FLORIDA BUILDING COMMISSION

FLORIDA BUILDING COMMISSION
“STRONGER CODES THROUGH SCIENCE AND CONSENSUS”

FLORIDA DBPR

FACILITATOR’S SUMMARY OF ISSUES AND RECOMMENDATIONS FOR THE COMMISSION’S REPORT TO THE 2020 FLORIDA LEGISLATURE REPORTING PERIOD OF JULY 1, 2018 - JUNE 30, 2019 (FOR REVIEW AND APPROVAL APRIL 16, 2019)

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I. SUMMARY OF ISSUES AND RECOMMENDATIONS

MEETINGS. During the reporting period of July 1, 2018 – June 30, 2019 (fiscal year 2018 – 2019) the Commission conducted six on-site meetings and two teleconference participation meetings. During the period the Commission conducted on-site meetings in Coral Gables, Sarasota, Tampa, Jacksonville, Gainesville, and a second meeting in Sarasota.

OVERVIEW. The primary focus of the Florida Building Commission during the reporting period was proceeding with the development of the 7th Edition (2020) Florida Building Code.

The 2017 Legislature enacted amendments to Section 553.73, F.S. with regard to the triennial Code update and amendment process. Specifically, the Commission is no longer required to adopt the most recent version of the Model Codes (I-Codes) as the foundation for the updated Florida Building Code, and instead the triennial update process now requires the Commission to review the Model Codes and then decide which provisions are needed to accommodate the specific needs of this State (Florida), with certain exceptions. As a result the Florida Building Code, 6th Edition (2017) serves as the “base code” for the 2020 Code Update Process. The Commission is proceeding with the Code Update process, and on October 8, 2018 adopted their package of approved 2018 I-Code changes for inclusion into the 7th Edition, Florida Building Code (2020).

As previously reported, the Florida Association of American Institute of Architects, Inc. (FAAIA) filed a rule challenge to the Commission’s adoption of Rule 61G20-2.002 (Statewide Amendments to the Florida Building Code) regarding the Code Update Process for development of the 7th Edition (2020) Florida Building Code. The Administrative Law Judge (ALJ) assigned by the Division of Administrative Hearings (DOAH) ruled that the challenged provisions of Rule 61G20-2.002(2) are a valid exercise of delegated authority as to the objections raised, and the Petition was dismissed. Subsequently, the FAIA filed an appeal to the Florida First District Court of Appeal, and on October 26, 2018 the Court ruled to affirm DOAH’s ruling in favor of the Florida Building Commission. With the challenge and appeal resolved the Commission continues to proceed with the Code Update process for the 7th Edition, Florida Building Code (2020) per the Commission’s adopted 2020 Code Update Scope of Work and Workplan/Schedule.
Entering its twenty-first year, the Commission is focused primarily on the maintenance of existing processes and programs, while continuing to work with stakeholders to enhance the effectiveness of the Florida Building Code System by continuously monitoring, evaluating, and refining the System.

**PROCESS.** During the reporting period the Commission continued their focus on consensus-building efforts regarding the implementation of Commission policy, with extensive input from building construction industry stakeholders, and interests affected by Commission policy. Commission Chair Jay Carlson, and acting Chair Jim Schock encouraged and led the Commission’s consensus-building efforts supported by DBPR. To this end, the Commission convened one special issue project in collaboration with impacted building construction industry stakeholders. Finally, the Commission, staff, and stakeholders were saddened by the passing of Commission Chair Jay Carlson on December 7, 2018.

**RESEARCH—SCIENCE BASED HURRICANE AND CODE PROTECTIONS.** The Florida Building Commission has continuously assessed building systems and component failures identified after major storms since its inception in 1998, and in response has funded research to strengthen the Code’s effectiveness against wind and water intrusion based on these assessments. Assessments subsequent to the implementation of the Florida Building Code indicate that the research based design wind speeds required by the Code’s enhancements were adequate, and buildings built to the new Florida Building Code experienced less severe damage than did older buildings not built to the Florida Building Code.

The Code establishes minimum requirements to protect newly constructed buildings from wind, rain, flood and storm surge based on well-researched and continually-evolving engineering standards for buildings and the products that go into their construction. In addition to conducting research, developing state of the art hurricane resistance standards and integrating those standards in the Code at each revision cycle, the Commission seeks to be up-to-date with current national engineering and product standards within the Code. As with each subsequent version, the Florida Building Code, Sixth Edition (2017) maintains this commitment, and the Commission will ensure that the 7th Edition (2020) Florida Building Code does the same.

The Commission has been funding hurricane resistance research based on legislatively approved spending authority since the formation of the Commission’s Hurricane Research Advisory Committee in January of 2005. The Commission currently funds research projects pertaining to hurricane resistance and other Code related topical areas to ensure the development of Code amendments that make Florida’s structures, and the products that comprise them, more resistant.

During the reporting period—based on recommendations from the Commission’s technical advisory committees (TACs)—the Commission approved the funding of research projects for fiscal year 2018 - 2019 as recommended by the TACs’ chairs on the basis that the approved projects met the three criteria for funding: 1.) definition of research and/or technical enrichment, 2.) urgency/immediacy, and needed for the 2020 FBC and/or legislative directive, and 3.) funding available (full or partial); and were approved for funding based on the TAC chairs’ recommendations, and staff administering and overseeing the research, and negotiating scoping and contracting as appropriate.

As a result of evaluating proposed research projects in the context of the key evaluation criteria, the Commission sponsored important research projects on the following topics: a quantitative and
economic analysis of the 7th Edition Florida Building Code, Energy Conservation; a study on the energy impacts of dehumidifier configuration; accessibility studies on bed height, and adult changing tables; a study on sea-level rise and changing rainfall on the Florida Building Code; study on removing ventilation from attics; and, a study assessing the performance of vinyl siding and soffits following premature failures in Hurricane Irma. In addition, the Commission approved convening a workgroup to evaluate fenestration water resistance performance using existing funds.

Finally, during the reporting period the Commission continued its commitment to evaluating and amending the Code as needed based on storm damage investigations, and at the December 11, 2018 meeting received and accepted a briefing from the University of Florida (UF) regarding preliminary assessments of the impact of Hurricane Michael on the State pursuant to the scope of an ongoing contract with DBPR/FBC. At the meeting UF reported on the results of their Hurricane Michael Initial Triage Damage Assessment. In addition, based on the briefing the Commission voted to authorize DBPR staff to approve using existing funds to expand the Scope of Work (SOW) for the contract to conduct Phase II activities to include additional damage investigations/data collection, site visits to investigate the performance of building envelope products, and data processing and information extraction with the SOW to be negotiated and administered by DBPR staff. Of interest, the initial analysis suggests houses built to the Florida Building Code performed better than those that were not built to the FBC, and in all categories.


At the February 2019 meeting the Commission voted to approve the TACs’ Code modification review and approval process, the TAC review process for public comments on TACs’ Code modification recommendations, and the Commission’s Code modification approval process for the 2020 Code Update Process—7th Edition, Florida Building Code (2020). During the period ranging from March 14, 2019 through March 26, 2019 the Commission’s eleven technical advisory committees met to develop recommendations to the Commission regarding proposed Code modifications for inclusion in the 7th Edition, Florida Building Code (2020), and subsequently during the period of July 8-12, 2019 the TACs will meet to provide comments to the Commission regarding public comments received on the TACs’ Code modification recommendations.

During the August 2019 meeting the Commission will decide on the TACs’ Code modification recommendations, and vote to adopt the 7th Edition, Florida Building Code (2020). The process will

Following is a table reflecting the key tasks and associated schedule for the 2020 Code Update Process:

<table>
<thead>
<tr>
<th>KEY TASKS</th>
<th>SCHEDULE</th>
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<tbody>
<tr>
<td>Commission selects 2018 I Codes “model codes” and 2017 NEC to conduct its review.</td>
<td>October 10, 2017</td>
</tr>
<tr>
<td>TACs review the changes to the I Codes and make recommendations to the Commission regarding those changes that are needed to accommodate the specific needs of this state.</td>
<td>June 7-22, 2018</td>
</tr>
<tr>
<td>Commission considers TACs’ recommendations regarding the latest changes to the model codes that are needed to accommodate the specific needs of this state.</td>
<td>October 8-9, 2018</td>
</tr>
<tr>
<td>TACs consider proposed modifications (1st 45 day comment period)</td>
<td>March 14-26, 2019</td>
</tr>
<tr>
<td>TACs consider public comments on their actions on the proposed modifications.</td>
<td>July 8-12, 2019</td>
</tr>
<tr>
<td>Commission considers TAC’s recommendations (2nd 45 day comment period).</td>
<td>August 12-13, 2019</td>
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ENERGY CODE INITIATIVES. During the reporting period, the Commission will vote to certify that the commercial building and residential building provisions of the proposed 7th Edition (2020) Florida Building Code, Energy Conservation, will meet the relevant current standards for energy efficiency.

In addition the Commission voted to approve Energy Code Compliance Software as follows:


* Conditional approvals revert to approvals once the conditions of approval are met.

PRODUCT APPROVAL. The product approval system is an internet-based system operated and administered by the Department of Business and Professional Regulation. Since January 1, 2014 DBPR staff has been administering the Product Approval System, and stakeholders report a high level of satisfaction with DBPR staff’s administration of the System.

The Product Approval system efficiently processes hundreds of applications monthly. The Commission’s Product Approval Program Oversight Committee (POC) convenes prior to every
Commission meeting to review product and entity applications, address petitions for declaratory statements and consider enhancements to the product approval system. Since the system went into effect in October 2003, the Commission has approved 31,545 product applications, and 138,439 products for statewide use within limitations established by the approvals. In addition, the total number of product approval applications approved to the 2017 Code is 4,921, the total number of products approved to the 2017 Code is 20,183, and the total number of entities approved to the 2017 Code is 117.

**Education.** Education is one of the cornerstones of the Building Code System, and the effectiveness of the Building Code depends on the knowledge of professionals who design and construct buildings. The Commission continues to work with the Department of Business and Professional Regulation and representatives of the licensing boards to establish a cooperative system for approving building code courses and integrating building code continuing education into licensing requirements. In collaboration with the System Administrator and stakeholders, the Commission is working to ensure the accountability and efficacy of the Education System. During the reporting period the Commission continued to efficiently review and approve course and accreditor applications.

**Residential Construction Cost Impact Workgroup.** The Workgroup was convened in 2018 at the request of residential construction stakeholders in order to provide the technical advisory committees (TACs) and Commission with information regarding the cost of changes to the International Residential Code (IRC) and proposed modifications to the updated Code. The Workgroup’s first task was to provide recommendations regarding the 2018 IRC and proposed modifications to the 6th Edition (2017) Florida Building Code for development of the 7th Edition (2020) Florida Building Code. The Workgroup will meet in May 2019 to provide recommendations on the TACs’ Code modification recommendations to the Commission for the 7th Edition (2020) Florida Building Code.

**Fenestration Water Resistance Workgroup.** The Workgroup was convened in 2019 as a result of Commission approval of a research project to evaluate the Code’s fenestration water resistance requirements. The scope of the project is to evaluate the Florida Building Code’s requirements relating to the design and testing of exterior envelope and fenestration, and determine:

1) Whether the Code requirements should be modified to provide better resistance to water intrusion during high wind events; and/or,
2) Whether installation/maintenance of fenestration as well as the installation of the building envelope in general should be better defined and more effectively monitored.

Finally, based on their analysis, the Workgroup will determine whether to formulate a proposed code change language/recommendation for addressing water leakage due to wind-driven rain.

**Binding Interpretation Process.** The Commission coordinates with the Building Officials Association of Florida (BOAF) on appointments to the Binding Interpretation Panel. The Panel consists of seven members charged with hearing requests to review decisions of local building officials. The Panel has heard 20 binding interpretations regarding the Florida Building Code to date.

**FACBC Declaratory Statements.** In 2014, the Florida Building Commission was granted authority to interpret the Florida Accessibility Code for Building Construction (FACBC). To date,
the Commission has issued five interpretations regarding petitions for declaratory statements on the FACBC.

**Legislative Assignments.** The 2018 Florida Legislature did not pass any legislation requiring Commission action.

**Recommendations.** Monitoring the building code system and determining refinements that will make it function better is a primary responsibility of the Commission, and consequently the Commission is continually effecting refinements to the building code system by administrative rule amendment(s) where the statutes provide authority. However, the building code system is established in law, requiring that some refinements must be implemented through changes to law.

In general the Commission works with building construction industry stakeholders to build consensus on legislative assignments and on modifications to the Florida Building Code, and relies on industry groups to take the lead in proposing specific legislation to implement proposed changes to statute.

The Commission’s consensus developed recommendations for statutory changes designed to improve the system’s effectiveness are developed in collaboration with industry stakeholders, who generally take the lead on initiating any specific legislative proposals. The Commission has no specific recommendations for 2020 Legislative actions for the period of July 1, 2018 – June 30, 2019.
II. APPENDICES

APPENDIX A
DEVELOPMENT OF THE FLORIDA BUILDING CODE OVERVIEW

In 1974, Florida adopted a state minimum building code law requiring all local governments to adopt and enforce a building code. The system provided four separate model codes that local governments could consider and adopt to establish minimum standards of health and life safety for the public. In that system, 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 saw fit.

Hurricane Andrew demonstrated in 1992 that this system of local codes did not provide the level of public protection that was necessary. The South Florida Building Code, which was the local code universally acknowledged to set the strongest standard for hurricane protection, essentially failed. The resulting problems had impacts well beyond southern Miami-Dade County. The state filled the property insurer void left by failed and fleeing private insurance companies, and the federal government poured billions of dollars of aid into the disaster area. It became starkly apparent the state had a significant interest in the effectiveness of building codes.

After Hurricane Andrew, Miami-Dade County conducted an exhaustive review of its building code and made significant changes to both the code and support systems for code enforcement. In other areas of the state the Florida Board of Building Codes and Standards (the predecessor to the Florida Building Commission) adopted significant upgrades to the wind resistance standards of the model state minimum code that was used by the majority of other local governments. The state also began licensing local governments’ building code enforcement personnel. These steps proved critical in leading to the building codes that produced improved building performance in the 2004 hurricane season.

Like Miami-Dade County, the State went beyond modernizing the minimum building codes. In 1996 a study commission was appointed to review the system of local codes created by the 1974 law and to make recommendations for modernizing the entire system. The 1998 Legislature adopted the study commission’s recommendations for a single state building code and an enhanced oversight role for the state in local code enforcement. The same legislation created the Florida Building Commission to develop and maintain the Florida Building Code and related programs and processes. The 2000 Legislature authorized implementation of the Florida Building Code, and the first edition replaced all local codes on March 1, 2002. There have been six editions to date, and the Commission initiated the development of the 7th Edition (2020) Florida Building Code in October of 2017.
COMMISSION REPRESENTATION. The Florida Building Commission is a 27-member representative stakeholder group who successfully created, implemented, and maintains the new statewide Florida Building Code. The Commission is comprised of the Chair, and 26 members appointed to represent specific stakeholder groups. They are as follows: four code officials, two state government representatives, a local government representative, a representative of persons with disability, a structural engineer, a mechanical engineer, representatives of fire protection technology, the building management industry, and the insurance industry, a general contractor, residential contractor, mechanical contractor, plumbing contractor, electrical contractor, roofing/ sheet metal/air conditioning contractor, a manufactured building representative, a building product manufacturer, a swimming pool contractor, a representative of the green building industry, a natural gas system distribution representative, and a member representing the Department of Agriculture and Consumer Services’ Office of Energy.

CONSENSUS PROCESS. The Florida Building Commission (FBC) seeks to develop consensus decisions on its recommendations and policy decisions. General consensus is a participatory process whereby, on matters of substance, the members strive for agreements which all of the members can accept, support, live with or agree not to oppose. In instances where, after vigorously exploring possible ways to enhance the members' support for the final decision on substantive decisions, and the Commission finds that 100 percent acceptance or support is not achievable, final decisions require at least 75 percent favorable vote of all members present and voting. This super majority decision rule underscores the importance of actively developing consensus throughout the process on substantive issues with the participation of all members and which all can live with and support.

The Commission’s consensus process is conducted as an open public process with multiple opportunities for the public to provide input to the Commission on substantive issues. At each Commission meeting, the public is welcome to speak during the public comment period provided for each substantive issue under consideration, as well as general public comment periods provided at the end of each day’s meeting. In addition to these opportunities for public input, most complex substantive issues before the Commission go through a consensus process where recommendations are developed by appointed representative stakeholder groups.

Since its formation in July of 1998, the Commission has demonstrated a commitment to working with affected interests to build consensus on complex issues. The adoption of the first edition of the Florida Building Code (2001 Edition), developed from September 1998 through January of 2001, involved 27 Commission meetings, dozens of facilitated public workshops and hundreds of TAC meetings. The Commission has consistently worked with all affected interests to build the best possible consensus-based decisions for the citizens of Florida. Through its committees and workgroups comprised of experts, the Commission has always developed its decisions based on the results of the best engineering and science available. Since 1999 the Commission has convened 66
special issue stakeholder workgroups to develop broad based consensus recommendations on issues of concern to stakeholders. Although the Code is by law a minimum building code, the Florida Building Code is the strongest consensus and science based building code in the country.

APPENDIX C
KEY TO COMMON ACRONYMS

<table>
<thead>
<tr>
<th>ACRONYM</th>
<th>DEFINITION</th>
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<tbody>
<tr>
<td>ADA</td>
<td>Americans With Disabilities Act</td>
</tr>
<tr>
<td>ADAAG</td>
<td>ADA Accessibility Guidelines for Buildings and Facilities</td>
</tr>
<tr>
<td>BCSA</td>
<td>Florida Building Code System Assessment</td>
</tr>
<tr>
<td>BOAF</td>
<td>Building Officials Association of Florida</td>
</tr>
<tr>
<td>DACS or FDACS</td>
<td>Florida Department of Agriculture and Consumer Services</td>
</tr>
<tr>
<td>DBPR</td>
<td>Department of Business and Professional Regulations</td>
</tr>
<tr>
<td>DCA</td>
<td>Department of Community Affairs (Abolished 2011)</td>
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<tr>
<td>DEP or FDEP</td>
<td>Florida Department of Environmental Protection</td>
</tr>
<tr>
<td>DOH or FDOH</td>
<td>Florida Department of Health</td>
</tr>
<tr>
<td>EPA</td>
<td>U.S. Environmental Protection Agency</td>
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<tr>
<td>FACBC</td>
<td>Florida Accessibility Code for Building Construction</td>
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<tr>
<td>FAR</td>
<td>Florida Administrative Register (previously FAW)</td>
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<tr>
<td>FBC</td>
<td>Florida Building Code</td>
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<tr>
<td>FBC</td>
<td>Florida Building Commission</td>
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<tr>
<td>FECC</td>
<td>Florida Energy and Conservation Code</td>
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<tr>
<td>IBC</td>
<td>International Building Code</td>
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<tr>
<td>ICC</td>
<td>International Code Council</td>
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<tr>
<td>POC</td>
<td>Program Oversight Committee (Education and Product Approval)</td>
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<tr>
<td>SAD</td>
<td>ADA Standards for Accessibility Design</td>
</tr>
<tr>
<td>TAC</td>
<td>Technical Advisory Committee</td>
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APPENDIX D

COMMISSION MILESTONES FOR JULY 2018 – JUNE 2019

AUGUST 2018. The Commission meets in Coral Gables on August 15, 2018 and votes to approve the 2018-2019 Annual Regulatory Plan, and to authorize publication of the Plan by DBPR. The Commission votes to approve the Commission’s Review Process for 2018 I-Code Changes and the revised Scope of Work for the 2020 Code Update Process, 7th Edition Florida Building Code. The Commission votes to approve funding the research projects for fiscal year 2018 - 2019 as recommended by the Committee of TAC Chairpersons on the basis that the proposed projects evaluated meet the definition of “research” and/or “technical enrichment”, and are approved for funding based on the TAC Chairs’ recommendations, and staff administering and overseeing the research, and to charge staff with negotiating scoping, funding levels, and contracting as appropriate.

OCTOBER 2018. The Commission meets in Sarasota on October 8, 2018 and votes to conditionally approve Energy Code Compliance Software for the 6th Edition (2017) Florida Building Code, Energy Conservation, specifically Integrated Environmental Solutions’, IESVE software for demonstrating compliance with commercial buildings energy requirements using the ASHRAE Energy Cost Budget Method. Conditioned on IES revising the software as follows: a.) The compliance report should be revised to provide for specific documentation of the proposed building design energy measures for the applicable building systems (building Envelope, Lighting, HVAC, Service Water Heating…etc.); b.) The compliance report should document compliance with the mandatory requirements of Section 11; Energy cost Budget Method of ASHRAE 90.1 – 13; and, c.) Baselines energy measures should be locked and users should not be allowed to edit them. The Commission votes to adopt the package of approved 2018 I-Code changes for inclusion into the 7th Edition, Florida Building Code (2020). Chairman Carlson makes appointments and convenes the Fenestration Water Resistant Workgroup.

OCTOBER 2018. First District Court of Appeal State of Florida rules on October 26, 2018 to affirm DOAH’s ruling in favor of the Florida Building Commission that the challenged provisions of Rule 61G20-2.002(2) are a valid exercise of delegated authority as to the objections raised.

DECEMBER 2018. The Commission meets in Tampa on December 11, 2018 and honors Chairman Jay Carlson who passed on December 7, 2018. The Commission votes to accept a report from UF regarding Hurricane Michael Initial Triage Damage Assessment Effort; and, to approve using existing funds to expand the scope of work to conduct Phase II activities to include additional damage investigations/data collection, site visits to investigate the performance of building envelope products, and data processing and information extraction with the SOW to be negotiated and administered by DBPR staff.


**APRIL 2019.** The Commission meets in Gainesville on April 16, 2019…

**JUNE 2019.** The Commission meets in Sarasota on June 18, 2019…
AUGUST 2018. At the August 15, 2018 meeting conducted in Coral Gables the Commission considered and decided on Chair’s issues and recommendations, Executive Director’s announcements and discussions, product and entity approvals, applications for accreditor and course approvals, accessibility waivers, petitions for declaratory statements, and recommendations from the Commission’s various committees. Specific actions included voting to: 1.) Approve the 2018-2019 Annual Regulatory Plan, and to authorize publication of the Plan by DBPR; 2.) Approve the Commission’s Review Process for 2018 I-Code Changes and the Revised Scope of Work for the 2020 Code Update Process, 7th Edition Florida Building Code; and, 3.) Approve funding the research projects for fiscal year 2018 - 2019 as recommended by the Committee of TAC Chairpersons on the basis that the proposed projects evaluated meet the definition of “research” and/or “technical enrichment”, and are approved for funding based on the TAC Chairs’ recommendations, and staff administering and overseeing the research, and to charge staff with negotiating scoping, funding levels, and contracting as appropriate.

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DECEMBER 2018. At the December 11, 2018 meeting conducted in Tampa the Commission considered and decided on Chair’s issues and recommendations, Executive Director’s announcements and discussions, product and entity approvals, applications for accreditor and course approvals, accessibility waivers, petitions for declaratory statements, and recommendations from the Commission’s various committees. Specific actions included voting to: 1.) Accept UF’s presentation/report regarding Hurricane Michael Initial Triage Damage Assessment effort; and, to approve using existing funds to expand the scope of work to conduct Phase II activities to include additional damage investigations/data collection, site visits to investigate the performance of building envelope products, and data processing and information extraction with the SOW to be negotiated and administered by DBPR staff.

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