By the Committee on Natural Resources; and Senator Dockery

312-2499-03

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A bill to be entitled An act relating to water resources; amending s. 163.3167, F.S.; requiring local governments to include projected water use in comprehensive plans; amending s. 367.081, F.S.; providing for the recovery of costs of alternative water supply facilities; amending s. 367.0814, F.S.; revising limit on the amount of revenues received by a utility to qualify for staff assistance in changing rates or charges; amending s. 373.0361, F.S.; providing for a public workshop in the development of regional water supply plans; including the consideration of population projections; providing for a list of water source options in regional water supply plans; providing for conservation measures in regional water supply plans; amending s. 373.1961, F.S.; providing for funding for certain water management districts; providing funding priorities; providing conditions for certain projects to receive funding assistance; amending s. 373.223, F.S.; requiring the Department of Environmental Protection and the water management districts to submit reports to the Legislature; creating s. 373.2234, F.S.; providing for preferred water supply sources; authorizing water management districts to adopt rules; providing legislative findings and intent with regard to landscape irrigation design; authorizing water management districts to adopt rules; amending

1 s. 403.064, F.S.; providing for metering use of 2 reclaimed water and volume-based rates 3 therefor; requiring wastewater utilities to 4 submit plans for metering use and volume-based 5 rate structures to the department; creating s. 6 403.0645, F.S.; providing for reclaimed water 7 use at state facilities; requiring reports; providing an effective date. 8 9 10 Be It Enacted by the Legislature of the State of Florida: 11 Section 1. Subsection (13) is added to section 12 13 163.3167, Florida Statutes, to read: 14 163.3167 Scope of act.--(13) Each local government shall address in its 15 comprehensive plan, as enumerated in this chapter, the water 16 17 supply projects necessary to meet and achieve the existing and projected water use demand for the established planning 18 19 period, considering the applicable plan developed pursuant to 20 s. 373.0361. Section 2. Subsection (2) of section 367.081, Florida 21 22 Statutes, is amended to read: 367.081 Rates; procedure for fixing and changing. --23 24 (2)(a)1. The commission shall, either upon request or 25 upon its own motion, fix rates which are just, reasonable, compensatory, and not unfairly discriminatory. In every such 26 proceeding, the commission shall consider the value and 27 28 quality of the service and the cost of providing the service, 29 which shall include, but not be limited to, debt interest; the

requirements of the utility for working capital; maintenance,

depreciation, tax, and operating expenses incurred in the

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operation of all property used and useful in the public 2 service; and a fair return on the investment of the utility in 3 property used and useful in the public service. Pursuant to s. 4 373.1961(2)(k), the commission shall allow recovery of the 5 full, prudently incurred costs of alternative water supply 6 facilities. However, the commission shall not allow the 7 inclusion of contributions-in-aid-of-construction in the rate base of any utility during a rate proceeding, nor shall the 8 9 commission impute prospective future 10 contributions-in-aid-of-construction against the utility's 11 investment in property used and useful in the public service; and accumulated depreciation on such 12 contributions-in-aid-of-construction shall not be used to 13 reduce the rate base, nor shall depreciation on such 14 contributed assets be considered a cost of providing utility 15 16 service.

- For purposes of such proceedings, the commission shall consider utility property, including land acquired or facilities constructed or to be constructed within a reasonable time in the future, not to exceed 24 months after the end of the historic base year used to set final rates unless a longer period is approved by the commission, to be used and useful in the public service, if:
 - Such property is needed to serve current customers;
- b. Such property is needed to serve customers 5 years after the end of the test year used in the commission's final order on a rate request as provided in subsection (6) at a growth rate for equivalent residential connections not to exceed 5 percent per year; or
- c. Such property is needed to serve customers more 31 than 5 full years after the end of the test year used in the

commission's final order on a rate request as provided in subsection (6) only to the extent that the utility presents clear and convincing evidence to justify such consideration.

Notwithstanding the provisions of this paragraph, the commission shall approve rates for service which allow a utility to recover from customers the full amount of environmental compliance costs. Such rates may not include charges for allowances for funds prudently invested or similar charges. For purposes of this requirement, the term "environmental compliance costs" includes all reasonable expenses and fair return on any prudent investment incurred by a utility in complying with the requirements or conditions contained in any permitting, enforcement, or similar decisions of the United States Environmental Protection Agency, the Department of Environmental Protection, a water management district, or any other governmental entity with similar regulatory jurisdiction.

- (b) In establishing initial rates for a utility, the commission may project the financial and operational data as set out in paragraph (a) to a point in time when the utility is expected to be operating at a reasonable level of capacity.
- Section 3. Subsection (1) of section 367.0814, Florida Statutes, is amended to read:
- 367.0814 Staff assistance in changing rates and charges; interim rates.--
- (1) The commission may establish rules by which a water or wastewater utility whose gross annual revenues are \$200,000 \$150,000 or less may request and obtain staff assistance for the purpose of changing its rates and charges.

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A utility may request staff assistance by filing an application with the commission.

Section 4. Subsections (1), (2), (5), and (6) of section 373.0361, Florida Statutes, are amended to read:

373.0361 Regional water supply planning.--

(1) By October 1, 1998, the governing board shall initiate water supply planning for each water supply planning region identified in the district water management plan under s. 373.036, where it determines that sources of water are not adequate for the planning period to supply water for all existing and projected reasonable-beneficial uses and to sustain the water resources and related natural systems. The planning must be conducted in an open public process, in coordination and cooperation with local governments, regional water supply authorities, government-owned and privately owned water utilities, self-suppliers, and other affected and interested parties. During development, but prior to completion of the regional water supply plan, the district must conduct at least one public workshop to discuss the technical data and modeling tools anticipated to be used to support the plan. A determination by the governing board that initiation of a regional water supply plan for a specific planning region is not needed pursuant to this section shall be subject to s. 120.569. The governing board shall reevaluate such a determination at least once every 5 years and shall initiate a regional water supply plan, if needed, pursuant to this subsection.

(2) Each regional water supply plan shall be based on at least a 20-year planning period and shall include, but not be limited to:

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(a) A water supply development component that includes:

- A quantification of the water supply needs for all 1. existing and reasonably projected future uses within the planning horizon. The level-of-certainty planning goal associated with identifying the water supply needs of existing and future reasonable-beneficial uses shall be based upon meeting those needs for a 1-in-10-year drought event. Population projections used for determining public water supply needs shall be based upon the best available data. In determining the best available data, the district shall consider the University of Florida's Bureau of Economic and Business Research (BEBR) medium population projections and any population projection data and analysis submitted by a local government pursuant to the public process described in subsection (1), where such data and analysis supports the local government's comprehensive plan. Any adjustment or deviation from the BEBR projections shall be fully described and the original BEBR data shall be presented along with the adjusted data.
- 2. A list of water source options for water supply development, including traditional and alternative source options sources, from which local government, government-owned and privately owned utilities, self-suppliers, and others may choose, for water supply development the total capacity of which will, in conjunction with water conservation and other demand management measures, exceed the needs identified in subparagraph 1.
- 3. For each option listed in subparagraph 2., the estimated amount of water available for use and the estimated

 costs of and potential sources of funding for water supply development.

- 4. A list of water supply development projects that meet the criteria in s. 373.0831(4).
- (b) A water resource development component that includes:
- 1. A listing of those water resource development projects that support water supply development.
 - 2. For each water resource development project listed:
- a. An estimate of the amount of water to become available through the project.
- b. The timetable for implementing or constructing the project and the estimated costs for implementing, operating, and maintaining the project.
 - c. Sources of funding and funding needs.
- d. Who will implement the project and how it will be implemented.
- (c) The recovery and prevention strategy described in s. 373.0421(2).
- (d) A funding strategy for water resource development projects, which shall be reasonable and sufficient to pay the cost of constructing or implementing all of the listed projects.
- (e) Consideration of how the options addressed in paragraphs (a) and (b) serve the public interest or save costs overall by preventing the loss of natural resources or avoiding greater future expenditures for water resource development or water supply development. However, unless adopted by rule, these considerations do not constitute final agency action.

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- CODING: Words stricken are deletions; words underlined are additions.

- (f) The technical data and information applicable to the planning region which are contained in the district water management plan and are necessary to support the regional water supply plan.
- (g) The minimum flows and levels established for water resources within the planning region.
- (h) An analysis, developed in cooperation with the department, of areas or instances in which the variance provisions of s. 378.212(1)(g) or s. 378.404 may be used to create water supply development or water resource development projects.
- Within the boundaries of a regional water supply authority, the water supply development component of the regional water supply plan relating to the use of water by the authority shall be developed jointly by such authority and the district.
- (5) By November 15, 1997, and Annually, and in conjunction with the reporting requirements of s. 373.536(6)(a)4.thereafter, the department shall submit to the Governor and the Legislature a report on the status of regional water supply planning in each district. The report shall include:
- (a) A compilation of the estimated costs of and potential sources of funding for water resource development and water supply development projects, as identified in the water management district regional water supply plans.
- (b) A description of each district's progress toward achieving its water resource development objectives, as directed by s. 373.0831(3), including the district's implementation of its 5-year water resource development work 31 program.

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1 (c) An assessment of the overall progress being made to develop water supply that is consistent with regional water 2 3 supply plans to meet existing and future reasonable, beneficial needs during a 1-in-10-year drought. 4

(6) Nothing contained in the water supply development component of the district water management plan shall be construed to require local governments, government-owned or privately owned water utilities, self-suppliers, or other water suppliers to select a water supply development option identified in the component merely because it is identified in the plan, nor may the plan be used in the review of permits under part II unless the plan, or applicable portion thereof, has been adopted by rule. However, this subsection does not prohibit a water management district from employing the data or other information used to establish the plan in reviewing permits under part II nor shall it not be construed to limit the authority of the department or governing board under part II.

Section 5. Subsection (2) of section 373.1961, Florida Statutes, is amended to read:

373.1961 Water production.--

(2) The Legislature finds that, due to a combination of factors, vastly increased demands have been placed on natural supplies of fresh water, and that, absent increased development of alternative water supplies, such demands may increase in the future. The Legislature also finds that potential exists in the state for the production of significant quantities of alternative water supplies, including reclaimed water, and that water production includes the development of alternative water supplies, including 31 reclaimed water, for appropriate uses. It is the intent of

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the Legislature that utilities develop reclaimed water systems, where reclaimed water is the most appropriate alternative water supply option, to deliver reclaimed water to as many users as possible through the most cost-effective means, and to construct reclaimed water system infrastructure to their owned or operated properties and facilities where they have reclamation capability. It is also the intent of the Legislature that the water management districts which levy ad valorem taxes for water management purposes should share a percentage of those tax revenues with water providers and users, including local governments, water, wastewater, and reuse utilities, municipal, industrial, and agricultural water users, and other public and private water users, to be used to supplement other funding sources in the development of alternative water supplies. The Legislature finds that public moneys or services provided to private entities for such uses constitute public purposes which are in the public interest. In order to further the development and use of alternative water supply systems, including reclaimed water systems, the Legislature provides the following:

(a) The governing boards of the water management districts where water resource caution areas have been designated shall include in their annual budgets an amount for the development of alternative water supply systems, including reclaimed water systems, pursuant to the requirements of this subsection. Beginning in 1996, such amounts shall be made available to water providers and users no later than December 31 of each year, through grants, matching grants, revolving loans, or the use of district lands or facilities pursuant to the requirements of this subsection and guidelines established

by the districts. <u>In making grants or loans, funding priority</u> shall be given to projects in accordance with s. 373.0831(4).

- (b) It is the intent of the Legislature that for each reclaimed water utility, or any other utility, which receives funds pursuant to this subsection, the appropriate rate-setting authorities should develop rate structures for all water, wastewater, and reclaimed water and other alternative water supply utilities in the service area of the funded utility, which accomplish the following:
- Provide meaningful progress toward the development and implementation of alternative water supply systems, including reclaimed water systems;
- 2. Promote the conservation of fresh water withdrawn from natural systems;
- 3. Provide for an appropriate distribution of costs for all water, wastewater, and alternative water supply utilities, including reclaimed water utilities, among all of the users of those utilities; and
- 4. Prohibit rate discrimination within classes of utility users.
- (c) Funding assistance provided by the water
 management districts for a water reuse system project shall
 include the following grant or loan conditions for that
 project when the water management district determines such
 conditions will encourage water use efficiency:
- 1. Metering of reclaimed water use for the following activities: residential irrigation, agricultural irrigation, industrial uses except for electric utilities as defined in s. 366.02(2), golf course irrigation, landscape irrigation, irrigation of other public access areas, commercial and

institutional uses such as toilet flushing, and transfers to other reclaimed water utilities.

- 2. Implementation of reclaimed water rate structures based on actual use of reclaimed water for the types of reuse activities listed in subparagraph 1.
- 3. Implementation of education programs to inform the public about water issues, water conservation, and the importance and proper use of reclaimed water.
- $\underline{\text{4. Development of location data for key reuse}}$ facilities.

 $\underline{(d)(c)}$ In order to be eligible for funding pursuant to this subsection, a project must be consistent with a local government comprehensive plan and the governing body of the local government must require all appropriate new facilities within the project's service area to connect to and use the project's alternative water supplies. The appropriate local government must provide written notification to the appropriate district that the proposed project is consistent with the local government comprehensive plan.

(e)(d) Any and all revenues disbursed pursuant to this subsection shall be applied only for the payment of capital or infrastructure costs for the construction of alternative water supply systems that provide alternative water supplies.

 $\underline{(f)}$ By January 1 of each year, the governing boards shall make available written guidelines for the disbursal of revenues pursuant to this subsection. Such guidelines shall include at minimum:

1. An application process and a deadline for filing applications annually.

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- 2. A process for determining project eligibility pursuant to the requirements of paragraphs(d)(c) and (e) (d).
 - A process and criteria for funding projects pursuant to this subsection that cross district boundaries or that serve more than one district.

(q)(f) The governing board of each water management district shall establish an alternative water supplies grants advisory committee to recommend to the governing board projects for funding pursuant to this subsection. advisory committee members shall include, but not be limited to, one or more representatives of county, municipal, and investor-owned private utilities, and may include, but not be limited to, representatives of agricultural interests and environmental interests. Each committee member shall represent his or her interest group as a whole and shall not represent any specific entity. The committee shall apply the guidelines and project eligibility criteria established by the governing board in reviewing proposed projects. After one or more hearings to solicit public input on eligible projects, the committee shall rank the eligible projects and shall submit them to the governing board for final funding approval. The advisory committee may submit to the governing board more projects than the available grant money would fund.

(h)(g) All revenues made available annually pursuant to this subsection must be encumbered annually by the governing board if it approves projects sufficient to expend the available revenues. Funds must be disbursed within 36 months after encumbrance.

(i) (h) For purposes of this subsection, alternative 31 water supplies are supplies of water that have been reclaimed

after one or more public supply, municipal, industrial, commercial, or agricultural uses, or are supplies of stormwater, or brackish or salt water, that have been treated in accordance with applicable rules and standards sufficient to supply the intended use.

 $\underline{(j)}$ (i) This subsection shall not be subject to the rulemaking requirements of chapter 120.

(k)(j) By January 30 of each year, each water management district shall submit an annual report to the Governor, the President of the Senate, and the Speaker of the House of Representatives which accounts for the disbursal of all budgeted amounts pursuant to this subsection. Such report shall describe all projects funded and shall account separately for moneys provided through grants, matching grants, revolving loans, and the use of district lands or facilities.

(1)(k) The Florida Public Service Commission shall allow entities under its jurisdiction constructing alternative water supply facilities, including but not limited to aquifer storage and recovery wells, to recover the full, prudently incurred cost of such facilities through their rate structure. Every component of an alternative water supply facility constructed by an investor-owned utility shall be recovered in current rates.

Section 6. Subsection (5) is added to section 373.223, Florida Statutes, to read:

373.223 Conditions for a permit.--

(5) The Legislature finds that the issuance of consumptive use permits has a direct relation to efficient and effective water resource development. The Legislature further finds that the management of consumptive use permits has a

direct relation to efficient and effective water supply development. To help identify the changes necessary to better 2 3 utilize these permits, the Legislature directs that the Department of Environmental Protection and each water 4 5 management district submit recommendations to the appropriate 6 substantive committees of each house of the Legislature. The 7 recommendations shall identify alternative methods of 8 extending the use of existing water resources, including, but not limited to, the potential rights of existing permitholders 9 10 to share water allocated under a consumptive use permit. The 11 department and the districts are encouraged to use public hearings to gather information and shall include information 12 provided by basin boards and regional water supply 13 14 authorities. Section 7. Section 373.2234, Florida Statutes, is 15 created to read: 16 17 373.2234 Preferred water supply sources.--The 18 governing board of the district is authorized to adopt rules 19 identifying preferred water supply sources for which there is sufficient data to establish that the source can be used to 20 21 provide a substantial new water supply to meet existing and reasonably anticipated water needs in a water supply planning 22 region identified pursuant to s. 373.0361(1), while sustaining 23 24 the water resources and related natural systems. Such rules shall, at a minimum, contain a description of the source and 25 an assessment of the water the source is projected to produce. 26 27 If a consumptive use permit applicant proposes to use such a 28 source consistent with the assessment, the proposed use shall 29 be subject to the provisions of s. 373.223(1) but such 30 proposed use shall be a factor deemed to be consistent with 31 the public interest pursuant to s. 373.223(1)(c). A

consumptive use permit issued approving the use of such a source shall be for at least 20 years and may be subject to the provisions of s. 373.226(3). However, nothing in this section shall be construed to provide that the use of nonpreferred sources must receive a permit duration of less than 20 years or that such nonpreferred sources are not consistent with the public interest.

Section 8. Landscape irrigation design. --

- (1) The Legislature finds that multiple areas throughout the state have been identified by water management districts as water resource caution areas, which indicates that water demand in those areas will, in the near future, exceed the current available water supply and that conservation is one of the mechanisms by which future water demand will be met.
- (2) The Legislature finds that landscape irrigation comprises a significant portion of water use and the current typical landscape irrigation system and xeriscape designs offer significant potential water conservation benefits.
- (3) It is the intent of the Legislature to improve landscape irrigation water use efficiency by ensuring that landscape irrigation systems meet or exceed minimum design criteria.
- (4) Each water management district shall develop and adopt by rule landscape irrigation and xeriscape design standards for new construction which incorporates a landscape irrigation system. The standards shall be based on the irrigation code defined in the Florida Building Code, Plumber's Volume, Appendix F. Such design standards should promote the effective and efficient use of irrigation water and include a consideration of local demographic, hydrologic,

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and other considerations as they apply to landscape irrigation water use. Local governments, when adopting an ordinance or regulation, shall use these approved irrigation design standards.

(5) Each water management district shall work with the Florida Chapter of the American Society of Landscape Architects, the Florida Irrigation Society, the Florida Nursery and Growers Association, the Department of Agriculture and Consumer Services, the Institute of Food and Agricultural Sciences, the Department of Environmental Protection, the Florida League of Cities, and the Florida Association of Counties to develop scientifically based model guidelines for urban, commercial, and residential landscape irrigation, including drip irrigation, for plants, trees, sod, and other landscaping. Local governments shall use the scientific information when developing a landscape irrigation ordinance or guidelines. Every 3 years, the foregoing agencies and entities shall review the model guidelines to determine whether new research findings require a change or modification of the guidelines.

Section 9. Subsection (6) of section 403.064, Florida Statutes, is amended and subsection (16) is added to that section, to read:

403.064 Reuse of reclaimed water.--

(6) A reuse feasibility study prepared under subsection (2) satisfies a water management district requirement to conduct a reuse feasibility study imposed on a local government or utility that has responsibility for wastewater management and the conclusions of the study shall be given significant consideration in an analysis of the feasibility of providing reclaimed water for reuse under part

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require a separate study when a reuse feasibility study has been completed under subsection (2).

(16) Utilities implementing reuse projects are encouraged, except in the case of use by electric utilities defined in s. 366.02(2), to meter use of reclaimed water by all end users and to charge for the use of reclaimed water based on the actual volume used when such metering and charges

9 can be shown to encourage water conservation. Metering and the
10 use of volume-based rates are effective water management tools
11 for the following reuse activities: residential irrigation,

12 agricultural irrigation, industrial uses, golf course

irrigation, landscape irrigation, irrigation of other public

14 access areas, commercial and institutional uses such as toilet

15 flushing, and transfers to other reclaimed water utilities.

16 Beginning with the submittal due on January 1, 2004, each

17 domestic wastewater utility that provides reclaimed water for

the reuse activities listed in this section shall include a summary of its metering and rate structure as part of its

20 annual reuse report to the department.

Section 10. Section 403.0645, Florida Statutes, is created to read:

403.0645 Reclaimed water use at state facilities.--

- (1) The encouragement and promotion of reuse of reclaimed water has been established as a state objective in ss. 373.250 and 403.064. Reuse has become an integral part of water and wastewater management in Florida, and Florida is recognized as a national leader in water reuse.
- (2) The state and various state agencies and water management districts should take a leadership role in using reclaimed water in lieu of other water sources. Use of

reclaimed water by state agencies and facilities will conserve potable water and will serve an important public education function.

- (3) All state agencies and water management districts are directed to use reclaimed water to the greatest extent practicable for landscape irrigation, toilet flushing, aesthetic features such as decorative ponds and fountains, cooling water, and other useful purposes allowed by department rules at state facilities, including, but not limited to, parks, rest areas, visitor welcome centers, buildings, college campuses, and other facilities.
- (4) Each state agency and water management district shall submit to the Secretary of Environmental Protection by February 1 of each year a summary of activities designed to utilize reclaimed water at its facilities along with a summary of the amounts of reclaimed water actually used for beneficial purposes.

Section 11. This act shall take effect July 1, 2003.

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
2	COMMITTEE SUBSTITUTE FOR Senate Bill 2758
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4	The committee substitute provides that in local comprehensive
5	plans, local governments must address water supply projects necessary to meet and achieve existing and projected water use. The PSC is authorized to allow the recovery of
6	alternative water supply facilities and is authorized to provide assistance to additional small water utilities
7	requesting rate setting assistance. The committee substitute provides additional responsibilities for the water management
8	districts when developing regional water supply plans, and creates funding priority for grants and loans for projects
9	using alternative sources of water.
10	The committee substitute directs the DEP and the water management districts to submit recommendations to the
11	Legislature to identify alternative methods of extending the use of existing water resources. The governing boards of the
12	water management districts are authorized to adopt rules to identify preferred water supply sources. Longer term permits
13	are authorized for consumptive use permit applicants proposing to use preferred water supply sources. The committee
14	substitute creates new provisions to regulate Landscape Irrigation Design, encourages utilities to meter and charge
15 16	for reclaimed water based on the actual volume used, and mandates that state agencies use reclaimed water whenever
17	possible. The committee substitute removes provisions of the original
18	bill authorizing the PSC to set water conservation or drought rates; requiring that preference be given to consumptive use
19	permit applicants that have adopted water conservation rates to promote water use efficiency; and permit variances for
20	reclamation projects that provide water supply development or water resource development.
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