



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

Unfinished Business

I.1.

9/15/2020

Subject:

Legislative Update - Resort Dwellings

Fiscal Impact:

FY19/20: None

FY20/21: None

Dept/Office:

Planning & Development

Requested Action:

It is requested that the Board of County Commissioners direct staff to seek legislative intent regarding zoning code revisions and/or provide direction regarding tools to assist the public in understanding current or proposed code as it relates to allowance of resort dwellings in specific zoning classifications

Summary Explanation and Background:

On February 11, 2020, the Board of County Commissioners (Board) requested that Planning & Development (P&D) monitor proposed Florida Senate and House bills pertaining to resort dwellings and preemption of regulation to the State. It was further requested that staff provide a report to the Board once those bills reached their respective conclusions. Both Senate Bill 1128 and House Bill 1101 were indefinitely postponed, withdrawn from consideration and died at the close of the legislative session. Therefore, current Brevard County Code regulations regarding resort dwellings have not been preempted to any further extent and remain unchanged.

Staff has developed a decision tree tool and maps to assist both Planning & Zoning employees and the public in understanding the current regulations. These tools could be uploaded to the Planning & Development website for use by the public. However, Code language remains convoluted and, even with the decision tree tool and maps, confirmation of code interpretation is recommended by staff to ensure that best available data is being used to determine permissibility of resort dwellings on a particular property. Lastly, staff can only advise the public regarding properties in unincorporated Brevard County, and a patchwork of regulations remains in place for other municipalities.

Clerk to the Board Instructions:

None



September 16, 2020

M E M O R A N D U M

TO: Tad Calkins, Planning and Development Director

RE: Item I.1., Legislative Update of Resort Dwellings

The Board of County Commissioners, in regular session on September 15, 2020, directed staff to develop Code Amendments and issue legislative intent and permission to advertise, consistent with the following:

- Create a new use of the definition of vacation rentals as recommended by the County Attorney's Office
- Include this as a permitted use which the Board cannot add conditions on per State Statute in listing zone categories, and
- Amend existing zoning classification to prevent any conflict between short term rentals and vacation rentals.

Your continued cooperation is always appreciated.

Sincerely,

BOARD OF COUNTY COMMISSIONERS
SCOTT ELLIS, CLERK

Kimberly Powell
Kimberly Powell, Clerk to the Board



Staff Report

BOARD OF COUNTY COMMISSIONERS

SUBJECT: Legislative Update - Resort Dwellings
DATE: August 25, 2020
AUTHORS: Planning & Development Department (P&D)
FISCAL IMPACT: FY20/21: None
FY21/22: None

Introduction

On February 11, 2020, the Board of County Commissioners (Board) requested that Planning & Development (P&D) monitor proposed Florida Senate and House bills pertaining to resort dwellings and preemption of regulation to the State. It was further requested that staff provide a report to the Board once those bills reached their respective conclusions. Both Senate Bill 1128 and House Bill 1101 were indefinitely postponed, withdrawn from consideration and died at the close of the legislative session. Therefore, current Brevard County Code regulations regarding resort dwellings have not been preempted to any further extent and remain unchanged. Staff has developed a decision tree tool and maps to assist both Planning & Zoning employees and the public in understanding the current regulations. These tools could be uploaded to the Planning & Development website for use by the public. However, Code language remains convoluted and, even with the decision tree tool and maps, confirmation of code interpretation is recommended by staff to ensure that best available data is being used to determine permissibility of resort dwellings on a particular property. Lastly, staff can only advise the public regarding properties in unincorporated Brevard County, and a patchwork of regulations remains in place for other municipalities.

Definitions

In Section 62-1102, the County defines "resort dwelling" as any single-family dwelling or multi-family dwelling unit which is rented for periods of less than 90 days or three calendar months, whichever is less, or which is advertised or held out to the public as a place rented for periods of less than 90 days or three calendar months, whichever is less. For the purposes of Chapter 62, a resort dwelling is a commercial use. For the purposes of this definition, subleases for less than 90 days are to be considered separate rental periods. This definition does not include month-to-month hold-over leases from a previous lease longer than 90 days.

The State defines a "vacation rental" as any unit or group of units in a condominium or cooperative or any individually or collectively owned single-family, two-family, three-family, or four-family house or



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BOARD OF COUNTY COMMISSIONERS

dwelling unit that is also a transient public lodging establishment but that is not a timeshare project. Section 509.242(1)(c), Florida Statutes, a “public lodging establishment” is defined to include transient public lodging establishments, which means any unit, group of units, dwelling, building, or group of buildings within a single complex of buildings which is rented to guests more than three times in a calendar year for periods of less than 30 days or one calendar month, whichever is less, or which is advertised or held out to the public as a place regularly rented to guests.

Background & Tools

There are currently 54 zoning classifications in unincorporated Brevard County, spanning eight categories, below. Allowance of resort dwellings is dependent upon zoning classification, use, adjacent property use/zoning and sometimes location with respect to Highway A1A (A1A). These criteria determine whether resort dwellings are 1) permitted, 2) permitted with conditions, or 3) require a Conditional Use Permit (CUP).

- Unimproved, Agricultural, Single-Family Residential – Permitted, Permitted with Conditions, or CUP Required
- Multi-Family Residential – Permitted
- Mobile Home Residential & Recreational Vehicular Park – Not Permitted
- Planned Unit Developments (PUDs) – Permitted with Conditions or CUP Required
- Commercial - Permitted
- Tourist Commercial & Transient Tourist Use - Permitted
- Industrial - Permitted
- Special Classifications – Not Permitted Except in Farmton Multi-family in Workplace Zoning District

Generally, for the Unimproved, Agricultural and Single-Family Residential category, resort dwellings are permitted only in Single-Family Attached (RA-2-4, RA-2-6, RA-2-8, RA-2-10) and Residential Professional (RP) zoning classifications. For the remainder of the Unimproved, Agricultural, and Single-Family Residential zoning classifications, there must be a non-conforming multi-family use for a resort dwelling to be permitted with conditions. Barring a non-conforming multi-family use, the property must be west of A1A, with direct frontage to A1A or east of A1A without frontage restrictions. None of the A1A-dependent properties can abut single-family zoning or use, and these properties must request a CUP from the Board for resort dwelling. A review of zoning actions since 2014 reveals no CUP



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applications for resort dwellings, although there was a one Bed & Breakfast CUP in 2017 that was denied.

Zoning staff reports approximately one inquiry per day regarding permissibility of resort dwellings. Code Enforcement staff reports one complaint per month, of which, about half are substantiated as violations. Resort dwellings that are permitted with conditions or listed as a conditional use in certain residential zoning classifications are governed by Sections 62-1841.5.5 and 62-1945.2 Brevard County Code, respectively. These code sections outline performance standards related to parking, maximum occupancy, excessive or late noise, local management, manager's responsibility, and penalties.

Although resort dwellings are permitted in commercial, industrial and tourist zoning classifications, by County definition, they must be single-family or multi-family dwelling units. Therefore, it would be rare to find non-conforming dwelling units in these zoning classifications. This, combined with some of the specific criteria for permitted with conditions and CUPs in other zoning classifications, limits the allowance of resort dwellings almost exclusively to multi-family or single-family attached residential zoning classifications as indicated by the attached maps.

The maps generated by the Information Technology Department (I.T.) and P&D are as accurate as possible, given available data and Geographic Information System (G.I.S.) layers provided to the County. The Property Appraiser has more than 300 use codes. The multi-family use codes, upon which the map is based, do not directly correlate with the Brevard County zoning definition of multi-family. Therefore, creating a map that is 100% precise is very difficult. Additionally, because the built environment changes day-to-day as new homes are finished or properties are demolished, it is very challenging to create or maintain a map that citizens could rely upon without consulting with County staff to ensure the accuracy of their findings.

Preliminary Analysis

The Florida Legislature adopted Section 509.032(7)(b), Florida Statutes, in order to limit the ability of local governments to regulate vacation rentals. Specifically, this statute provides that "[a] local law, ordinance, or regulation may not prohibit vacation rentals or regulate the duration or frequency of rental of vacation rentals. This paragraph does not apply to any local law, ordinance, or regulation adopted on or before June 1, 2011". In addition to unincorporated Brevard, about half of the municipalities in the County had resort dwelling regulations in place prior to June 1, 2011. Some municipalities require additional annual applications and inspections.



Staff Report

BOARD OF COUNTY COMMISSIONERS

Last fall, the County Attorney's Office was asked whether certain zoning restrictions pertaining to resort dwellings could be amended. Based on research conducted by the County Attorney's Office, it is possible for such changes to take place, but certain steps must be undertaken to avoid running afoul of the State's preemption language whereby local governments are prohibited from adopting regulations that prohibit vacation rentals or regulate the duration or frequency of rental of vacation rentals.

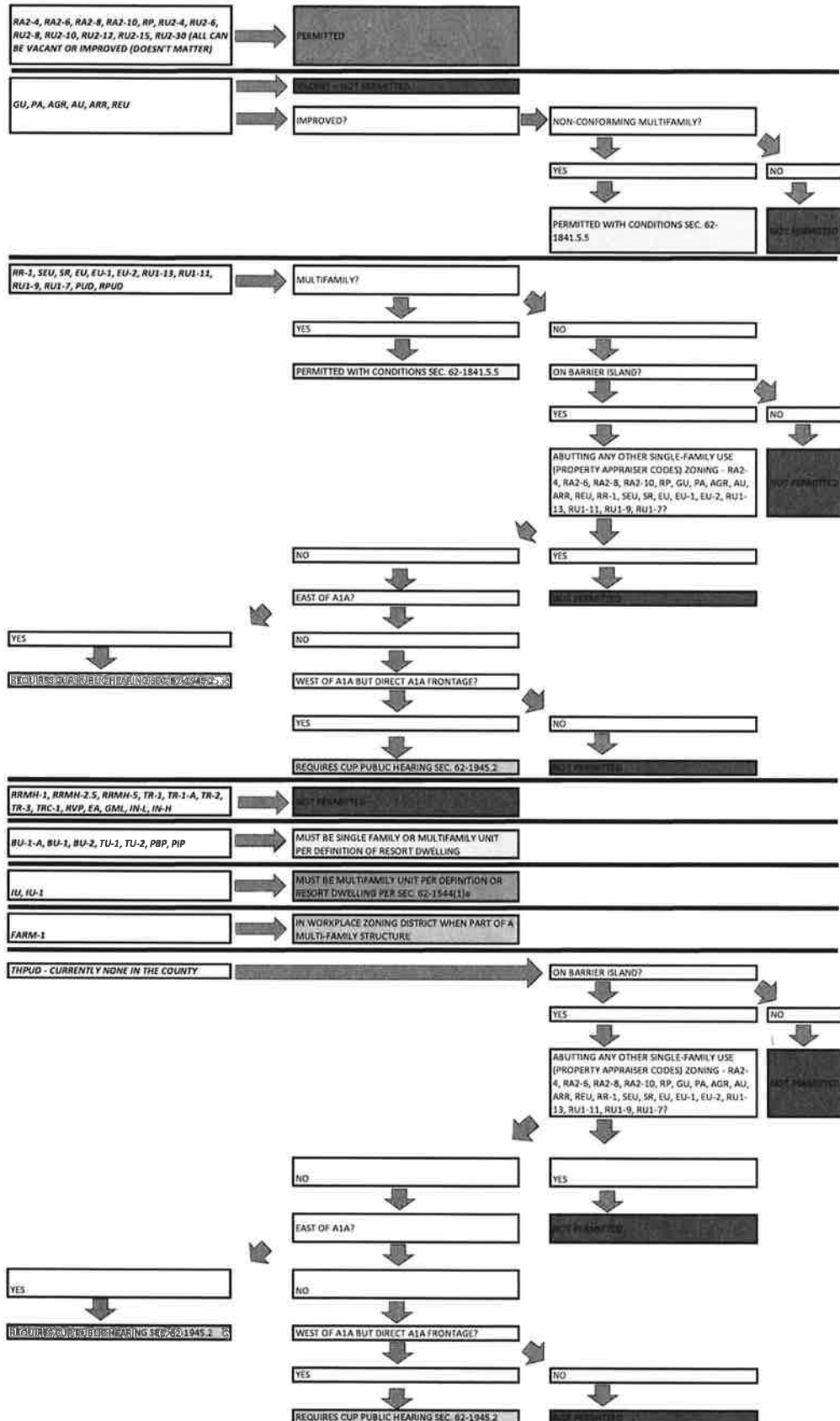
Specifically, in order to make changes to the existing zoning regulations pertaining to resort dwellings, it will be necessary for the County to adopt a new term, e.g., "vacation rental," that mirrors the State's definition. This will need to be done to avoid a conflict between the State's definition of "vacation rental" and the County's current definition of "resort dwelling." As a result, any new zoning classification(s) that would allow vacation rentals would need to be permitted without any restrictions or conditions, and reference to "resort dwelling" within such zoning classification(s) would need to be removed. The ordinances pertaining to resort dwellings that have been in place since before June 1, 2011, and that are not amended, will continue in operation.

Options for Board Consideration

1. Direct staff to draft legislative intent and permission to advertise amendments to Chapter 62, Article VI, entitled Zoning Regulations, adopting a new definition, e.g., "vacation rentals," that mirrors State law and direct changes to zoning classifications as identified by the Board.
2. Direct staff to upload maps and the decision tree tool to Brevard County website to assist citizens in determining permissibility of resort dwellings for specific properties under current regulations.
3. Take no action.
4. Provide other direction.

RESORT DWELLING CODE REQUIREMENTS - UNINCORPORATED BREVARD COUNTY, FL

ZONING CLASSIFICATION



RESORT DWELLINGS IN UNINCORPORATED BREVARD COUNTY, FL

ZONING CLASSIFICATION/CODE REFERENCE	PERMITTED	PERMITTED IF CONDITIONS MET IN SEC 62-1945.5.5	REQUIRES CONDITIONAL USE PERMIT/PUBLIC HEARING PER SEC 62-1945.2	NOT ALLOWED	LOCATIONAL STANDARDS REQUIRED
UNIMPROVED, AGRICULTURAL AND SINGLE-FAMILY RESIDENTIAL					
RA-2-4, RA-2-5, RA-2-6, RA-2-10 (Single Family Attached Residential)	X SEC 62-1943(1)a				NONE
RP (Residential Professional)	X SEC 62-1944(1)a				NONE
RU (General Use)		X SEC 62-1911(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
PA (Productive Agriculture)		X SEC 62-1932(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
PA (Productive Agriculture)		X SEC 62-1933(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
AG (Agricultural)		X SEC 62-1934(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
AG (Agricultural Residential - Low Intensity)		X SEC 62-1934.5(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
AR (Agricultural Residential - Medium)		X SEC 62-1934.5(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
AR (Agricultural Residential - High)		X SEC 62-1934.5(1)b			SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY
RL (Rural Residential)		X SEC 62-1935(1)b	X SEC 62-1946(1)		SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
SR (Suburban Estate Residential Use)		X SEC 62-1937(1)b	X SEC 62-1937(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RS (Suburban Residential)		X SEC 62-1938(1)b	X SEC 62-1938(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
MS (E-1, E-2 (Extreme Use Residential))		X SEC 62-1939(1)b	X SEC 62-1939(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RU-1, RU-1.1, RU-1.11 (Single Family Residential)		X SEC 62-1940(1)b	X SEC 62-1940(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RU-1.9 (Single Family Residential)		X SEC 62-1941(1)b	X SEC 62-1941(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RU-1.7 (Single Family Residential)		X SEC 62-1942(1)b	X SEC 62-1942(1)		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RU-2-4, RU-2-6, RU-2-8 (Low Density Multiple Family Residential)	X SEC 62-1937(1)a				NONE
RU-2-10, RU-2-12, RU-2-15 (Medium Density Multiple Family Residential)	X SEC 62-1937(1)a				NONE
RU-2-30 (High Density Multiple Family Residential)	X SEC 62-1937(1)a				NONE
MOBILE HOME RESIDENTIAL & RECREATIONAL VEHICLE PARK					
RAMH-1, RAMH-2, RAMH-3 (Rural Residential Mobile Home)			X SEC 62-1401	N/A - NOT ALLOWED	
TR-1, TR-1.1 (Single Family Mobile Home)			X SEC 62-1402	N/A - NOT ALLOWED	
TR-2 (Single Family Mobile Home)			X SEC 62-1403	N/A - NOT ALLOWED	
TR-3 (Mobile Home Park)			X SEC 62-1404	N/A - NOT ALLOWED	
TRC-1 (Single Family Mobile Home Cooperative)			X SEC 62-1405	N/A - NOT ALLOWED	
MVP (Recreational Vehicle Park)			X SEC 62-1406	N/A - NOT ALLOWED	
PLANNED UNIT DEVELOPMENT					
PUD (Planned Unit Development)		X SEC 62-1407(b)	X SEC 62-1408		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MULTI-FAMILY TRACT OR SINGLE-FAMILY TRACT APPROVED BY BOCC OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
RPUD (Residential Planned Unit Development)		X SEC 62-1407(b)	X SEC 62-1408		SEC 62-1943.5.5(1)a PERMITTED WITH CONDITIONS - MULTI-FAMILY TRACT OR SINGLE-FAMILY TRACT APPROVED BY BOCC OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
HPUD (High Density Planned Unit Development)			X SEC 62-1474		MUST BE NON-CONFORMING MULTI-FAMILY OR SEC 62-1945.2(1)a&b CUP REQUIREMENTS - EAST OF ALA/WEST OF ALA WITH DIRECT FRONTAGE, NEITHER WITH ABUTTING SINGLE-FAMILY ZONING OR USE
COMMERCIAL					
BU-1-A (Restricted Neighborhood Retail Commercial)	X SEC 62-1409(1)a				NONE
BU-1 (General Retail Commercial)	X SEC 62-1409(1)b				NONE
BU-2 (Hotel, Warehouse & Wholesale Commercial)	X SEC 62-1409(1)b				NONE
TOURIST COMMERCIAL & TRANSIENT TOURIST USE					
TU-1 (General Tourist Commercial)	X SEC 62-1511(1)a				NONE
TU-2 (Transient Tourist Commercial)	X SEC 62-1511(1)a				NONE
INDUSTRIAL					
PIB (Planned Business Park)	X SEC 62-1541(1)a				NONE
PII (Planned Industrial Park)	X SEC 62-1541(1)a				NONE
II (Light Industrial)	X SEC 62-1541(1)a				MUST BE MULTI-FAMILY
HI (Heavy Industrial)	X SEC 62-1541(1)a				MUST BE MULTI-FAMILY
SPECIAL CLASSIFICATIONS					
SA (Environmental Area)			X SEC 62-1571	N/A NOT ALLOWED	
SM (Government Managed Lands)			X SEC 62-1572	N/A NOT ALLOWED	
IN-1 (Institutional Use - Light), IN-2 (Institutional Use - Heavy)			X SEC 62-1573	N/A NOT ALLOWED	
RAMH-1, RAMH-2, RAMH-3 (Rural Residential Mobile Home)	X SEC 62-1937(1)a				YES - IN WORKPLACE ZONING DISTRICT WHEN PART OF A MULTI-FAMILY STRUCTURE



BOARD OF COUNTY COMMISSIONERS

County Attorney's Office
2725 Judge Fran Jamieson Way
Building C, Room 308
Viera, Florida 32940

Inter-Office Memo

TO: Commissioner Tobia, District 3 Commissioner
FROM: Alex Esseeesse, Assistant County Attorney *AE*
THRU: Eden Bentley, County Attorney
SUBJECT: Removing restrictions on resort dwellings
DATE: November 7, 2019

Issue: The Florida Legislature adopted Section 509.032(7)(b), Fla. Stat., in order to limit the ability of local governments to regulate vacation rentals. Specifically, this statute provides that "[a] local law, ordinance, or regulation may not prohibit vacation rentals or regulate the duration or frequency of rental of vacation rentals. This paragraph does not apply to any local law, ordinance, or regulation adopted on or before June 1, 2011." It has been asked whether the County has the ability to amend its regulations that pertain to resort dwellings in certain zoning classifications to reduce/remove existing conditions.

Question: Can the County amend certain zoning restrictions where resort dwellings are permitted with conditions, allowed based on a conditional use, or not permitted?

Short Answer: It is possible, but certain steps must be taken to avoid running afoul of the State's preemption language. Specifically, in order to make changes to the existing zoning regulations pertaining to resort dwellings, it will be necessary for the County to adopt the State's definition of vacation rental to avoid a conflict between the State's definition of "vacation rental" and the County's definition of "resort dwelling." Any new zoning classification(s) that would allow vacation rentals would need to be permitted without any restrictions or conditions.

Analysis

First it is important to outline whether the unchanged provisions of the County's zoning regulations will remain in place. In short, the Florida Supreme Court has generally addressed the issue of whether laws, or portions thereof, can remain in effect even if they are changed,

amended, or repealed and substantially re-enacted. In *McKibben v. Mallory*, 293 So.2d 48, 53 (Fla. 1974), the Court stated that

where a [law] has been repealed and substantially re-enacted by a statute which contains additions to or changes in the original [law], the re-enacted provisions are deemed to have been in operation continuously from the original enactment whereas the additions or changes are treated as amendments effective from the time the new [law] goes into effect.

See also, *Venice HMA, LLC v. Sarasota County*, 228 So.3d 76, 83 (Fla. 2017) (where the Court reaffirmed its earlier ruling in *McKibben* by stating “when a [law] is ‘repealed and substantially re-enacted,’ . . . it is ‘deemed to have been in operation continuously from the original enactment.’” (quoting *McKibben*, at 53)). As a result, based on this language, it would appear possible for the County to completely remove specific conditions that limit resort dwellings without causing the County to lose the remaining restrictions that are currently in place. A possible way of addressing this concern is to incorporate WHEREAS clauses that identify the Board’s intent to keep in place the unaltered provisions dating back to before June 2011 and limit the changes to specifically identified Code sections.

Competing Definitions

With that being said, an issue that exists is the disparity between the State’s definition of vacation rentals and the County’s definition of resort dwellings. The State has in place a specific definition for vacation rentals. The State defines a vacation rental as

any unit or group of units in a condominium or cooperative or any individually or collectively owned single-family, two-family, three-family, or four-family house or dwelling unit that is also a transient public lodging establishment but that is not a timeshare project.

Section 509.242(1)(c), Fla. Stat. A public lodging establishment is defined to include transient public lodging establishments, which means

any unit, group of units, dwelling, building, or group of buildings within a single complex of buildings which is rented to guests more than three times in a calendar year for periods of less than 30 days or 1 calendar month, whichever is less, or which is advertised or held out to the public as a place regularly rented to guests.

Section 509.013(4)(a)1., Fla. Stat. Meanwhile, the County defines resort dwelling as

any single family dwelling or multifamily dwelling unit which is rented for periods of less than 90 days or three calendar months, whichever is less, or which is

advertised or held out to the public as a place rented for periods of less than 90 days or three calendar months, whichever is less. For the purposes of this chapter, a resort dwelling is a commercial use. For the purposes of this definition, subleases for less than 90 days are to be considered separate rental periods. This definition does not include month-to-month hold-over leases from a previous lease longer than 90 days.

Section 62-1102, Brevard County Code. The main difference is that the State looks at the number of times the property is being rented out over a 30-day period, which is three (3) times during that one-month period. While the County looks at *any* rental activity for less than 90 days. The differing definitions is likely going to provide legal grounds for a challenge to the ordinance change as the preemption language regulates duration and frequency of rentals.

The Florida Attorney General's Office addressed the issue of "grandfathering in" short-term rental zoning regulations and found that incompatible definitions of vacation rentals, or similarly defined terms, could be grounds to invalidate any new ordinance change(s). Specifically, in AGO 2019-07, the City of Crystal River requested an interpretation on the application of Section 509.032(7)(b), Fla. Stat., and how it impacts a local government's ability to adopt new zoning ordinances on vacation rentals, even when the new regulation would be "less restrictive." The Attorney General's Office found that "[w]hen a law is amended, provisions of the original law that are essentially and materially unchanged are considered to be a continuation of the original law." *Op. Att'y Gen. Fla. 2019-07* (2019). However, the Attorney General's Office noted concern over Crystal River's existing definition of resort housing units in its code and how it was incompatible with the preemption language. The opinion noted that the city's definition¹ would regulate the duration and frequency of vacation rentals, which is expressly prohibited under Section 509.032(7)(b), Fla. Stat. Therefore, it appears that if the County wants to put in place new zoning regulations related to "resort dwellings," the State's definition (and other associated regulations) would need to be utilized and applied in those specific instances rather than "resort dwellings." In so doing, the County should avoid any preemption issues as there would not be a conflict with the State's definition of vacation rentals.

¹The city's zoning regulation at issue allowed for resort housing units in a specific zoning classification as long as certain requirements were followed: "A. Resort housing units are permissible in the [Commercial Waterfront] zoning district, subject to the district standards and the supplemental standards set forth below. B. *Nightly rentals or rentals of less than a one-week period are not permitted.* C. Density for resort housing units shall not exceed twelve (12) units per acre. Resort housing units may be managed by the individual unit owner or by a property management company. D. An occupational license is required for the manager, whether an individual owner with a single unit, or a property management company." Because B. regulates the duration or frequency of rentals, allowing resort housing units as defined by the city in once prohibited zoning classifications would violate Section 509.032(7)(b), Fla. Stat.

In *City of Miami v. AIRBNB, Inc.*, 260 So.3d 478 (Fla. 3rd DCA 2018), the Third District Court of Appeal was tasked with determining whether: (1) the City of Miami's short-term rental zoning regulation for a specific zoning classification was invalid under State law; and (2) a more restrictive interpretation of said zoning regulation by the city violated the preemption language. Essentially, the city had in place an ordinance that was to be used for residential purposes, which included "land use functions *predominantly of permanent housing*." (*emphasis added*). The Third District found that, despite being updated in 2016, the city's ordinance was still enforceable because it was "identical in its material provisions to the zoning code in effect in 2009 [before the preemption language was adopted]." *Id.*, at 482. With respect to the city's zoning interpretation, the court determined that imposing a complete ban on the existence of rentals in such a zoning classification was overly broad and violated the preemption language. As stated above, the ordinance refers to functions *predominantly* of permanent housing being permitted within the zoning classification. The court stated a complete ban on rentals was not permitted because the ordinance allowed for *incidental* uses to take place, which the court determined would permit short-term rentals based on the facts and circumstances of each case. As a result, the court ruled that the city's more restrictive zoning interpretation barring rentals in the specific zoning classification was improper because it violated the preemption language.

Conclusion

The County can amend its zoning regulations to allow for certain zoning classifications to permit resort dwellings or remove conditions that restrict where a resort dwelling can exist. However, that would require the term "resort dwelling" to be modified to mirror State law in order to avoid running afoul of the preemption language which prohibits local governments from adopting regulations that prohibit vacation rentals or that regulate the duration or frequency rental of such properties. As a result, any new zoning classification(s) that would allow vacation rentals would need to be permitted without any restrictions or conditions. The ordinances pertaining to resort dwellings that have been in place since before June 1, 2011, and that are not amended will continue in operation.



Agenda Report

2725 Judge Fran Jamieson
Way
Viera, FL 32940

New Business - Miscellaneous

J.8.

2/11/2020

Subject:

Vacation Rentals

Fiscal Impact:

Indeterminate; potential positive impact

Dept/Office:

District 3

Requested Action:

Direct staff to develop code amendments consistent with the direction below

Summary Explanation and Background:

Staff has identified a number of sources of confusion with the current Land Use Code as it relates to short-term rentals such as Airbnb and VRBO. Indeed, the current code is so convoluted that it is not possible to create a map of the County or other form of guide accurately indicating to property-owners where such rentals are allowed. Essentially, a lawful use of property is being restricted through opaqueness of the law and its application.

The only viable solution to this issue involves an amendment to the County's land use code. The County Attorney's Office, after researching the issue, has determined that it would be acceptable under statute to add a new use consistent with Florida Statute, "Vacation Rental," and associated definitions, and include that in the various zoning classifications as a permitted use without conditions (see attached documents).

Once the Vacation Rental use is established and inserted into those zoning classifications which the Board chooses, it would then be appropriate to examine removing the existing use of "short-term rental" from those classifications where there is any conflict. At that point, it would be a simple process for staff to develop a map to guide property owners on where vacation rentals are permitted.

As such, it is requested that the Board direct staff to develop amendments to code to effectuate the following:

- a) The addition of a new use and definition, "Vacation Rental," mirroring the definition contained in Florida Statute
- b) Include this use as a permitted use, with no conditions, in the following zoning classifications:
 - 1) RA-2-4, RA-2-6, RA-2-8, RA-2-10 (Single-Family Attached Residential)

- 2) RP (Residential Professional)
 - 3) GU (General Use)
 - 4) PA (Productive Agriculture)
 - 5) AGR (Agricultural)
 - 6) AU, AU(L) (Agricultural Residential)
 - 7) ARR (Agricultural Rural Residential)
 - 8) REU (Rural Estate Use)
 - 9) RR-1 (Rural Residential)
 - 10) SEU (Suburban Estate Residential Use)
 - 11) SR (Suburban Residential)
 - 12) EU, EU-1, EU-2 (Estate Use Residential)
 - 13) RU-1-13, RU-1-11, RU-1-9, RU-1-7 (Single-Family Residential)
 - 14) RU-2-4, RU-2-6, RU-2-8 (Low Density Multiple Family Residential)
 - 15) RU-2-10, RU-2-12, RU-2-15 (Medium Density Multiple Family Residential)
 - 16) RU-2-30 (High Density Multiple Family Residential)
 - 17) RRMH-1, RRMH-2.5, RRMH-5 (Rural Residential Mobile Home)
 - 18) TR-1, TR-1-A, TR-2, TR-3 (Single-Family Mobile Home)
 - 19) TRC-1 (Single-Family Mobile Home Cooperative)
 - 20) RVP (Recreational Vehicle Park)
 - 21) PUD, RPUD, THPUD (Planned Unit Development)
 - 22) TU-1 (General Tourist Commercial)
 - 23) TU-2 (Transient Tourist Commercial)
 - 24) FARM-1 (Farmton Mixed Use Zoning Overlay District)
- c) Amend those existing zoning classifications which include short-term rentals as a use, as necessary, to avoid any conflict or confusion with the vacation rental use.

Clerk to the Board Instructions: