

**Senate Bill 1804: Final Report
To the Legislature**

**Plan for a Comprehensive Database of State-owned
Real Property**

January 4, 2010

Note – this report contains information that is exempt from disclosure under public records law. This report contains information that was submitted to the Department of Management Services as part of a reply in response to an invitation to negotiate ("ITN"). Pursuant to section 119.071(1)(b)2.a., Florida Statutes, this information is exempt from disclosure under section 119.07(1) and section 24(a), Article I of the State Constitution until such time as the agency provides notice of a decision or intended decision pursuant to section 120.57(3)(a) or until 20 days after the final competitive sealed replies are all opened, whichever occurs earlier.

Information contained in this report that summarizes or relates to replies received in response to the above-mentioned ITN is identified via footnote.

**Department of Management Services
Division of Real Estate Development & Management**

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Executive Summary

To fulfill the requirements of Senate Bill 1804, the Department of Management Services (department) is providing this plan for a comprehensive database of state-owned real property containing information to support strategic real property decisions. As the bill requested, this report establishes methods to:

- Require specific information for each state-owned property.
- Update the database periodically.
- Identify and assess properties for potential disposition.
- Ensure notification to the department for conducting strategic valuation for disposition.

Research and Findings:

To develop this plan the department researched existing data sources within the state containing information about state-owned real property. The department found that independent legislation over the past three decades has created disparate public lands databases for specific reporting purposes. This appears to have created some redundancy. The department also identified gaps and inconsistencies in available real property information. These include:

- Multiple real property data sources have disparate data and are not currently integrated because existing data sources were not designed to reconcile. These data sources are:
 - The Department of Environmental Protection (DEP) Public Lands Inventory – A database of all public lands containing more than 67,000 state-owned parcels.
 - The DEP Florida Statewide Public Lands Inventory – A database of all public lands captured directly from county property appraisers and segregated by county.
 - The DEP Board of Trustees Land Document System – An independent document management system for state-owned lands owned by the Board of Trustees.
 - The DEP Lands Information Tracking System – A database under development that will contain funding, data, and mapping information related to lands acquired using Florida Preservation 2000 or the Florida Forever.
 - The Department of Revenue Tax Rolls – A data source of all private and public lands fed by county property appraisers to ensure counties meet minimum assessment standards.
 - The Department of Management Services State Facilities Inventory – a database of condition information on more than 3,800 state-owned buildings.
 - The Department of Financial Services Risk Management Database – A database used for insurance assessments, containing information on more than 20,000 state-owned buildings and structures.
- A lack of available operational data on state-owned real property.
 - State agencies have operational responsibility for their owned facilities, which means property information is scattered among state agencies.

- The physical characteristics of improved real property from 67 county property appraisers, the source for some of the state's real property databases, are inconsistent between counties and may not properly reflect the current size and condition of improvements.

Options:

Based on findings, the department evaluated the following three options for meeting the requirements of Senate Bill 1804:

Outsource Option:

- Use the private vendor community for implementation and management of the state-owned real property data. The department issued a competitive solicitation that is still active resulting in replies from [REDACTED] vendors. Costs range from [REDACTED]¹ and require further analysis and negotiation based on direction from the legislature; *or*

In-house Option One:

- The department develops a new database to meet the specific requirements of SB 1804, creating another database of real property information; *or*

In-house Option Two:

- The department or the DEP creates a new database that consolidates existing similar real property databases. This database would be used by any state agency as required to fulfill their responsibilities. This would eliminate redundancies and increase efficiencies. It would fulfill the requirements of the current real property databases in addition to the specific requirements of SB 1804.

Recommendation:

The department recommends In-house Option Two to:

- Minimize the redundancy among existing real property data sources; and
- Correct the root cause of inconsistencies and gaps in existing real property information.

While this option goes beyond the requirements of SB 1804, the department believes it delivers best and highest value to the state and its taxpayers.

Next Steps:

¹ Please note that this section contains information that was submitted to the Department of Management Services as part of a reply in response to an invitation to negotiate. Pursuant to section 119.071(1)(b)2.a., Florida Statutes, this information is exempt from disclosure under section 119.07(1) and section 24(a), Article I of the State Constitution until such time as the agency provides notice of a decision or intended decision pursuant to section 120.57(3)(a) or until 20 days after the final competitive sealed replies are all opened, whichever occurs earlier.

The department, working with the various agencies involved in real property databases, continues work to develop, and will provide estimated costs and a timeline for delivering In-house Option two by February 1, 2010. Legislative direction will be required to:

- Authorize authority to implement the recommendation to create a consolidated database to gain efficiencies and eliminate redundancies, while meeting the requirements of SB 1804.
- Address statutory revisions necessary to combine similar real property data sources.
- Require agencies and county property appraisers to deliver required state-owned real property information to DMS or DEP on an annual basis beginning July 1, 2010.

Purpose

This report in response to SB 1804, provides a plan to implement a comprehensive database of state-owned real property with information to support valuation and disposition as requested by the 2009 Florida Legislature during regular session.

Background

Passed during the 2008 Special Legislative Session, SB 44A required the Department of Management Services (department) to evaluate state-owned real property and submit a report on March 3, 2009, identifying surplus real property for disposition. The department reported progress in its initial analysis and identified a number of properties as candidates for disposition. However, inconsistencies in real property information, and redundancies and gaps in available data sources limited the department's ability to provide a thorough valuation for every state-owned property.

To address the problem, the legislature approved and the Governor Crist signed SB 1804 during the 2009 legislative session. The law requires the department to develop a plan for a comprehensive database of state-owned real property for the purpose of identifying and evaluating properties for disposition. The bill calls for the department to establish methods to:

- Require specific information for each state-owned property.
- Update the database periodically when changes in real property data occur.
- Identify and assess properties for potential disposition.
- Ensure notification to the department for conducting strategic valuation for disposition.

Identifying and Assessing Real Property

The strategic value of real property relies on both the value from the continued use of the property to support government functions as well as the potential value from the sale of the property under prevailing market conditions. A building may have a higher and better use serving a different agency, university or municipality, or the state may realize more benefit from sale to a private entity.

For the department to determine strategic value it must gain access to specific information about each property. This information includes:

- Geographic location
- Size and condition
- Improvements
- Legal interests and restrictions

- Property value
- Occupancy data
- Financial information

On the surface, it appeared that gathering this information should be relatively simple and straightforward; however, analysis of current sources of information uncovered numerous complications.

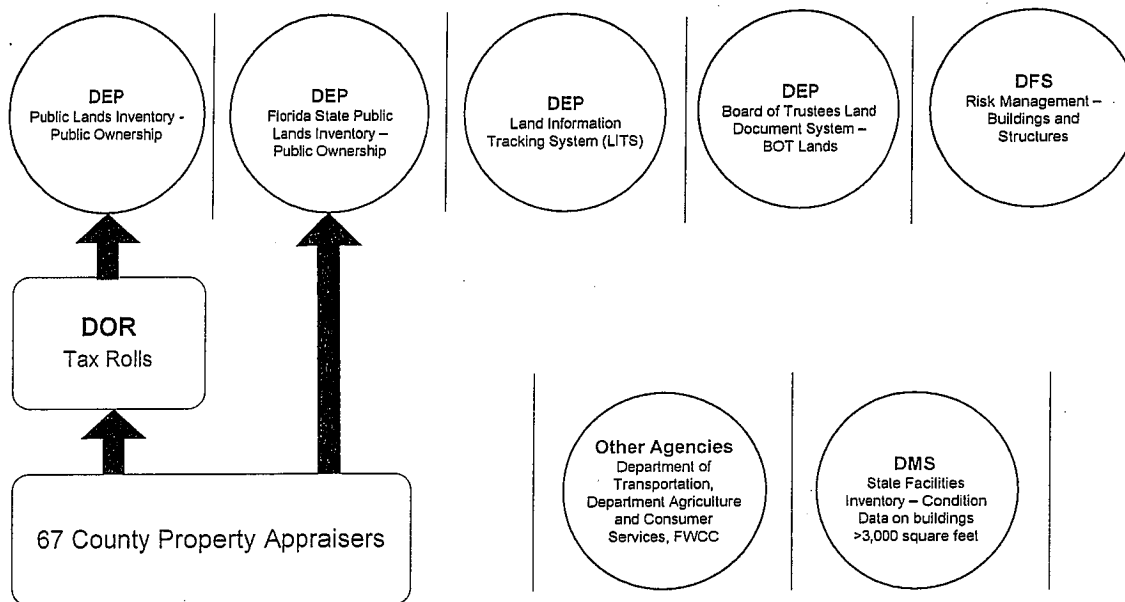
To ensure full and complete understanding of the various data sources, the department organized a workgroup with representatives from Department of Environmental Protection (DEP), Department of Financial Services (DFS), Department of Management Services (DMS), Office of Policy and Budget (OPB), Florida County Property Appraisers, Technology Review Workgroup (TRW), the House and the Senate. The workgroup process engaged all the varied sources with state real property data for their input and vetting of this report.

Existing Real Property Information Sources

Over the last three decades, legislative direction created multiple unique real property data sources. The department identified multiple sources containing real property information, albeit disparate information. Information available to the state is scattered among multiple databases and formats, each serving a different purpose. The fragmented sources of information, as opposed to a comprehensive inventory of real property, lead to inconsistencies and gaps in data required to determine the strategic value of the property.

Figure 1:

Real Property Information Sources



The following summarizes each data source and its intended purpose.

County Property Appraisers

The most comprehensive of the data sources exists within each of the 67 Florida county property appraiser tax databases. Property appraisers maintain land ownership information for their county tax records including parcel location, description, ownership, use, area, value and other data attributes as well as tax parcel maps. Each county maintains tax data in its own unique format. County tax rolls contain hundreds of thousands of tax parcel records including both public and private ownership. The county tax rolls are the sources for several of the other land information systems in the state.

Section 193.023(2), F.S., requires county property appraisers to physically inspect property at least once every five years. Where geographically suitable, and at the discretion of the property appraiser, the property appraiser may use image technology in lieu of physical inspection to meet requirements. Property appraisers are also required to physically inspect any parcel of **taxable real property** upon request of the taxpayer or owner. Despite best efforts, property appraisers are not obligated to prioritize state-owned land for physical inspection and assessment. State-owned property is not prioritized for physical inspection and assessment because it is immune from taxation and not analyzed by the Department of Revenue in its annual review of assessment rolls. Property appraisers also may lack sufficient staff resources to closely scrutinize the physical characteristics and assessments of property not subject to taxation. This leads to inconsistencies in information about state-owned properties among the counties.²

Department of Revenue (DOR) Tax Rolls

The DOR has general supervision of the assessment and valuation of property in Florida to ensure counties maintain a tax assessment roll for all public and private lands. Each county property appraiser is required to submit assessment roll data and tax parcel maps twice a year containing information about each real property parcel. The DOR analyzes the information to make sure each assessment roll meets minimum standards set by statute and administrative rule.

Real property tax rolls are summary listings of all parcels and include unique parcel numbers for each parcel, basic property characteristics, and other relevant information. These assessment rolls reflect the status of properties at the date of submission. The rolls are not a consolidated database, rather a series of individual tables for each county. The data is available to other agencies and to the public in the form of tax tables and parcel maps.

² Source: Based on input from the Property Appraisers' Association of Florida (PAAF)

DEP Land Information Sources

The DEP Division of State Lands (DSL) oversees these databases:

Public Land Inventory (PLI)

The PLI was developed in 1979 under the direction of section 253.03, F.S. It is a central repository of all public lands. The Florida Resources and Environmental Analysis Center at Florida State University maintains the database under contract to the DSL. This inventory, annually submitted to the legislature, is a complete listing of approximately 67,000 state-owned parcels. In addition to the state-owned parcels, all publicly-owned parcels are submitted in this report. The data is pulled from the DOR tax rolls, which is fed from county property appraisers.

The PLI uses a set of processes to identify public lands in the DOR tax rolls, and to extract and classify the ownership information for reporting. The PLI contains all public-owned parcels, including:

- Federal government
- Counties
- Municipalities
- Water Management Districts and other special districts
- State government (every state agency) including but not limited to:
 - State Universities
 - Other special districts and authorities
 - Board of Trustees (TIITF)

PLI reporting requirements include annual inventory summary reports to the Senate President, Speaker of the House, and the State Library by March 1 every year.

Florida Statewide Public Land Inventory (FSPLI)

Established in law in 2003, the Florida Statewide Public Land is similar to the PLI. It is an effort to build an inventory of public lands segregated by county. The FSPLI is required to capture land ownership data directly from the county property appraisers rather than DOR tax rolls. The inventory provides a data repository of public lands on a county-by-county basis, establishes a distinction of lands essential for conservation purposes, and identifies lands that meet population land ownership criteria and quality for surplus. The FSPLI reports the population and percentages of public lands in each county, and includes identification of lands subject to annexation. The public land county summary report and others are available on the FSPLI County Tax Roll Internet Application.

Board of Trustees Land Database System (BTLDS)

The Board of Trustees Land Database System is an independent document management system developed in response to section 253.0325, Florida Statutes (F.S.), Modernization of State Lands Records Law of 1989. The BTLDS contains data only relating to the Board of Trustees' lands.

Land Inventory Tracking System (LITS)

The LITS is an integrated database that is currently under development and will contain funding, data, and mapping information related to lands acquired using Florida Preservation 2000 or the Florida Forever. A DSL feasibility study determined that the BTLDS system was not a viable option to comply with additional legislative requirements. As a result, the LITS is under development.

DFS Risk Management Database

The DFS Risk Management Database system contains information on more than 20,000 state-owned ***buildings and structures***. It supports the Division of Risk Management's efforts to calculate insurance premiums, secure excess insurance coverage and adjust property claims based on building information. State agencies supply the information and it is used to rate risks associated with building safety. The information is extensive, but it lacks land information critical to understanding the highest and best use of a property.

DMS State Facilities Inventory (SFI)

The SFI program was created in 1985, under section 216.015, F.S. The inventory provides condition information on state-owned ***buildings*** greater than 3,000 square feet in size, and mandates that the department provide an annual report of these findings.

The SFI includes more than 3,800 facilities and provides information on the ownership, management, location (GPS coordinates and address), occupancy type, size (square footage), age of facility, date of assessment, assessor, and condition. The information provided by the SFI ranges from current, within the last year, to three-years-old due to a three-year assessment rotation.

Other Agency-Owned Real Property Data Sources

A number of agencies are statutorily authorized to hold title to and manage their own lands. These properties are usually tracked in internal data sources. Agencies with extensive land holdings include the Department of Transportation, the Department of Agriculture and Consumer Services, and the Fish and Wildlife Conservation Commission.

Analysis of Existing Information Sources

The DSL published a white paper December 4, 2009, in response to the department's request for a comparison of its existing real property data sources, called "A Comparison of Florida Public Lands Inventories." The following are two excerpts from this white paper.

"At first glance it may appear that all of the land data sources discussed are alike. However, each database was developed to fulfill specific requirements mandated by the legislature. The county tax rolls serve each county and are then collected in a specific format by DOR for its oversight requirements. County and DOR data include all lands both private and public. PLI is a subset of public lands from DOR data while FSPLI is a subset of public lands from county data segregated by county and related to population. BTLDS is an autonomous document management system for BOT records. LITS will be a GIS (Geographic Information System) derived BOT and Florida Forever / P-2000 inventory. All of these systems have different reporting requirements yet are based on similar land information.

The existing Florida Land Inventories were mandated in a piecemeal fashion at different times for different purposes. Each inventory was designed to operate independently without regard to the possibility of integration with existing databases (With the exception of the LITS, which is being designed to take advantage of integration with other systems). Although the different inventories utilize the same basic land information, the structure and reporting capabilities for each inventory are geared towards the specific requirements of the enabling legislation."

The DSL acknowledges redundancies that exist today because of the fragmented establishment of multiple public lands databases, and concludes the need to consolidate databases as described in the following excerpt:

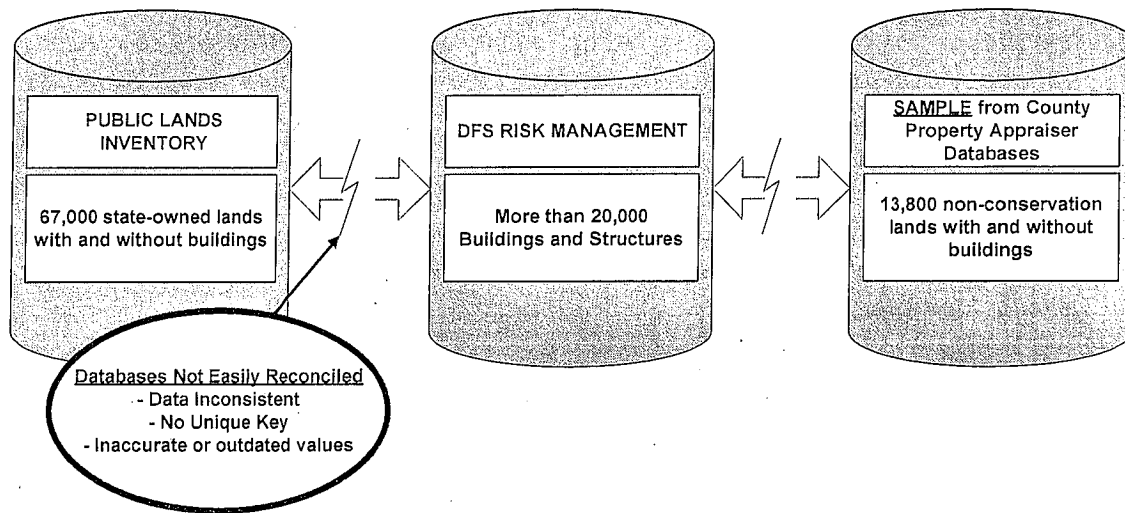
"There are many similarities between the 1979 PLI law and the 2003 FSPLI law as well as some differences". ... Combining the two databases into one inventory could fulfill the requirements of both laws and would reduce effort and costs associated with maintaining two separate but similar databases."

The department analyzed three of the data sources listed in the above "**Existing Real Property Information Sources**" section to determine if relationships could be made and the data joined to create a single source containing all the data elements in one unique record. The department evaluated the DFS Risk Management Database, the Public Land Inventory and a sample of data from the county property appraisers³. The department scrutinized available data like owner,

³ For its March 3, 2009, Interim Report on Surplus Real Property, the department obtained a sample from the Florida Association of Realtors data, which was drawn from county property appraisers' databases. The data set consists of non-conservation lands, zoned commercial. The sample contained 13,805 records.

addresses and location, and concurs with similar statements in the DSL white paper: existing data sources were not designed to reconcile. Data fields or combination of fields cannot be matched to join the disparate sources to a common data set and programming will not accomplish this due to the inconsistency of the data in commonly named fields. Unfortunately, information among the sources lacks consistency and field names contradict the data within.

Figure 2:



The following are high-level examples of challenges found in attempting to reconcile the information:

- In the PLI database, the address field is simply an address of the owner agency itself, not a property address. Of the 67,000 state-owned land records, there are 2,364 unique addresses, many of which are misspellings or different spellings of the same.
- In the county property appraiser databases' sample of 13,805 records, 8,974 contain no address and the rest contain variants of addresses.⁴
- In the DFS Risk Management database, there are building addresses but no property addresses since these records represent actual structures, several of which could be a single property parcel. The system does not store information to tie the building or structure back to a particular parcel.

⁴ Property appraisers use unique parcel numbers to track property and, for many years, only maintained a mailing address for the property owner. Effective for the 2009 assessment rolls, section 193.114(2)(r), F.S., requires physical addresses to be included. Most property appraisers expended significant resources obtaining the physical addresses available this year but there are a great many vacant parcels that have not been assigned a physical address by the responsible agency. – Property Appraisers Association of Florida

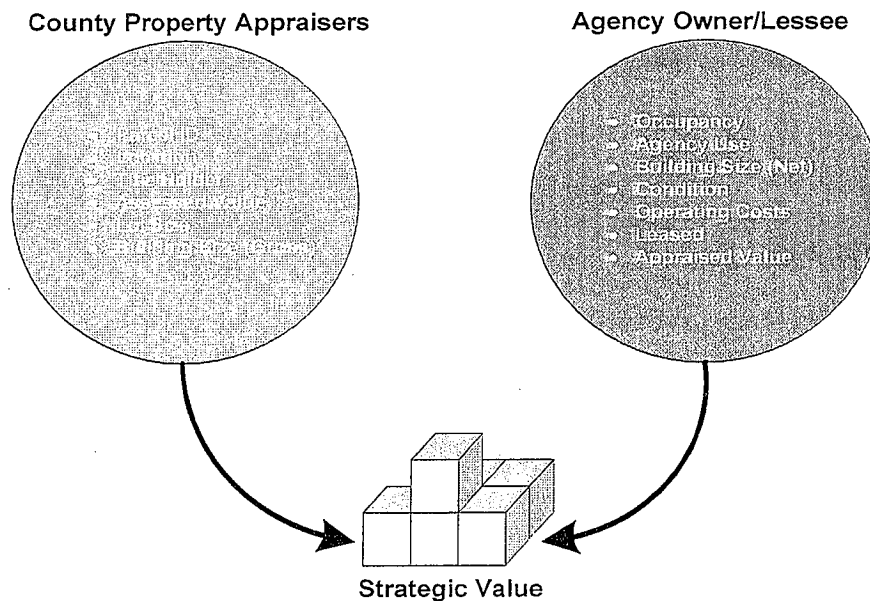
- In the PLI database, there are 1,531 unique owner names, but the majority of these are misspellings or different spellings of far fewer names.
- In the county property appraiser sample, there are 898 unique owner names, which again are variants and incorrect spellings. A cross check of several owner names in the data sample against the owner names in the PLI data base found no matches, indicating no consistency of information.
- In the DFS Risk Management database, the location name is simply a building name.

Identifying Information Gaps

The department’s analysis of available information reveals that gaps exist between the information needed to conduct a strategic analysis of each state-owned property and the information provided by the county property appraisers and other state sources. To fill the gaps, the necessary information must come from two distinct sources.

- County Tax Rolls – This is the main source of physical land characteristics for the state’s existing real property information. The county property appraisers feed the DOR tax rolls, which in turn feed the PLI. The county property appraisers also feed the FSPLI directly. This information is required to understand the geographic location of the land, its size and potential use.
- The owning or leasing Agency – This is the main source of critical real property utilization and operating information needed to understand the strategic importance of real property. This information is not consistently defined or tracked and resides among the multiple state agencies.

Figure 3:



Options for Fulfilling Senate Bill 1804 Requirements

The department considered three options: one outsourced to the private vendor community (contingent on legislative appropriation of funds), and two in-house options.

Outsource Option:

Use the private vendor community for implementation and management of the state-owned real property data. The department initiated a competitive solicitation⁵ from the vendor community requesting proposals to:

- 1) Work directly with the county property appraisers and state agencies to collect updated state-owned real property information.
- 2) Work with each agency to develop an approach for gathering and maintaining required information only available from the agencies.
- 3) Design, develop, and implement a comprehensive database of real property information.
- 4) Perform property valuations and report on potential dispositions as needed.

██████████ firms submitted replies to the solicitation to address all or part of the scope of work. Costs ranged from ██████████⁶, because each vendor's proposed scope of work varies. The competitive solicitation is active and the details are subject to change based on negotiations. The department can provide complete information once the solicitation is concluded. Procurement is contingent upon legislative direction and appropriation of funds.

The department also considered two in-house options for fulfilling Senate Bill 1804 requirements. While additional analysis will be required to determine the full extent of feasibility, each option provides an alternative to outsourcing with a private vendor.

-OR-

In-house Option One:

- 1) **Department-managed database:** The department creates a separate database specifically for the purposes of SB 1804. The department works directly with the county

⁵ See ITN No. DMS 09/10-020 - http://vbs.dms.state.fl.us/vbs/ad.view_ad?advertisement_key_num=83591

⁶ Please note that this section contains information that was submitted to the Department of Management Services as part of a reply in response to an invitation to negotiate. Pursuant to section 119.071(1)(b)2.a., Florida Statutes, this information is exempt from disclosure under section 119.07(1) and section 24(a), Article I of the State Constitution until such time as the agency provides notice of a decision or intended decision pursuant to section 120.57(3)(a) or until 20 days after the final competitive sealed replies are all opened, whichever occurs earlier.

property appraisers for initial and updated county information and with each agency on an approach for gathering and maintaining required information only available from the agencies. The department establishes processes for determining the strategic value of the property and reporting on potential dispositions.

This approach meets the requirements of SB 1804, but creates an additional source of real property information. Inconsistencies among the state's multiple real property data sources will continue.

-OR-

In-house Option Two:

- 2) **Comprehensive database managed by a single organization:** The DMS or DEP establishes and manages a database of public lands to include state-owned lands and would act as a consolidated public lands database to meet the needs of the various state property inventory systems, in particular the PLI and SFPLI, and the intent of SB 1804.

The DMS or DEP will work with county property appraisers for initial and updated county information. The responsible department will provide a means for agencies to update the agency-provided database fields that are required to satisfy SB 1804 and support existing requirements for similar state property inventory programs. The responsible department will establish processes for performing assessments and valuations and reporting on potential dispositions. County appraisers are willing to support this effort.

This strategic approach unifies multiple real property functions under DMS or DEP to create greater efficiency by eliminating redundancy.

Recommendation

The department recommends In-house Option 2, to establish a single, consolidated database for fulfilling the requirements of SB 1804. This builds on the conclusions of the DSL and establishes greater efficiency in allowing a single public lands database to serve many purposes.

Today, the PLI and FSPLI databases are replaced with each new feed from the county tax appraisers due to the requirement to simply report on the data provided rather than provide ongoing tracking and analysis of real property changes. The department's recommended approach begins by establishing a permanent database that can also satisfy the requirements of the PLI and the FSPLI.

- County property appraisers or DOR Tax Rolls feed initial information – this is the same data that makes up the current PLI and FSPLI, some of which satisfies the requirements of SB 1804.
- Each record will have a parcel ID and county code from the county property appraisers that, when combined, make each property record unique.
- Data fields will be added to this permanent database to allow it to fulfill the requirements of SB 1804. The information for these data fields will come from the agencies owning the property or leasing it from the Board of Trustees. Added data fields may include agency-updated fields that will intentionally duplicate some county tax roll data fields so that agencies can enter accurate information if the county information is inaccurate.

The minimum data fields recommended to accomplish this are included in Table 1.

Table 1:

Data Element Name	Data Element Description	Data Supplied By
Real Property Overview		
County Code	The county code where the asset is physically located. A unique numeric code.	County Tax Rolls
County Name	The name of the county associated with the county code.	County Tax Rolls
Parcel ID	The parcel ID assigned by the county property appraiser.	County Tax Rolls
Real Property Type	Indicates the asset as one of the following categories of real property: Improved or Unimproved.	County Tax Rolls
Conservation (Y/N value)	Conservation or non-conservation lands category, as determined by the managing agency.	Agencies
Status	Reflects the predominant operational status of the asset. Buildings, structures, and land will have one of the following attributes: Active, Inactive, Surplus, Disposed.	Agencies
Campus Identifier	Indicates the asset as part of a campus of buildings and structures. This is necessary to determine if the property can be sold as a standalone parcel.	Agencies
Legal Interest		
Title Entity	Reflects the owning agency as designated in county property tax rolls.	County Tax Rolls
Owning Agency	Refers to the predominant state agency owning the property.	Agencies
Using Agency	Refers to the state agency using the property if leased from the owning agency (For example, a land lease from owning agency).	Agencies

Data Element Name	Data Element Description	Data Supplied By
Leased (Y/N value)	Indicates the asset is leased to another entity by the owning agency.	Agencies
Lease Number	Indicates the ID number of the lease document(s). May be multiple leases for each asset. Populated if "Leased" = Y.	Agencies
Historical Significance (Y/N value)	Indicates the asset as having historic significance or a historic designation as defined by the Department of State.	Agencies
Restrictions Apply (Y/N value)	Limitations on the use of real property. For example, the asset contains environmental descriptions, natural resource restrictions, development restrictions, reversionary clauses, encumbrances, zoning restrictions, easements.	Agencies or County Tax Rolls
Size and Utilization		
Acres (Land)	The number of rural or urban acres associated with each land asset.	County Tax Rolls
Gross Square Feet (Buildings)	For buildings, the unit of measure is area in square feet and is designated as gross square feet.	Agencies
Net Square Feet (Buildings)	For buildings, the unit of measure is area in square feet and is designated as the usable square feet, or gross square feet minus unusable space.	Agencies
Structural Unit Size (Structure)	Refers to the size and unit of measure relevant to the particular structure (i.e., Generator, Parking, Bridge, Utility, Communication, Monuments and Memorials).	Agencies
Zoning	How is the property zoned for use.	County Tax Rolls
Occupancy Rate	Ratio of occupancy to the maximum capacity at which the asset can operate.	Agencies
Full-time Employee (FTE)	The number of FTEs, contractors, and Other Personal Services (OPS) working in the property if applicable.	Agencies
Property Value Information		
Assessed Value	Refers to the tax value of the property as reported by county property appraisers.	County Tax Rolls
Appraised Value (provided by Certified Florida Property Appraiser)	Defined as the value associated with the highest and best use of the real property asset. This value takes into account the current condition of the assets, its location, and marketability.	Agencies
Appraisal Date	Defined as the date of the most recent appraisal for the real property asset.	Agencies
Replacement Value	Defined as the cost of replacing the existing asset at today's standards, independent of the land.	Agencies

Data Element Name	Data Element Description	Data Supplied By
Last Sale*	Defined as the last sale price recorded for the real property asset (if available from county property appraiser databases).	County Tax Rolls
Last Sale Date	Defined as the last sale date recorded for the real property asset.	County Tax Rolls
Condition	A general measure of a constructed asset's current condition. The methodology used to define the condition measure will be determined, but will take into account the level of repair required versus the value of the asset.	Agencies
Deficiencies	Amount required to ensure the building is restored to a condition equivalent to originally intended and designed capacity.	Agencies
Building Age*	Refers to the physical age of the building or structure.	Agencies
Mission Dependency	The value the asset brings to the performance of the using agency's mission as determined by the using agency. The asset may be: Mission Critical, Mission Dependent (not critical), Not Mission Dependent. This may be a free-form field.	Agencies
Annual Operating Information		
Maintenance and Repair	Recurring maintained and repair costs.	Agencies
Utilities	Plant operation and purchase of energy.	Agencies
Grounds Expenses	Grounds maintenance and landscaping.	Agencies
Janitorial	Cleaning costs, pest control, refuse collection, recycling.	Agencies
Revenues	Rental revenues as a result of operating the asset (if applicable).	Agencies
Physical Location Information		
Street Address*	A street address in geo-codable format, i.e., an address that can be mapped by a GIS software or used by overnight delivery service to deliver packages.	Agencies or County Tax Rolls
Latitude	The latitude and longitude coordinates of the assets physical address. Reported in decimal format or degrees, minutes, seconds and direction.	Agencies or County Tax Rolls
Longitude	The latitude and longitude coordinates of the assets physical address. Reported in decimal format or degrees, minutes, seconds and direction.	Agencies or County Tax Rolls
Township	Coordinate of a federal survey system used to accurately define U.S. locations.	County Tax Rolls
Section	Coordinate of a federal survey system used to accurately define U.S. locations.	County Tax Rolls
Range	Coordinate of a federal survey system used to accurately define U.S. locations.	County Tax Rolls

Data Element Name	Data Element Description	Data Supplied By
City	The city or town where the asset is physically located.	County Tax Rolls
ZIP code	The five-digit ZIP code associated with the physical location.	County Tax Rolls
Image Map	A link to a GIS aerial view of the property, if available.	County Tax Rolls

*Source data may come from both the agency and the county for comparison purposes. This means a separate field for each in the new database (i.e., County Reported Acreage vs. Agency Reported Acreage). In most cases, these should be the same value, but a discrepancy could indicate an error that needs to be corrected.

- Regularly scheduled feeds from the county property appraisers update the data; they perform physical inspections on state-owned properties on a five-year cycle currently. As a property record is updated to reflect changes, the owning agency will apply updates to agency fields through Web-based online access.
- Once all required data is loaded and updated, the database will contain enough information to begin the disposition evaluation process for any properties flagged by the owner agency as potential surplus.

Method for implementing database and content

Creating a single database of public lands to meet the needs of legislation established at different periods will allow for efficient management of this information, as well as efficient delivery of statutory requirements. Implementation involves establishing a single, permanent database, initially loading it with county tax information, and allowing agencies to update their property records with additional information. Required data will support the objective of property valuation.

Step	
1	Work with county property appraisers to get an initial feed of all public lands on their tax rolls today, similar to what is currently done to feed DOR and the Florida Statewide PLI database.
2	Design and create a permanent public land database to hold the information necessary to fulfill requirements of various state-owned real property systems as well as the requirements of SB 1804.
3	Load the data feeds from the DOR Tax Rolls or county property appraisers, populating those fields to be supplied by the county tax rolls.
4	Provide all the data, by county, to each agency that owns any state-owned property and ask them to provide a list of the properties owned by their agencies. Then update the property records accordingly.
5	Create a Web-based system that allows agencies to review and update property records for properties that belong to the agency.
6	Determine which property records represent conservation properties of DEP, and flag accordingly.
7	Create ability for agencies to feed updates to the database.

Step	
8	All agencies update the database fields intended to be updated by the agency for each property record, either on-line or through data feeds.

Method for maintaining and updating database

Currently the PLI and the FSPLI databases are overwritten with DOR tax data and direct county tax data respectively on a scheduled basis. The new database will be permanent, and instead of overlaying the data with county tax information, the records will be updated as necessary from the county tax data. This update will only impact database fields meant to show county tax information. The agencies will update the appropriate agency-provided fields of their property records as changes take place.

Step	
1	Create ability to accept the property records from the DOR Tax Rolls or county property appraisers and update the database based on parcel ID and county code. This will effectively process adds, changes, and deletes. Establish means to report discrepancies and resolve.
2	Accept and process the data provided by the DOR Tax Rolls or county property appraisers on a regular basis.
3	Each agency will establish internal processes targeted at keeping the information in the database relating to their properties current and accurate.

Method for identifying properties for strategic valuation and disposition analysis

Following the implementation of the new database, the department will implement a standardized method for identifying and assessing underutilized and unneeded properties. The method will rely on the accuracy and consistency of information provided by the county property appraisers and agency owners or lessees.

On an annual basis, state agencies will be required to assess their owned real property and their property leased from the Board of Trustees to determine if the property is still serving the agencies' needs. The agencies will update the status indicator in the database to the value "surplus" for any properties that the agency believes are candidates for potential disposition.

Step	
1	The database will contain a status indicator to identify underutilized or unneeded properties.
2	Agencies will annually update the status indicator during a periodic review of their owned property.
3	The department will run an annual report listing all properties identified as surplus by agency owners.
4	The department will launch a disposition analysis for each surplus property.

5	The department will submit completed analysis with recommendation to the Executive Office of the Governor, President of the Senate, and Speaker of the House of Representatives at a predetermined date each year.
6	The executive and legislative branches will recommend the agency owner proceed with disposition or transfer.
7	For a disposition or transfer, proceed with existing owning agency processes.

The department will run annual reports, listing all properties with the status of "surplus." Based on this information, the department will proceed with a disposition analysis. The outcome of the disposition analysis will include a recommendation to the Office of The Governor, the President of the Senate, and the Speaker of the House, to retain or dispose of the property.

Method for assessing properties for potential disposition

The decision to retain or dispose of state-owned property depends first upon the state's need for the property. A thorough understanding of the physical condition, financial performance, local demographics, market conditions, and restrictions is necessary to determine the property's highest and best use.

Though the comprehensive database will not contain all this information, it will provide the foundation for strategic analysis. The department will consider additional characteristics unique to each property in its analysis and make recommendations. The following is a sample of the information to be included in the disposition analysis:

Physical Description of the Property
• Location
• Site and building description
• Obsolescence
• Hazardous conditions
Market Demographics
• Description
• Occupancy
• Alternatives
Regulatory Compliance
• Environmental Compliance
Financial Analysis
• Financial Summary
• Cash Flow Analysis
• Disposal Costs
Recommendation/Rationale
• The rationale for pursuing retention or disposal.

Timeline and Costs

Outsource Option

Department can provide once competitive solicitation is concluded.

In-house Option One

In-house option one includes the development and implementation of a new database and the establishment of systems and processes to kick off the operation of routinely identifying and evaluating properties for potential disposition. This option does not include the consolidation of existing similar data sources and it will not cure inconsistencies among these existing sources.

Project activities would consist of:

- Define and design the database
- Create the database and perform the initial load
- Refine the data
- Develop Web interface to enable data updates
- State agencies update records
- Testing

Time and cost estimates require a more extensive requirements analysis, and will likely incorporate the use of contractors to augment existing staff for the roles of business analyst, database administrator, Web application developer, and quality assurance (QA) tester and coordinator. The department would provide project management and oversight of these functions. After implementation, the routine identification and evaluation of properties for disposition will be conducted with department resources.

Agencies will also incur resource costs associated with gathering and submitting the required information about their properties.

In-house Option Two

In-house option two calls for consolidating several of the existing databases. The development and implementation of a single new database with sufficient reporting and functionality would fulfill the requirements of several existing public lands databases as well as SB 1804. Initial development and implementation costs would include those of in-house option one, plus the incremental costs of meeting the requirements of the similar public lands databases being displaced.

The systems that could be displaced and their annual recurring costs are as follows:

Other Databases - in place or planned	Annual Operational Costs
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Other Databases - in place or planned	Annual Operational Costs
DEP Public Lands Inventory – <i>in place</i>	\$76,680
DEP Florida State Public Lands Inventory – <i>in place</i>	\$91,347
DEP Land Information Tracking System (LITS) – <i>planned</i>	TBD
DMS State Facilities Inventory – <i>in place</i>	\$10,896

Work on the LITS system is in the preliminary stages. In-house option two calls for combining this effort with the SB 1804 requirements, creating a single database to meet both purposes. The combined costs would be expected to be less than building two independent systems. LITS costs for the feasibility study and staff time through December 2009 are \$278,921.

The feasibility study conducted for LITS was based on using BTLDS information and GIS parcel data from the water management districts rather than data from county tax appraisers.

If LITS is to become the foundation for the comprehensive database system to capture all state owned real property, it would have to be modified to incorporate the new data requirements. This could be done during the design and development phase.

As with in-house option one, agencies will also incur resource costs associated with gathering and submitting the required information about their properties. The elimination of the annual recurring operational costs of the displaced databases makes in-house option two a more cost-effective option.

While not a required component of the plan, the department feels it is important to provide costs and a timeline for delivering this recommendation. The department is continuing to work with stakeholders to provide this information and will deliver its findings in an addendum to this plan by February 1, 2010.

Enabling Statutes

The department recommends an evaluation of applicable statutes to identify opportunities for efficiencies through consolidation. Several statutes enabling the creation of real property programs and information systems are listed below.

Table 2:

Statute	Name	Year	Owner	Description
253.03(8)(a),(b),(c), F.S. - Board of trustees to administer state lands; lands enumerated.	PLI - Public Lands Inventory	1979	DEP	An activity that compiles statewide tax data for lands owned by public entities in the State of Florida from the Department of Revenue (DOR) annual tax roll. The department contracts with FSU's Florida Resources and Environmental Analysis Center (FREAC) to provide an annual inventory and summary reports.

Statute	Name	Year	Owner	Description
253.0325(1),(2),(3), F.S. - Modernization of state lands records	BTLDS - Board of Trustees Land Document System	1999	DEP	A document management system that contains mapping data, tabular data, and Images related to the historic and current transfer of land into or out of Board of Trustees ownership.
253.034(8)(a),(b),(c), F.S. - State-owned lands; uses	FSPLI - Florida Statewide Public Lands Inventory System	2005	DEP	An information system that gathers data from each county within the State of Florida and provides a statewide inventory of publicly owned lands.
253.0325(1),(2),(3), F.S. - Modernization of state lands records	LITS - Lands Inventory Tracking System	2011	DEP	A geographic information system that will provide a statewide inventory of all lands purchased with Florida Forever & Preservation 2000 and will integrate with the DSL financial database.
Senate - 2009 General Appropriations Act Conference Committee Report	General Appropriations Act (GAA) Lease Report	2009	DEP	A report on leases and subleases of Board of Trustees of the Internal Improvement Trust Fund owned lands. This information, pursuant to the provisions of SB 2600 (Ch. 2009-81, L.O.F.), contains a complete listing of Board of Trustees of the Internal Improvement Trust Fund leases and subleases categorized and sorted by leasing agency.
216.0152(1),(2),(3) F.S., - Inventory of state-owned facilities or state-occupied facilities	SFI - State Facilities Inventory	1985	DMS	An inventory of state -owned buildings with condition information for buildings 3,000 square feet or more. Staff architects assess nearly 4,000 facilities once every three years for needed repairs and renovations. Reported information ranges from new to three years old. SFI does not include individual repair or renovation items costing less than \$5,000.
Chapter 2009-77, Laws of Florida	Comprehensive Database of State Owned Property	2009	DMS	Requires a plan for a comprehensive database of state-owned real property for the purpose of identifying and evaluating properties for disposition. The plan is to include methods for gathering real property information, creating and updating the database, and performing disposition analysis.
284.04 F.S., Notice and information required by Department of Financial Services of all newly erected or acquired state property subject to insurance	Department of Financial Services, Division of Risk Management Database	1917	DFS	Requires all agencies in charge of state property to notify the DFS of all newly erected or acquired property subject to insurance coverage as soon as erected or acquired, giving its value, type of construction, location, whether inside or outside of corporate limits, occupancy, and any other information the DFS may require in connection with such property. Agencies shall also notify provide DFS with any change in value or occupancy of any property covered by the fund. The DFS uses its in-house Risk Management Database to store information on buildings and structures only.

Next Steps

The department requires legislative direction to:

- Pursue the recommendation to create a database to gain efficiencies and eliminate redundancies, while meeting the requirements of SB 1804.
- Direct agencies and resources to implement the recommendation.
- Address statutory revisions necessary to combine similar real property data sources.
- Require agencies and county property appraisers to deliver the state-owned real property information highlighted in Table 1 to DMS or DEP on an annual basis beginning July 1, 2010.

Conclusion

It is critical that the strategic value of real property is based on accurate, reliable, and consistent data. The existence of multiple real property data sources in the state and the limited availability of real property operational data present numerous complications. Creating another stand-alone data source is inefficient and will not resolve the root cause of data inconsistencies.

The department recommends the state consolidate similar real property data sources into a single database containing all real property information required to support existing and future real property functions, with authority to a single organization to maintain the data. The department will provide estimated costs and timeline to accomplish this, by February 1, 2010. This approach requires strong support from county property appraisers to update state-owned property information and minimize inconsistencies, and commitments from state agencies to enhance their real property tracking and reporting capabilities.

The department strongly supports the need to understand the strategic value of each state-owned property. The department will continue to work with executive and legislative leadership to improve the current state of real property information.