

FLORIDA HOUSE OF REPRESENTATIVES

FINAL BILL ANALYSIS

This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.

BILL #: CS/HB 7009 PCB GOS 25-04 TITLE: OGSR/Public Safety Communication Systems SPONSOR(S): Government Operations Subcommittee, Conerly	COMPANION BILL: SB 7006 (Bradley) LINKED BILLS: None RELATED BILLS: None
FINAL HOUSE FLOOR ACTION: 115 Y's 0 N's	GOVERNOR'S ACTION: Approved

SUMMARY

Effect of the Bill:

The bill expands an existing public record and public meeting exemption for certain information used in the planning, building, and maintenance of 911, E911, and other public safety radio communication system infrastructure to include NG911 system infrastructure. The bill provides that the public record and public meeting exemptions will repeal on October 2, 2030, unless reviewed and saved from repeal by the Legislature.

Fiscal or Economic Impact:

None.

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ANALYSIS

EFFECT OF THE BILL:

CS/HB 7009 passed as [SB 7006](#). (Please note that bill section parentheticals do not contain hyperlinks to bill sections for Senate bills.)

The bill expands the public record and public meeting exemptions for certain records and information related to the 911, E911, and public safety radio communication system infrastructure to include [NG911](#) infrastructure. The existing public record and public meeting exemption for [911, E911](#), and public radio communication system infrastructure information was reviewed pursuant to the [Open Government Sunset Act](#) (OGSR Act) and the exemptions will repeal on October 2, 2025, if this bill does not become a law. (Sections 1 and 2)

The bill expands the existing [public record exemption](#) to exempt the following records from disclosure:

- Building plans, blueprints, schematic drawings, and diagrams, including draft, preliminary, and final formats, which depict the structural elements of NG911 system infrastructure, including towers, antennas, equipment or facilities used to provide NG911 services, or other NG911 structures or facilities owned and operated by an agency.
- Geographical maps indicating the actual or proposed locations of NG911 system infrastructure, including towers, antennas, equipment or facilities used to provide NG911 services, or other NG911 structures or facilities owned and operated by an agency. (Section 1)

This information may be disclosed in three circumstances, provided that any entity who receives the information must maintain its exempt status. First, it may be disclosed to another governmental entity if necessary for the receiving entity to perform its duties and responsibilities. Second, it may be disclosed to a licensed architect, contractor, or engineer who is performing work on or related to the NG911 infrastructure. Third, it may be disclosed upon a showing of good cause before a court of competent jurisdiction. (Section 1)

The bill expands the existing [public meeting exemption](#) to include any portion of a meeting that would reveal the protected records. (Section 2)

Pursuant to the OGSR Act, these exemptions will automatically repeal on October 2, 2030, unless reviewed and saved from repeal by the Legislature. (Sections 1 and 2)

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The bill includes the constitutionally required public necessity statement, in which the Legislature finds that expanding the current public record and meeting exemptions to include NG911 system infrastructure is necessary because information that reveals structural elements or locations of NG911 system infrastructure could be exploited by criminals or terrorists to plan, train for, and execute criminal actions, including cybercrime, arson, and terrorism, that would disrupt vital functionality of emergency communications systems. (Section 3)

The bill was approved by the Governor on May 23, 2025, ch. 2025-90, L.O.F., and became effective on that date. (Section 4)

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Public Records and Public Meetings

The Florida Constitution sets forth the state's public policy regarding access to government records and meetings. Article I, s. 24(a) of the Florida Constitution guarantees every person the right to inspect or copy any public record of the legislative, executive, and judicial branches of government. Article I, s. 24(b) of the Florida Constitution provides that all meetings of any collegial public body of the executive branch of state government or any collegial public body of a county, municipality, school district, or special district, at which official acts are to be taken or at which public business of such body is to be transacted or discussed, must be open and noticed to the public. The Legislature, however, may provide by general law an exemption from public record or public meeting requirements provided that the exemption passes by a two-thirds vote of each chamber, states with specificity the public necessity justifying the exemption, and is no broader than necessary to meet its public purpose.¹

Public Records

The Florida Statutes also address the public policy regarding access to government records. Section [119.01\(1\), F.S.](#), guarantees every person the right to inspect and copy any state, county, or municipal record, unless the record is exempt.

Public Meetings

The Florida Statutes also address the public policy regarding access to government records. Section [286.011\(1\), F.S.](#), further requires all meetings of any board or commission of any state agency or authority, or of any agency or authority of any county, municipality, or political subdivision, at which official acts are to be taken be open to the public at all times, unless the meeting is exempt. The board or commission must provide reasonable notice of all public meetings.² Minutes of a public meeting must be promptly recorded and open to public inspection.³

Open Government Sunset Review Act

The [Open Government Sunset Review Act](#) (OGSR Act)⁴ provides that a public record or public meeting exemption may be created, revised, or maintained only if it serves an identifiable public purpose and the Legislature finds that the purpose is sufficiently compelling to override the strong public policy of open government and cannot be accomplished without the exemption.⁵ An identifiable public purpose is served if the exemption meets one of the following purposes:

- Allows the state or its political subdivisions to effectively and efficiently administer a governmental program, which administration would be significantly impaired without the exemption;
- Protects sensitive personal information that, if released, would be defamatory or would jeopardize an individual's safety; however, only the identity of an individual may be exempted under this provision; or
- Protects trade or business secrets.⁶

¹ [Art. I, s. 24\(c\), FLA. CONST.](#)

² [S. 286.011\(1\), F.S.](#)

³ [S. 286.011\(2\), F.S.](#)

⁴ [S. 119.15, F.S.](#)

⁵ [S. 119.15\(6\)\(b\), F.S.](#)

⁶ *Id.*

The OGSR Act sets forth a legislative review process for newly created or substantially amended public record or public meeting exemptions. It requires the automatic repeal of an exemption on October 2nd of the fifth year after the creation or substantial amendment of the exemption, unless the Legislature reenacts the exemption.⁷

911 and E911

Since 1973, the state of Florida, in conjunction with Florida's counties, has funded technological advancements in statewide emergency number systems for emergency communications between citizens and visitors and emergency services.⁸ Basic 911 service was established statewide in 1997.⁹ In 2005, wireline enhanced 911 (E911) service was implemented in all of Florida's 67 counties to obtain a 911 caller's telephone number and address.¹⁰

In 2007, Florida's wireless 911 board transitioned to the E911 board with the intent of implementing enhanced 911 services.¹¹ Phase I of the enhanced services provided call back numbers and the location of cell sites utilized for making the call into 911; phase II provided location information for the actual cellular caller. These enhancements were completed March 31, 2008.¹² Currently, Florida's counties are working on technical, funding, and deployment issues in an effort to provide statewide text-to-911 services. As of February 2025, 64 of Florida's 67 counties offer text-to-911 service.¹³

NG911

Next Generation 911 (NG911) is the next iteration of emergency number services, allowing for the transmission and reception of voice, text, and data inputs, including photos and videos.¹⁴ NG911 services are live in 35 Florida counties and under implementation in the other 22 Florida counties.¹⁵

Existing Public Record and Meeting Exemptions

In 2020, the Legislature created a [public record exemption](#) for specific records that identify the design, scope, and location of 911, E911, or public safety radio communication system infrastructure owned and operated by an agency.¹⁶ Specifically, the public record exemption provides that the following records are exempt¹⁷ from disclosure:

- Building plans, blueprints, schematic drawings, and diagrams, including draft, preliminary, and final formats, which depict the structural elements of 911, E911, or public safety radio communication system infrastructure, including towers, antennae, equipment or facilities used to provide 911, E911, or public safety radio communication services, or other 911, E911, or public safety radio communication structures or facilities owned and operated by an agency.
- Geographical maps indicating the actual or proposed locations of 911, E911, or public safety radio communication system infrastructure, including towers, antennae, equipment or facilities used to provide 911, E911, or public safety radio services, or other 911, E911, or public safety radio communication structures or facilities owned and operated by an agency.

The information may be disclosed in three circumstances, provided that any entity who receives the information must maintain its exempt status. First, it may be disclosed to another governmental entity if necessary for the

⁷ S. [119.15\(3\), F.S.](#)

⁸ Department of Management Services, [Florida Emergency Communications Board](#) (last visited Mar. 14, 2025).

⁹ *Id.*

¹⁰ *Id.*

¹¹ *Id.*

¹² *Id.*

¹³ Department of Management Services, [Florida Text-to-911 Status \(by county\)](#) (last visited Mar. 14, 2025).

¹⁴ Department of Management Services, [Next Generation 911](#) (last visited Mar. 26, 2025).

¹⁵ Department of Management Services, [Florida Next Generation 911 Status \(by county\)](#) (last visited Mar. 26, 2025).

¹⁶ S. [119.071\(3\)\(e\), F.S.](#)

¹⁷ There is a difference between records the Legislature designates *exempt* from public record requirements and those the Legislature designates *confidential and exempt*. A record classified as exempt from public disclosure may be disclosed under certain circumstances. See *WFTV, Inc. v. Sch. Bd. of Seminole*, 874 So.2d 48, 53 (Fla. 5th DCA 2004), *review denied*, 892 So.2d 1015 (Fla. 2004); *State v. Wooten*, 260 So.3d 1060, 1070 (Fla. 4th DCA 2018); *City of Rivera Beach v. Barfield*, 642 So.2d 1135 (Fla. 4th DCA 1994); *Williams v. City of Minneola*, 575 So.2d 683, 687 (Fla. 5th DCA 1991). If the Legislature designates a record as confidential and exempt from public disclosure, such record may not be released by the custodian of public records to anyone other than the persons or entities specifically designated in statute. See Op. Att'y Gen. Fla. 04- 09 (2004).

receiving entity to perform its duties and responsibilities. Second, it may be disclosed to a licensed architect, contractor, or engineer who is performing work on or related to the 911, E911, or public safety radio communication system infrastructure. Third, it may be disclosed upon a showing of good cause before a court of competent jurisdiction.

The Legislature also created a [public meeting exemption](#) for any portion of a meeting that would reveal the protected records.¹⁸ All portions of a public meeting that are exempted must be recorded and transcribed. The recordings and transcripts are confidential and exempt from disclosure as public records except to the extent that any portion of the recording or transcript is determined by a court of competent jurisdiction, upon review, to reveal nonexempt data.

The 2020 public necessity statement¹⁹ provided that:

911, E911, and public safety radio communication facilities, including towers and antennae, are a vital link in the chain of survival. Such critical infrastructure must be protected as any disruption during an active shooter or other terror event is very likely to result in greater loss of life and property damage. To function properly, towers and antennae need to be visible, increasing the security risk of such facilities. Because architectural and engineering plans reviewed and held by counties, municipalities, and other government agencies include information about towers, equipment, ancillary facilities, critical systems, and restricted areas, these plans could be used by criminals or terrorists to examine the physical plant for vulnerabilities. Information contained in these documents could aid in the planning of, training for, and execution of criminal actions, including cybercrime, arson, and terrorism. Consequently, the Legislature finds that it is a public necessity to exempt such information from public records requirements to reduce exposure to security threats and protect the public.²⁰

Pursuant to the OGS Act, these exemptions will repeal on October 2, 2025, unless saved from repeal by the Legislature.

During the 2024 interim, House and Senate staff jointly sent a survey requesting information concerning the existing public record and public meeting exemptions to Florida's counties, law enforcement agencies, and 911 dispatchers. A total of 54 responses were received with the vast majority indicating that the exemptions be reenacted.

¹⁸ [S. 286.0113\(4\), F.S.](#)

¹⁹ [Article I, s. 24\(c\), FLA. CONST.](#), requires each public record or public meeting exemption to “state with specificity the public necessity justifying the exemption.”

²⁰ [Ch. 2020-13, L.O.F.](#)