CS/CS/HB 239 2011

A bill to be entitled

An act relating to water quality; directing the Department

effective date.

of Environmental Protection to publish a notice of proposed rulemaking by a specified date to revise certain criteria for the state's waterbodies; creating s. 403.066, F.S.; providing for the classification of designated uses of the state's surface waters by human use and aquatic life use; redesignating specified surface water classifications; authorizing the department to adopt rules; providing for effect contingent upon approval of the United States Environmental Protection Agency; providing for the department to adopt a classification system by rule, subject to ratification by the Legislature; providing for repeal of the section upon ratification of the department rule; amending ss. 373.199, 373.453, 373.4592, 373.461, 380.061, 403.061, 403.086, 403.0882, 403.121, 403.707, and 403.813, F.S.; conforming provisions to changes made by the act; providing an

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Be It Enacted by the Legislature of the State of Florida:

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The Department of Environmental Protection is directed to publish a notice of proposed rulemaking no later than May 31, 2012, to revise the dissolved oxygen criteria applicable to Florida waterbodies to take into account the variability occurring in nature.

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Section 2. Section 403.066, Florida Statutes, is created to read:

- 403.066 Classification of surface waters.-
- (1) The designated uses for all surface waters of the state shall be classified to include a Human Use and an Aquatic Life Use as follows:
 - (a) Human Uses.-

- 1. Human Use 1 Protection of potable water supply suitable for human consumption, fish consumption, and full body contact.—This use requires maintaining a level of water quality suitable for potable water or intended to be suitable for human consumption after conventional drinking water treatment methods.
- 2. Human Use 2 Protection of shellfish harvesting for human consumption, fish consumption, and full body contact.—This use requires maintaining a level of water quality that prevents unpalatable flavor or accumulation of substances harmful to human health in shellfish tissue.
- 3. Human Use 3 Protection of fish consumption and full body contact.—This use requires maintaining a level of water quality that prevents unpalatable flavor or accumulation of substances harmful to human health in fish tissue. Recreational uses may support prolonged and direct contact with the water with minimal risk of water ingestion in quantities sufficient to pose a health hazard.
- 4. Human Use 4 Protection of fish consumption and incidental human contact.—This use requires maintaining a level of water quality that prevents unpalatable flavor or accumulation of substances harmful to human health in fish

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tissue. Recreational uses may result in contact with the water that is incidental or accidental with minimal risk of water ingestion.

- 5. Human Use 5 Protection of fish consumption.—This use requires maintaining a level of water quality that prevents unpalatable flavor or accumulation of substances harmful to human health in fish tissue. Human contact with the water is limited or restricted due to unsafe physical conditions.
- 6. Human Use 6 Protection of waters for crop irrigation or consumption by livestock.—This use requires maintaining a level of water quality suitable for consumption of water by livestock or surface water withdrawal for the irrigation of cropland.
- 7. Human Use 7 Utility and industrial uses.—This use requires maintaining a level of water quality suitable for utility and industrial purposes.
 - (b) Aquatic Life Uses.-

- 1. Aquatic Life Use 1 Propagation and maintenance of exceptional aquatic communities that approximate the biological structure and function of the natural background.—Under this use, natural structural, functional, and taxonomic integrity is preserved or approximated; structure and function are similar to the natural community; and ecosystem level functions are fully maintained.
- 2. Aquatic Life Use 2 Propagation and maintenance of healthy, well—balanced aquatic communities with minimal deviation of the biological structure and function relative to the natural background.—Under this use, overall balanced

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distribution of all expected groups of taxa and all ecosystem functions are fully maintained. May have changes in the biological structure as evidenced by the replacement of sensitive taxa by more tolerant taxa.

- 3. Aquatic Life Use 3 Protection of aquatic communities with moderate deviation of the biological structure and function relative to the natural background.—Under this use, changes in the biological structure and function have resulted in an altered aquatic community, a transition between a community characterized by sensitive or expected taxa to one characterized by tolerant taxa has occurred, and biology may be limited due to habitat limitations, hydrologic modifications, physical alterations, or other factors identified by department rule.
- 4. Aquatic Life Use 4 Protection of aquatic communities with substantial deviation of the biological structure and function relative to the natural background.—Under this use, substantial changes in the biological structure and function have resulted in a limited aquatic community, the community consists primarily of tolerant taxa able to survive and propagate under adverse or variable environmental conditions, and biology may be limited due to extreme habitat limitations, hydrologic modifications, physical alterations, or other factors identified by department rule.
- (2) Unless otherwise specified by department rule, the following surface water classifications are redesignated:
- (a) Class I is redesignated as Human Use 1/Aquatic Life Use 2.

111	(b) Class II is redesignated as Human Use 2/Aquatic Life
112	Use 2.
113	(c) Class III is redesignated as Human Use 3/Aquatic Life
114	Use 2.
115	(d) Class IV is redesignated as Human Use 6 and includes
116	the Class IV classification criteria.
117	(e) Class V is redesignated as Human Use 7 and includes
118	the Class V classification criteria.
119	(3) The department may adopt rules to implement this
120	section.
121	(4) This section is effective upon approval of the United
122	States Environmental Protection Agency.
123	(5) If the department determines that changes are
124	necessary to improve the classification system under this
125	section, it shall adopt an updated classification system by
126	rule, which shall be subject to ratification by the Legislature.
127	Upon ratification of the department rule, this section is
128	repealed.
129	Section 3. Paragraph (d) of subsection (4) of section
130	373.199, Florida Statutes, is amended to read:
131	373.199 Florida Forever Water Management District Work
132	Plan.—
133	(4) The list submitted by the districts shall include,
134	where applicable, the following information for each project:
135	(d) A description of strategies and potential strategies,
136	including improved stormwater management, for restoring or
137	protecting the water body to Human Use 3/Aquatic Life Use 2

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III or better surface water quality status. Such

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strategies may utilize alternative technologies for pollutant reduction, such as cost-effective biologically-based, hybrid wetlands/chemical and other innovative nutrient control technologies.

Section 4. Paragraph (e) of subsection (2) of section 373.453, Florida Statutes, is amended to read:

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- 373.453 Surface water improvement and management plans and programs.—
 - (2) Unless otherwise provided by law, the water management districts, in cooperation with state agencies, local governments, and others, may develop surface water improvement and management plans and programs for the water bodies identified on the priority lists. Plans developed pursuant to this subsection shall include, but not be limited to:
 - (e) A description of strategies and a schedule for related management actions for restoring or protecting the water body to Human Use 3/Aquatic Life Use 2 Class III or better, including those needed to help achieve state-adopted total maximum daily loads for the water body;
 - Section 5. Paragraph (m) of subsection (2) and paragraph (e) of subsection (4) of section 373.4592, Florida Statutes, are amended to read:
 - 373.4592 Everglades improvement and management.
 - (2) DEFINITIONS.—As used in this section:
 - (m) "Phosphorus criterion" means a numeric interpretation for phosphorus of the <u>Human Use 3/Aquatic Life Use 2</u> Class III narrative nutrient criterion.
 - (4) EVERGLADES PROGRAM.-

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(e) Evaluation of water quality standards.-

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- 1. The department and the district shall employ all means practicable to complete by December 31, 1998, any additional research necessary to:
- a. Numerically interpret for phosphorus the <u>Human Use</u> 3/Aquatic Life Use 2 Class III narrative nutrient criterion necessary to meet water quality standards in the Everglades Protection Area; and
- b. Evaluate existing water quality standards applicable to the Everglades Protection Area and EAA canals.
- In no case shall such phosphorus criterion allow waters in the Everglades Protection Area to be altered so as to cause an imbalance in the natural populations of aquatic flora or fauna. The phosphorus criterion shall be 10 parts per billion (ppb) in the Everglades Protection Area in the event the department does not adopt by rule such criterion by December 31, 2003. However, in the event the department fails to adopt a phosphorus criterion on or before December 31, 2002, any person whose substantial interests would be affected by the rulemaking shall have the right, on or before February 28, 2003, to petition for a writ of mandamus to compel the department to adopt by rule such criterion. Venue for the mandamus action must be Leon County. The court may stay implementation of the 10 parts per billion (ppb) criterion during the pendency of the mandamus proceeding upon a demonstration by the petitioner of irreparable harm in the absence of such relief. The department's phosphorus criterion, whenever adopted, shall supersede the 10 parts per billion (ppb) criterion otherwise established by this

section, but shall not be lower than the natural conditions of the Everglades Protection Area and shall take into account spatial and temporal variability. The department's rule adopting a phosphorus criterion may include moderating provisions during the implementation of the initial phase of the Long-Term Plan authorizing discharges based upon BAPRT providing net improvement to impacted areas. Discharges to unimpacted areas may also be authorized by moderating provisions, which shall require BAPRT, and which must be based upon a determination by the department that the environmental benefits of the discharge clearly outweigh potential adverse impacts and otherwise comply with antidegradation requirements. Moderating provisions authorized by this section shall not extend beyond December 2016 unless further authorized by the Legislature pursuant to paragraph (3) (d).

3. The department shall use the best available information to define relationships between waters discharged to, and the resulting water quality in, the Everglades Protection Area. The department or the district shall use these relationships to establish discharge limits in permits for discharges into the EAA canals and the Everglades Protection Area necessary to prevent an imbalance in the natural populations of aquatic flora or fauna in the Everglades Protection Area, and to provide a net improvement in the areas already impacted. During the implementation of the initial phase of the Long-Term Plan, permits issued by the department shall be based on BAPRT and shall include technology-based effluent limitations consistent with the Long-Term Plan. Compliance with the phosphorus

criterion shall be based upon a long-term geometric mean of concentration levels to be measured at sampling stations recognized from the research to be reasonably representative of receiving waters in the Everglades Protection Area, and so located so as to assure that the Everglades Protection Area is not altered so as to cause an imbalance in natural populations of aquatic flora and fauna and to assure a net improvement in the areas already impacted. For the Everglades National Park and the Arthur R. Marshall Loxahatchee National Wildlife Refuge, the method for measuring compliance with the phosphorus criterion shall be in a manner consistent with Appendices A and B, respectively, of the settlement agreement dated July 26, 1991, entered in case No. 88-1886-Civ-Hoeveler, United States District Court for the Southern District of Florida, that recognizes and provides for incorporation of relevant research.

4. The department's evaluation of any other water quality standards must include the department's antidegradation standards and EAA canal classifications. In recognition of the special nature of the conveyance canals of the EAA, as a component of the classification process, the department is directed to formally recognize by rulemaking existing actual beneficial uses of the conveyance canals in the EAA. This shall include recognition of the Human Use 3/Aquatic Life Use 2 Class III designated uses of recreation, propagation and maintenance of a healthy, well-balanced population of fish and wildlife, the integrated water management purposes for which the Central and Southern Florida Flood Control Project was constructed, flood control, conveyance of water to and from Lake Okeechobee for

urban and agricultural water supply, Everglades hydroperiod restoration, conveyance of water to the STAs, and navigation.

- Section 6. Paragraph (b) of subsection (1) and paragraph (b) of subsection (2) of section 373.461, Florida Statutes, are amended to read:
 - 373.461 Lake Apopka improvement and management.-
 - (1) FINDINGS AND INTENT.

- (b) Technical studies have determined that substantial reductions in or elimination of phosphorus in farm discharges to Lake Apopka will be necessary in order to improve water quality and restore the lake to Human Use 3/Aquatic Life Use 2 Class III standards.
 - (2) DEFINITIONS.—As used in this section:
- (b) "Phosphorus criterion" means a numeric interpretation for phosphorus of the <u>Human Use 3/Aquatic Life Use 2</u> Class III narrative nutrient criterion.
- Section 7. Paragraph (a) of subsection (3) of section 380.061, Florida Statutes, is amended to read:
 - 380.061 The Florida Quality Developments program.-
- (3) (a) To be eligible for designation under this program, the developer shall comply with each of the following requirements if applicable to the site of a qualified development:
- 1. Donate or enter into a binding commitment to donate the fee or a lesser interest sufficient to protect, in perpetuity, the natural attributes of the types of land listed below. In lieu of this requirement, the developer may enter into a binding commitment that runs with the land to set aside such areas on

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the property, in perpetuity, as open space to be retained in a natural condition or as otherwise permitted under this subparagraph. Under the requirements of this subparagraph, the developer may reserve the right to use such areas for passive recreation that is consistent with the purposes for which the land was preserved.

- a. Those wetlands and water bodies throughout the state which would be delineated if the provisions of s. 373.4145(1)(b) were applied. The developer may use such areas for the purpose of site access, provided other routes of access are unavailable or impracticable; may use such areas for the purpose of stormwater or domestic sewage management and other necessary utilities if such uses are permitted pursuant to chapter 403; or may redesign or alter wetlands and water bodies within the jurisdiction of the Department of Environmental Protection which have been artificially created if the redesign or alteration is done so as to produce a more naturally functioning system.
- b. Active beach or primary and, where appropriate, secondary dunes, to maintain the integrity of the dune system and adequate public accessways to the beach. However, the developer may retain the right to construct and maintain elevated walkways over the dunes to provide access to the beach.
- c. Known archaeological sites determined to be of significance by the Division of Historical Resources of the Department of State.
- d. Areas known to be important to animal species designated as endangered or threatened by the United States Fish and Wildlife Service or by the Fish and Wildlife Conservation

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Commission, for reproduction, feeding, or nesting; for traveling between such areas used for reproduction, feeding, or nesting; or for escape from predation.

e. Areas known to contain plant species designated as endangered by the Department of Agriculture and Consumer Services.

- 2. Produce, or dispose of, no substances designated as hazardous or toxic substances by the United States Environmental Protection Agency, the Department of Environmental Protection, or the Department of Agriculture and Consumer Services. This subparagraph does not apply to the production of these substances in nonsignificant amounts as would occur through household use or incidental use by businesses.
- 3. Participate in a downtown reuse or redevelopment program to improve and rehabilitate a declining downtown area.
- 4. Incorporate no dredge and fill activities in, and no stormwater discharge into, waters designated as <u>Human Use</u>
 2/Aquatic Life Use 2 Class II, aquatic preserves, or Outstanding Florida Waters, except as permitted pursuant to s. 403.813(1), and the developer demonstrates that those activities meet the standards under <u>Human Use 2/Aquatic Life Use 2</u> Class II waters, Outstanding Florida Waters, or aquatic preserves, as applicable.
- 5. Include open space, recreation areas, Florida-friendly landscaping as defined in s. 373.185, and energy conservation and minimize impermeable surfaces as appropriate to the location and type of project.
- 6. Provide for construction and maintenance of all onsite infrastructure necessary to support the project and enter into a

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binding commitment with local government to provide an appropriate fair-share contribution toward the offsite impacts that the development will impose on publicly funded facilities and services, except offsite transportation, and condition or phase the commencement of development to ensure that public facilities and services, except offsite transportation, are available concurrent with the impacts of the development. For the purposes of offsite transportation impacts, the developer shall comply, at a minimum, with the standards of the state land planning agency's development-of-regional-impact transportation rule, the approved strategic regional policy plan, any applicable regional planning council transportation rule, and the approved local government comprehensive plan and land development regulations adopted pursuant to part II of chapter 163.

- 7. Design and construct the development in a manner that is consistent with the adopted state plan, the applicable strategic regional policy plan, and the applicable adopted local government comprehensive plan.
- Section 8. Subsection (29) of section 403.061, Florida Statutes, is amended to read:
- 403.061 Department; powers and duties.—The department shall have the power and the duty to control and prohibit pollution of air and water in accordance with the law and rules adopted and promulgated by it and, for this purpose, to:
- (29) Adopt by rule special criteria to protect <u>Human Use</u>

 <u>2/Aquatic Life Use 2</u> Class II and <u>Human Use 3/Aquatic Life Use 2</u>

 <u>Class III</u> shellfish harvesting waters. Such rules may include

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special criteria for approving docking facilities that have 10 or fewer slips if the construction and operation of such facilities will not result in the closure of shellfish waters.

The department shall implement such programs in conjunction with its other powers and duties and shall place special emphasis on reducing and eliminating contamination that presents a threat to humans, animals or plants, or to the environment.

Section 9. Paragraph (b) of subsection (7) of section 403.086, Florida Statutes, is amended to read:

403.086 Sewage disposal facilities; advanced and secondary waste treatment.—

(7)

- (b) Notwithstanding any other provisions of this chapter or chapter 373, backup discharges of reclaimed water meeting the standards as set forth in subsection (4) shall be presumed to be allowable and shall be permitted in all waters in the state at a reasonably accessible point where such discharge results in minimal negative impact. Wet weather discharges as provided in s. 2(3)(c), chapter 90-262, Laws of Florida, shall include backup discharges as provided in this section. The presumption of the allowability of a backup discharge may be overcome only by a demonstration that one or more of the following conditions is present:
- 1. The discharge will be to an Outstanding Florida Water, except as provided in chapter 90-262, Laws of Florida;
- 2. The discharge will be to Human Use 1/Aquatic Life Use 2 Class II waters;

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3. The increased volume of fresh water contributed by a backup discharge will seriously alter the natural freshwater to saltwater balance of receiving waters after reasonable opportunity for mixing;

- 4. The discharge will be to a water body having a pollutant load reduction goal established by a water management district or the department, and the discharge will cause or contribute to a violation of the established goal;
- 5. The discharge fails to meet the requirements of the antidegradation policy contained in department rules; or
- 6. The discharge will be to waters that the department determines require more stringent nutrient limits than those set forth in subsection (4).
- Section 10. Paragraph (b) of subsection (6) of section 403.0882, Florida Statutes, is amended to read:
 - 403.0882 Discharge of demineralization concentrate.
- (6) This subsection applies only to small water utility businesses.
- (b) The presumption in paragraph (a) may be overcome only by a demonstration that one or more of the following conditions is present:
- 1. The discharge will be made directly into an Outstanding Florida Water, except as provided in chapter 90-262, Laws of Florida;
- 2. The discharge will be made directly to <u>Human Use</u>
 1/Aquatic Life Use 2
 Class II waters;
 - 3. The discharge will be made to a water body having a

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total maximum daily load established by the department and the discharge will cause or contribute to a violation of the established load;

- 4. The discharge fails to meet the requirements of the antidegradation policy contained in the department rules;
 - 5. The discharge will be made to a sole-source aquifer;
- 6. The discharge fails to meet applicable surface water and groundwater quality standards; or
- 7. The results of any toxicity test performed by the applicant under paragraph (d) or by the department indicate that the discharge does not meet toxicity requirements at the boundary of the mixing zone under subparagraph (a) 2.
- Section 11. Paragraphs (c) of subsection (3) of section 403.121, Florida Statutes, is amended to read:
- 403.121 Enforcement; procedure; remedies.—The department shall have the following judicial and administrative remedies available to it for violations of this chapter, as specified in s. 403.161(1).
- (3) Except for violations involving hazardous wastes, asbestos, or underground injection, administrative penalties must be calculated according to the following schedule:
- (c) For a dredge and fill or stormwater violation, the department shall assess a penalty of \$1,000 for unpermitted or unauthorized dredging or filling or unauthorized construction of a stormwater management system against the person or persons responsible for the illegal dredging or filling, or unauthorized construction of a stormwater management system plus \$2,000 if the dredging or filling occurs in an aquatic preserve,

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Outstanding Florida Water, conservation easement, or Human Use 1/Aquatic Life Use 2 Class I or Human Use 2/Aquatic Life Use 2 Class II surface water, plus \$1,000 if the area dredged or filled is greater than one-quarter acre but less than or equal to one-half acre, and plus \$1,000 if the area dredged or filled is greater than one-half acre but less than or equal to one acre. The administrative penalty schedule shall not apply to a dredge and fill violation if the area dredged or filled exceeds one acre. The department retains the authority to seek the judicial imposition of civil penalties for all dredge and fill violations involving more than one acre. The department shall assess a penalty of \$3,000 for the failure to complete required mitigation, failure to record a required conservation easement, or for a water quality violation resulting from dredging or filling activities, stormwater construction activities or failure of a stormwater treatment facility. For stormwater management systems serving less than 5 acres, the department shall assess a penalty of \$2,000 for the failure to properly or timely construct a stormwater management system. In addition to the penalties authorized in this subsection, the department shall assess a penalty of \$5,000 per violation against the contractor or agent of the owner or tenant that conducts unpermitted or unauthorized dredging or filling. For purposes of this paragraph, the preparation or signing of a permit application by a person currently licensed under chapter 471 to practice as a professional engineer shall not make that person an agent of the owner or tenant. Section 12. Subsection (5) of section 403.707, Florida

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Statutes, is amended to read:

403.707 Permits.-

(5) The department may not issue a construction permit pursuant to this part for a new solid waste landfill within 3,000 feet of $\underline{\text{Human Use 1/Aquatic Life Use 2}}$ class $\underline{\text{I}}$ surface waters.

Section 13. Paragraph (m) of subsection (1) of section 403.813, Florida Statutes, is amended to read:

403.813 Permits issued at district centers; exceptions.-

- (1) A permit is not required under this chapter, chapter 373, chapter 61-691, Laws of Florida, or chapter 25214 or chapter 25270, 1949, Laws of Florida, for activities associated with the following types of projects; however, except as otherwise provided in this subsection, nothing in this subsection relieves an applicant from any requirement to obtain permission to use or occupy lands owned by the Board of Trustees of the Internal Improvement Trust Fund or any water management district in its governmental or proprietary capacity or from complying with applicable local pollution control programs authorized under this chapter or other requirements of county and municipal governments:
- (m) The installation of subaqueous transmission and distribution lines laid on, or embedded in, the bottoms of waters in the state, except in Human Use 1/Aquatic Life Use 2
 Class I and Human Use 2/Aquatic Life Use 2 Class II waters and aquatic preserves, provided no dredging or filling is necessary.

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Section 14. This act shall take effect July 1, 2011.

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