I. Summary:

SB 1702 establishes a mandatory structural inspection program for multi-family residential buildings in the state of Florida. Under the bill, multi-family residential buildings greater than 3 stories and larger than 3,500 square feet are required to have a “milestone inspection” once the building reaches 30 years in age, and every 10 years thereafter. If the building is within 3 miles of coastline the requirements drop to 20 years in age, and every 7 years thereafter. Inspections must be done by a licensed architect or engineer. The bill provides for a two phase milestone inspection process including a visual inspection and a structural distress inspection if a visual inspection warrants a second phase.

The bill states that a licensed engineer or architect must submit a copy of their inspection report to the building owner or board of a condominium or cooperative, and the building official in the jurisdiction of the building. Condominium or cooperative boards must distribute the report to all unit owners.

The bill requires that milestone inspection reports be added to the list of documents that are official records and must be provided for buyer review in condominium and cooperative unit resales with other nondeveloper disclosures.

The bill allows local enforcement agencies to prescribe timelines and penalties with respect to compliance with milestone inspections.

Additionally, the bill directs the Florida Building Commission to establish comprehensive structural and life safety standards beyond the bill’s requirements for maintaining and inspecting all building types, and to make them available for adoption by local governments at their discretion.

The act takes effect July 1, 2022.
II. Present Situation:

The Florida Building Code

In 1974, Florida adopted legislation requiring all local governments to adopt and enforce a minimum building code that would ensure that Florida’s minimum standards were met. Local governments could choose from four separate model codes. The state’s role was limited to adopting all or relevant parts of new editions of the four model codes. Local governments could amend and enforce their local codes, as they desired.1

In 1992, Hurricane Andrew demonstrated that Florida’s system of local codes did not work. Hurricane Andrew easily destroyed those structures that were allegedly built according to the strongest code. The Governor eventually appointed a study commission to review the system of local codes and make recommendations for modernizing the system. The 1998 Legislature adopted the study commission’s recommendations for a single state building code and enhanced the oversight role of the state over local code enforcement. The 2000 Legislature authorized implementation of the Florida Building Code (Building Code), and that first edition replaced all local codes on March 1, 2002.2 The current edition of the Building Code is the seventh edition, which is referred to as the 2020 Florida Building Code.3

Chapter 553, part IV, F.S., is known as the “Florida Building Codes Act” (Act). The purpose and intent of the Act is to provide a mechanism for the uniform adoption, updating, interpretation, and enforcement of a single, unified state building code. The Building Code must be applied, administered, and enforced uniformly and consistently from jurisdiction to jurisdiction.4

The Florida Building Commission was statutorily created to implement the Building Code. The Commission, which is housed within the Department of Business and Professional Regulation (DBPR), is a 19-member technical body made up of design professionals, contractors, and government experts in various disciplines covered by the Building Code. The Commission reviews several International Codes published by the International Code Council,5 the National Electric Code, and other nationally adopted model codes to determine if the Building Code needs to be updated and adopts an updated Building Code every three years.6

Local Enforcement of the Florida Building Code

It is the intent of the Legislature that local governments have the power to inspect all buildings, structures, and facilities within their jurisdiction in protection of the public’s health, safety, and welfare.7

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3 Id.
4 Section 553.72(1), F.S.
5 The International Code Council (ICC) is an association that develops model codes and standards used in the design, building, and compliance process to “construct safe, sustainable, affordable and resilient structures.” International Code Council, About the ICC, available at https://www.iccsafe.org/about/who-we-are/ (last visited Dec 2, 2021).
6 Sections 553.73, and 553.74, F.S.
7 Section 553.72, F.S.
Every local government must enforce the Building Code and issue building permits. It is unlawful for a person, firm, or corporation to construct, erect, alter, repair, secure, or demolish any building without first obtaining a permit from the local government enforcing agency or from such persons as may, by resolution or regulation, be directed to issue such permit, upon the payment of reasonable fees as set forth in a schedule of fees adopted by the enforcing agency.

Any construction work that requires a building permit also requires plans and inspections to ensure the work complies with the Building Code. The Building Code requires certain building, electrical, plumbing, mechanical, and gas inspections. Construction work may not be done beyond a certain point until it passes an inspection. Generally speaking, a permit for construction work that passes the required inspections is considered completed or closed.

The Florida Building Code does not contain mandatory requirements for the maintenance and inspection of existing buildings in the state. However, local governments are empowered to enact such requirements at their discretion to apply throughout a local jurisdiction. Some local jurisdictions in the state have used the following model standards to aid in their adoption of local requirements for the maintenance and inspections of existing buildings: the International Property Maintenance Code, the Standard Housing Code, and the Standard Unsafe Building Abatement Code, or some combination thereof.

Mandatory inspections of existing buildings was once required by Florida law, but the law was repealed shortly after enactment. In 2008, the Legislature mandated that every condominium greater than 3 stories in height be inspected for maintenance, useful life, and replacement costs of useful elements every 5 years by an engineer or architect licensed in the state. A condominium association could waive this requirement for 5 years with a majority vote of interests present at a properly called meeting of the association. This provision was repealed in 2010.

**Building Code Administrators and Inspectors and Plans Examiners**

Building officials, inspectors, and plans examiners are regulated by the Florida Building Code Administrators and Inspectors Board (BCAIB) within DBPR. The BCAIB consists of nine members appointed by the Governor and subjected to confirmation by the Senate.
A building code administrator, otherwise known as a building official, is a local government employee or a person contracted by a local government who supervises building code activities, including plans review, enforcement, and inspection.\footnote{Section 468.603(2), F.S.}

A building code inspector (inspector) inspects construction that requires permits to determine compliance with the Building Code and state accessibility laws. Inspectors are divided into several different categories. An inspector’s ability to practice is limited to the category or categories the inspector has been licensed. The inspector categories are:\footnote{Section 468.603(5), F.S.}

- Building inspector
- Coastal construction inspector
- Commercial electrical inspector
- Residential electrical inspector
- Mechanical inspector
- Plumbing inspector
- Residential inspector
- Electrical inspector

A plans examiner reviews plans submitted for building permits to determine design compliance with construction codes. The term includes a residential plans examiner who is qualified to determine that plans submitted for building permits comply with the applicable residential building, plumbing, mechanical, electrical, gas, energy, accessibility, and other applicable construction codes. A plans examiner’s ability to practice is limited to the category or categories the plans examiner has been licensed. The plans examiner categories are:\footnote{Section 468.603(8), F.S.}

- Building plans examiner
- Plumbing plans examiner
- Mechanical plans examiner
- Electrical plans examiner

Threshold Building Inspections

A threshold building is defined as any building which is greater than 3 stories or 50 feet in height, or which has an assembly occupancy classification, as defined in the Building Code, which exceeds 5,000 square feet in area and an occupant content of greater than 500 persons. An enforcing agency must require a special inspector to perform structural inspections on a threshold building during new construction or during repair or restoration projects in which the structural system or structural loading of a building is being modified.

On buildings that qualify as threshold a structural inspection plan must be submitted by the special inspector and the design professional of record to the enforcing agency prior to the issuance of a building permit for the construction or modification to a threshold building. However, a fee-simple owner may declare a building a threshold building even when it does not meet the definitions.

The inspection plan for a threshold building provides specific inspection instructions to provide for the adequate inspection of the construction. The owner must retain the services of a special inspector who must inspect the building according to the special inspection plan. In addition, the inspector shall determine that a professional engineer who specializes in shoring design has inspected the shoring and reshoring for conformance with the shoring and reshoring plans submitted to the enforcing agency. Special inspectors report directly to local building administrators and officials. Threshold building inspectors’ role is unique to Florida.

Local Building Recertification Programs

Florida does not require recertification of buildings or regular inspections of existing buildings, which is consistent with state building codes across the country. Miami-Dade and Broward Counties have amended their local building codes requiring a recertification process and inspection of buildings 40 years and older. Miami-Dade’s program was established in the 1970s and Broward County’s program was modeled after Miami-Dade and has been in effect since January 2006.

Miami Dade’s recertification program states that:

“All buildings, except single-family residences, duplexes and minor structures as defined below, shall be recertified in the manner described below where such buildings or structures have been in existence for forty (40) years or longer, as determined by the Building Official, who shall at such time issue a Notice of Required Inspection to the building owner. Subsequent recertification shall be required at ten (10) years interval. In the event a

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23 See s. 553.71, F.S.
24 Section 553.79(5)(a), F.S.
25 Id.
26 Id.
27 Id.
building is determined to be structurally and electrically safe under the conditions set forth herein, and such building or structure is less than forty (40) years of age, recertification shall not be required for a minimum of ten (10) years from that time, or age forty (40), whichever is the longer period of time.”

Inspection procedures shall “conform, in general, with the minimum inspection procedural guidelines” issued by the county, and are for the purpose of determining general structural condition of the building or structure to the extent reasonably possible which effects the safety of the building or structure. Miami Dade’s recertification program exempts building under 2,000 square feet, and Broward’s program exempts buildings smaller than 3,500 square feet. The inspections must be carried out by a professional engineer or architect registered with the State of Florida.

Following the 2021 tragedy in Surfside, Florida, where a 12-story condominium building, known as Champlain Towers South, unexpectedly experienced structural failure and partially collapsed, resulting in the death of 98 people, the concept of recertification programs gained considerable attention. The City of Boca Raton recently instituted a building recertification program for buildings over 30 years of age that are greater than 3 stories or 50 feet in height, or greater than 5,000 sq. feet and have an occupancy greater than 500 people.

Condominiums and Cooperatives

Condominiums

A condominium is a “form of ownership of real property created under ch. 718, F.S.” Condominium unit owners are in a unique legal position because they are exclusive owners of property within a community, joint owners of community common elements and members of the condominium association. For unit owners, membership in the association is an unalienable right and required condition of unit ownership.

A condominium association is administered by a board of directors referred to as a “board of administration.” The board of administration is comprised of individual unit owners elected by the members of a community to manage community affairs and represent the interests of the association. Association board members must enforce a community's governing documents and

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30 Sec. 8-11 Code of Miami Dade
31 Id.
33 Sec. 8-11 Code of Miami Dade
35 Section 718.103(11), F.S.
36 See s. 718.103, F.S.
37 Id.
38 Section 718.103(4), F.S.
are responsible for maintaining a condominium's common elements which are owned in undivided shares by unit owners.\textsuperscript{39}

There are 1,529,764 condominium units in Florida operated by 27,588 associations.\textsuperscript{40} Approximately 912,376 of these condominium units in Florida at least 30 years in age.\textsuperscript{41} Further breakdown of the age of condominium units in Florida is as follows:

- 105,404 units – 50 years old or older
- 479,435 units – 40-50 years old
- 327,537 units – 30-40 years old
- 141,773 units – 20-30 years old
- 428,657 units – 10-20 years old
- 46,958 units – 0-10 years old\textsuperscript{42}

It is estimated that there are over 2,000,000 residents occupying condominiums 30 years or older in Florida, based upon census data of approximately 2.2 persons living in an average condominium unit.\textsuperscript{43}

**Cooperatives**

Section 719.103(12), F.S., defines a “cooperative” to mean:

> [T]hat form of ownership of real property wherein legal title is vested in a corporation or other entity and the beneficial use is evidenced by an ownership interest in the association and a lease or other muniment of title or possession granted by the association as the owner of all the cooperative property.

A cooperative differs from a condominium because, in a cooperative, no unit is individually owned. Instead, a cooperative owner receives an exclusive right to occupy the unit based on their ownership interest in the cooperative entity as a whole. A cooperative owner is either a stockholder or member of a cooperative apartment corporation who is entitled, solely by reason of ownership of stock or membership in the corporation, to occupy an apartment in a building owned by the corporation.\textsuperscript{44} The cooperative holds the legal title to the unit and all common elements. The cooperative association may assess costs for the maintenance of common expenses.\textsuperscript{45} There are 774 cooperative associations in the state of Florida that are registered with the DBPR.

\textsuperscript{39} Section 718.103(2), F.S.
\textsuperscript{41} Id.
\textsuperscript{42} Id.
\textsuperscript{43} Id.
\textsuperscript{44} See Walters v. Agency for Health Care Administration, 288 So.3d 1215 (Fla. 3rd DCA 2019), review denied 2020 WL 3442763 (Fla. 2020).
\textsuperscript{45} See ss. 719.106(1)(g) and 719.107, F.S.
Official Records

Florida law specifies the official records that condominium, cooperative, and homeowners’ associations must maintain. Generally, the official records must be maintained in Florida for at least 7 years. Certain of these records must be accessible to the members of an association. Additionally, certain records are protected or restricted from disclosure to members, such as records protected by attorney-client privilege, personnel records, and personal identifying records of owners.

Condominium associations with 150 or more units are required to post digital copies of specified documents on their website. Condominiums and cooperatives also require certain nondeveloper disclosures upon resale of dwelling units including documents such as articles of incorporation, bylaws and rules, and financial information.

Apartment Buildings

The Division of Hotels and Restaurants (division) within the DBPR is the state agency charged with enforcing the provisions of ch. 509, F.S., relating to the regulation of public lodging establishments and public food service establishments for the purpose of protecting the public health, safety, and welfare. Public lodging establishments are classified as a hotel, motel, vacation rental, nontransient apartment, transient apartment, bed and breakfast inn, or timeshare project.

A nontransient apartment is defined as a building or complex of buildings in which 75 percent or more of the units are available for rent to nontransient tenants. A transient apartment is a building or complex of buildings in which more than 25 percent of the units are advertised or held out to the public as available for transient occupancy. The division currently licenses 19,261 transient and non-transient apartments, and each apartment license has an average of 67 units.

Every public lodging establishment that is 3 stories or more in height in the state currently must file a certificate stating that any and all balconies, platforms, stairways, and railways have been inspected by a person competent to conduct such inspections and are safe, secure, and free of defects. Certificates of balcony inspections must be filed every 3 years with the division and the applicable county or municipal authority responsible for building and zoning permits.

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46 See ss. 718.111(12), 719.104(2), F.S.
47 See ss. 718.111(12)(b), 719.104(2)(b), F.S.
48 See ss. 718.111(12)(a), 719.104(2)(a), F.S.
49 See ss. 718.111(12)(c), 719.104(2)(c), F.S.
50 Section 718.111(12)(g), F.S.
51 See ss. 718.503, 719.503, F.S.
52 Section 509.242(1), F.S.
53 Id.
54 DBPR licenses all transient apartment building and transient buildings with 5 or more units. Nontransient apartment buildings under 5 units are exempt from licensure per s. 509.013 F.S.
56 Section 509.2112, F.S.
57 Id.
Architects and Engineers

Engineers

Section 471.008, F.S., authorizes the board of professional engineers to adopt rules to implement the provisions of ch. 471, F.S., and for ch. 455, F.S., which provides the general licensing procedures for professional licensing of engineers by the DBPR. The board has adopted responsibility rules for the profession of engineering addressing a variety of issues, including the design of structures and fire protection systems.  

Section 471.013, F.S., provides the license qualifications for a professional engineer. In order to be licensed as a professional engineer, a person must successfully pass two examinations: the fundamentals examination and the principles and practices examination. Prior to being permitted to sit for the fundamentals examination, an applicant must have graduated from:

- An approved engineering science curriculum of 4 years or more in a board-approved school, college, or university; or
- An approved engineering technology curriculum of 4 years or more in a board-approved school, college, or university.

Under s. 471.015(2), F.S., the board must certify for licensure any applicant who has submitted proof of being at least 18 years old and has the required engineering experience. For graduates of an approved engineering science curriculum, the applicant must have a record of at least 4 years of active engineering experience sufficient to indicate competence to be in responsible charge of engineering. Graduates of an approved engineering technology curriculum must have a record of at least 6 years of such qualified experience.

Architects

Chapter 481, Part I, F.S., governs the licensing and regulation of architects and related business organizations. The Board of Architecture and Interior Design exists under the DBPR’s Division of Professions. The board processes licenses and responds to consumer complaints and inquiries by monitoring activities and compliance within the architecture and interior design industries.

An architect must complete, before licensure, an internship of diversified architectural experience approved by the board. To qualify to take the examination for licensure as an architect an applicant must also graduate from a school or college of architecture with a program accredited by the National Architectural Accreditation Board. Persons who are licensed in another state or jurisdiction may also apply for a license by endorsement. An architect who is licensed in another state who seeks qualification for license in Florida must complete a 2-hour class approved by the board on wind mitigation techniques.

59 Section 471.013(1), F.S.
60 See ss. 471.015(2)(a)1. and 2., F.S.
61 Section 481.211, F.S.
62 Section 481.209 (1) F.S.
63 Section 481.213(3), F.S.
64 Section 481.213 F.S.
III. **Effect of Proposed Changes:**

The bill creates s. 553.899, F.S. to establish a mandatory structural inspection program for multi-family residential buildings in the state of Florida. Multi-family residential buildings greater than 3 stories and larger than 3,500 square feet must have a “milestone inspection” conducted once the building reaches 30 years in age, and every 10 years thereafter. If such a building is within 3 miles of coastline the requirements drop to 20 years in age, and every 7 years thereafter.

The bill provides for a two phase milestone inspection process.

- Phase one requires a licensed architect or engineer to perform a visual examination of all habitable and non-habitable areas of the building to inspect for structural distress of components.
- If structural distress is identified during a phase one inspection a threshold inspector must perform a phase two inspection which may involve destructive and non-destructive testing and may be extensive as necessary to assess the damaged areas as determined by the threshold inspector.

Upon completion of a phase one or phase two inspection the engineer or architect must submit a copy of their inspection report to the building owner, condominium or cooperative board, and the building official in the jurisdiction of the building. Condominium and cooperative boards must distribute the report to all unit owners.

The bill provides that local enforcement agencies may prescribe timelines and penalties with respect to compliance with milestone inspection.

The bill requires that building inspection reports be added to the list of documents that are official records and which must be provided for buyer review in condominium and cooperative unit resales with other nondeveloper disclosures.

The bill directs the Florida Building Commission to establish comprehensive structural and life safety standards for maintaining and inspecting all building types, and to make them available for adoption by local governments at their discretion.

The act takes effect July 1, 2022.

IV. **Constitutional Issues:**

A. **Municipality/County Mandates Restrictions:**

The bill will require county and municipal building departments to expend funds to comply with the provisions of the bill. However, counties and municipalities retain the ability to charge fees to accommodate such expenses. For example, a county or

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65“Coastline” means the line of mean low water along the portion of the coast that is in direct contact with the open sea and the line marking the seaward limit of inland waters, as determined under the Convention on Territorial Seas and the Contiguous Zone, 15 U.S.T. (Pt. 2) 1606 as defined in s. 376.031, F.S.
municipality may decide to charge a filing fee for inspection reports submitted to the building department. As such, the bill does not appear to be a mandate.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

Apartment building owners and condominium and cooperative associations of buildings which meet the inspection requirements will see increased costs associated with the inspection and possible restoration of building. According to DBPR, the cost of these types of inspections will vary considerably based on the size of the building. The recertification and building safety inspections currently being conducted in Miami-Dade and Broward counties can cost as much as $20,000-$40,000 for the inspection of a 15-20 story condominium to between $2,000 and $4,000 for the inspection of a small commercial building. Any remedial work to remedy issues identified during the inspection would be in addition to these costs.66

Licensed architects and engineers will experience a significant increase in demand for their services as a result of the bill.

C. Government Sector Impact:

The bill will likely result in additional costs for county and municipal building departments to comply with the requirements of the bill. Specifically, counties and municipalities will need to establish internal procedures and possibly procure software to track the ages of multi-family residential buildings, provide notice to affected building

owners, and manage milestone inspection reports submitted by inspectors. Additional staffing may be needed to enforce the inspection requirements and address noncompliance with the requirements of the bill. However, county and municipalities may choose to charge certain fees to building owners to accommodate the costs associated with the bill.

According to DBPR, the Florida Building Commission will need to appoint a workgroup of approximately 10-12 members to develop the comprehensive structural and life safety standards for maintaining and inspecting buildings and structures, as required by the bill. The workgroup will likely need 2-3 onsite meetings, which will cost a total of approximately $5,000 and $10,000, based on the cost of previous onsite Florida Building Commission meetings.  

Additionally, the Florida Building Commission will likely need to hire a group of experts to assist with the development of the maintenance and inspection standards, the cost of which is indeterminate.

VI. Technical Deficiencies:
None.

VII. Related Issues:
None.

VIII. Statutes Affected:
This bill substantially amends the following sections of the Florida Statutes: 718.111, 718.503, 719.104, and 719.503. This bill creates section 553.889 of the Florida Statutes.

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.

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This Senate Bill Analysis does not reflect the intent or official position of the bill’s introducer or the Florida Senate.

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67 Id.
68 Id.