</u>	_____	_____	_____
5) _____	_____	_____	_____

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### SUMMARY ANALYSIS

This bill requires local governments to prepare and adopt a Military Readiness Element as a part of their local comprehensive plans, in order to address compatibility with military bases and installations. The bill also requires local governments to obtain comments from the commanding officer of military bases and installations, for land use amendments or re-zonings that would potentially affect the base or installation.

The bill establishes oversight and responsibility for this program in the Department of Community Affairs (DCA) with oversight by the Office of Trade, Tourism and Economic Development (OTTED), and the Office of the Governor. DCA is charged with management responsibility and assistance to city and county planning agencies, economic development councils and local governments. The bill requires DCA to produce guidance for local officials, planners, builders, and developers for ways to reduce land use conflicts between civilian development and military readiness activities carried out on specified military bases, installations or areas.

The bill may have a fiscal impact on the budgets of DCA and OTTED. This bill may require certain local governments to spend funds to the extent of developing a new required element to their local comprehensive plans.

This document does not reflect the intent or official position of the bill sponsor or House of Representatives.

**STORAGE NAME:** h0661.lgv.doc  
**DATE:** March 7, 2003

## FULL ANALYSIS

### I. SUBSTANTIVE ANALYSIS

#### A. DOES THE BILL:

- |                                      |                              |  |   |
|--------------------------------------|------------------------------|--|---|
| 1. Reduce government?                | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/>            |
| 2. Lower taxes?                      | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 3. Expand individual freedom?        | Yes <input type="checkbox"/> | No <input checked="" type="checkbox"/> | N/A <input type="checkbox"/>            |
| 4. Increase personal responsibility? | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |
| 5. Empower families?                 | Yes <input type="checkbox"/> | No <input type="checkbox"/>            | N/A <input checked="" type="checkbox"/> |

For any principle that received a "no" above, please explain:

This bill requires local governments, within a county where a military base or installation is located, to prepare and adopt a Military Readiness Element as a part of their comprehensive plans. These Military Readiness Elements are required to address land use compatibility with military bases and installations.

Property owners and land developers in the immediate vicinity of military bases and installations might experience decreases in property values or revenues if development were restricted near these bases and installations.

#### B. EFFECT OF PROPOSED CHANGES:

This bill requires local governments, within a county where a military base or installation is located, to prepare and adopt a Military Readiness Element as a part of their local comprehensive plans. These Military Readiness Elements are required to address land use compatibility with military bases and installations.

This bill requires the Florida Department of Community Affairs to review the Military Readiness Elements and for determination of compliance. The bill also requires local governments to obtain comments from the commanding officer of military bases and installations, for land use amendments or re-zonings that would potentially affect the base or installation. The bill requires DCA to produce guidance for local officials, planners, builders, and developers for ways to reduce land use conflicts between civilian development and military readiness activities carried out on specified military bases, installations or areas.

This bill requires that the land use within a jurisdiction surrounding a military airfield be consistent with the safety and noise standards contained in the Air Installation Compatible Use Zone (AICUZ) prepared for that military airfield. The bill also requires that a county's general plan or land use plan and any other applicable specific plan be consistent with AICUZ safety and noise standards in each county where a land use commission does not exist, but where there is a military airfield.

Plan amendments for Military Readiness Elements are exempt from the twice per year limitation on plan amendments.

#### Present Situation:

The Local Government Comprehensive Planning and Land Development Regulation Act of 1985, ("Act") ss. 163.3161-163.3244, F.S., establishes a growth management system in Florida which requires each local government (or combination of local governments) to adopt a comprehensive land use plan that includes certain required elements. Currently the comprehensive plan includes the following elements: a future land use plan; a traffic circulation element; a general sanitary sewer, solid waste, drainage, potable water and natural groundwater aquifer recharge element; a conservation element; a recreation and open

space element; a housing element; for certain areas a coastal management element; an intergovernmental coordination element; for certain local governments the optional elements of the comprehensive plan; for certain local governments a transportation element; and an airport master plan. The local government comprehensive plan is intended to be the policy document guiding local governments in their land use decision-making. Under the Act, DCA is required to adopt by rule minimum criteria for the review and determination of compliance of the local government comprehensive plan elements with the requirements of the Act. Such minimum criteria must require that the elements of the plan are consistent with each other and with the state comprehensive plan and the regional policy plan; that the elements include policies to guide future decisions and programs to ensure the plans are implemented; that the elements include processes for intergovernmental coordination; and that the elements identify procedures for evaluating the implementation of the plan. The original minimum criteria rule for reviewing local comprehensive plans and plan amendments was adopted by DCA on March 6, 1986 as Rule 9J-5, Florida Administrative Code, (F.A.C.). Further, local governments are currently required by Rule 9J-5.006(3)(c)2., F.A.C., to address land use compatibility in their comprehensive plans, however, there are no statutory or rule requirements that address specific compatibility issues with military bases and installations, other than the general airport compatibility provisions. Compatibility is defined by 9J-5.003(23), F.A.C., as "a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use of condition".

After a comprehensive plan has been adopted, subsequent changes are made through amendments to the plans. There are generally two types of amendments: 1) amendments to the future land use map that change the land use category designation of a particular parcel of property or area; and 2) text amendments that change the goals, objectives or policies of a particular element of the plan. In addition, every seven years a local government must adopt an evaluation and appraisal report (EAR) assessing the progress of the local government in implementing its comprehensive plan. The local government is required, pursuant to s. 163.3191(10), F.S., to amend its comprehensive plan based on the recommendations in the report.

The majority of Florida's military bases and installations are located within or on the edge of urbanized or urbanizing areas of the state. Consequently, land use conflicts with military bases and installations operations sometimes arise, including aircraft noise impacts to residents and businesses, potential collision of aircraft with non-military buildings and structures, and noise and explosion hazards from firing and bonding ranges. These encroachment problems are increasing as population growth continues in the vicinity of military bases and installations, which can threaten the mission of these facilities and may lead to their closure.<sup>1</sup>

#### C. SECTION DIRECTORY:

- Section 1. Creates section 163.3175, F.S., to establish Legislative findings on compatibility of development with military bases and installations; exchange of information between local governments and military bases and installations.
  
- Section 2. Creates paragraph (1) to be added to subsection (6) of section 163.3177, F.S., regarding required and optional elements of comprehensive plans; studies and surveys. Paragraph (1) requires a military readiness element for local comprehensive plans in each unit of local government within a county that has a military base or military installation within its boundaries.

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<sup>1</sup> Florida Department of Community Affairs, 2003 Bill Analysis, II. Present Situation.

Section 3. Creates paragraph (m) to be added to subsection (1) of section 163.3187, F.S., regarding amendment of the adopted comprehensive plan. Paragraph (m) is added so that the comprehensive plan amendment relating to military readiness may be made at any time and does not count toward the limitation on the frequency of plan amendments.

Section 4. Provides the bill takes effect upon becoming law.

## II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

### A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues: None.
2. Expenditures: The bill may have a fiscal impact on state government.

### B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues: None.
2. Expenditures: This bill may require local governmental entities to spend initial funds.

### C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

### D. FISCAL COMMENTS:

Local governments might be required to expend funds in order to prepare and implement military readiness elements. Local government property tax revenues might experience a reduction if development in the vicinity of military bases and installations were negatively impacted. The addition of a new element requiring review by DCA might increase some state costs. However, local governments and the State of Florida might experience substantial loss of sales tax revenues and other revenues if the military bases and installations were closed.

Private Sector Issue:

Property owners and land developers in the immediate vicinity of military bases and installations might experience decreases in property values or revenues if development were restricted near these bases and installations. However, businesses covering a wider area in the vicinity of the bases or installations might experience greater revenue loss if the base or installation closed.

## III. COMMENTS

### A. CONSTITUTIONAL ISSUES:

#### 1. Applicability of Municipality/County Mandates Provision:

The bill does not require a city or county to expend funds or to take any action requiring the expenditure of funds.

The bill does not reduce the authority that municipalities or counties have to raise revenues in the aggregate.

This bill does not reduce the percentage of state tax shared with counties or municipalities.

2. Other: None.

**B. RULE-MAKING AUTHORITY:**

The bill requires DCA to produce guidelines for local governments to use in order to provide assistance. These guidelines must contain advice for addressing the effects of development on military readiness activities and recommendations as to how to proceed so that encroachment is limited or reduced adjacent to military installations.

On or before a date to be determined, DCA will prepare and publish guidance for use by local officials, planners, and developers that explains how to reduce land use conflicts between civilian development and military activities carried out on military installations, military operating areas, military training areas, military training routes, military airspace, and other territory adjacent to those installations and areas.

In preparing the guidance, DCA must coordinate with the Office of Trade, Tourism and Economic Development (OTTED) and the members of the Florida Defense Alliance and seek their input and assistance. Additionally, DCA must consult with known experts who possess the expertise and experience in land use issues affecting military installations and defense activities.

**C. DRAFTING ISSUES OR OTHER COMMENTS:**

The Department of Community Affairs comments that if the Legislature desires to require local governments to plan more affirmatively for base compatibility that land use amendments and rezonings that need to be coordinated with the military bases be limited to amendments/rezonings that are located partly or totally within a delineated area of the base or installation, regardless of whether the local government is in the same county where the base or installation is located. For example, local governments that are at a great distance from a military base or installation having no impact on the military mission, but are located in the same county, would be required to submit plan amendments/rezonings to the commanding officer.

The Department of Community Affairs comments that if the Legislature desires to require local governments to plan more affirmatively for base compatibility rather than requiring the preparation of an entirely new element, the local government's Future Land Use Element (FLUE) be required to address compatibility with military installations as part of the FLUE. This might reduce the amount of effort and expense that is required of local governments, and will ensure that all policies related to land use and land use compatibility can be found in the FLUE itself.

The Department of Community Affairs comments that a deadline for addressing military base compatibility be established because of the timing of the Base Realignment and Closure (BRAC) process scheduled for 2005.

The bill has a potential to require certain local governments that are not located near the bases, but are located in the counties of the military installations to submit a military readiness element.

**IV. AMENDMENTS/COMMITTEE SUBSTITUTE CHANGES**

The sponsor of the bill is offering a strike-all amendment. The strike-all amendment is substantially the same as the bill as filed, however the strike-all amendment accomplishes the following:

- Defines "military installation" to mean a base, camp, post, station, yard, center, homeport facility for any ship, or other location under the jurisdiction of the Department of Defense, including any leased

facility. Such term does not include any facility used primarily for civil works, rivers and harbors projects, or flood control projects.

- Adds land “adjacent to” a military installation so that the military installation does not necessarily have to be located within the confines of a county;
- Allows the commanding officer to comment on proposed comprehensive plan changes to DCA;
- States local governments are required to update the military readiness element and must transmit the updated element by June 30, 2004.