${\bf By}$ the Committees on Ways and Means; Natural Resources; and Senators Latvala and Laurent

301-2239-98

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A bill to be entitled An act relating to the Florida Forever Program; creating s. 259.202, F.S.; providing for the Florida Forever Program Act; providing legislative findings and intent relating to the acquisition of lands for conservation, ecosystem restoration, recreation, water resource and water supply development, and urban green space and recreational opportunities; providing a process for surplusing Florida Forever lands; authorizing the sale of up to \$3 billion in bonds to implement the Florida Forever Program; providing for alternatives to fee simple acquisitions, providing a limitation on such acquisitions; providing a funding mechanism for the State Lands Management Trust Fund, which is to be created by general law; providing for the continuation of existing debt service payments for prior bond issues; providing uses for the State Lands Management Trust Fund; creating the Preservation 2000 Program Review Study Commission; providing for membership of the commission and its duties; requiring a report; providing an appropriation; amending s. 259.032, F.S.; revising eligibility requirements for payments in lieu of taxes; providing for payments in lieu of taxes to school boards, as well as to Glades County to compensate the county for its tax loss due to the opening of a prison; amending s. 259.041,

1 F.S.; authorizing the Division of State Lands 2 to use appraisal reports provided by nonprofit 3 organizations or public agencies; amending s. 259.101, F.S.; requiring the Department of 4 5 Environmental Protection to fund certain fixed 6 capital outlay projects; requiring the 7 Southwest Florida Water Management District to 8 fund water supply development activities; 9 providing a limitation and requirements; 10 requiring the South Florida Water Management 11 District to fund Everglades restoration; requiring an extraordinary vote of the Board of 12 13 Trustees of the Internal Improvement Trust Fund before an acquisition may be made in a county 14 having more than 35 percent of its lands in 15 public ownership; providing a limitation on the 16 17 acquisition of projects using less than fee acquisition alternatives; delaying the 18 19 redistribution of certain funds; revising 20 accounting procedures relating to a redistribution of certain Preservation 2000 21 moneys; amending s. 373.59, F.S.; revising 22 eligibility requirements for payments in lieu 23 24 of taxes; providing for payments in lieu of taxes to school boards; authorizing the Board 25 of Trustees of the Internal Improvement Trust 26 27 Fund to transfer specified lands to Walton 28 County at a specified price, providing 29 limitations on the use of those lands; amending 30 s. 253.82, F.S.; providing for all 31 transportation easements acquired under the

1 Murphy Act to be conveyed to the Department of 2 Transportation or the governmental entity 3 currently having title to the adjacent roadway; 4 requiring the establishment of a procedure for 5 review of deeds containing transportation 6 reservations acquired under the Murphy Act; 7 setting requirements for the review process; providing for compensation of certain property 8 9 owners when the reservation denies current 10 economic use of the property; providing for 11 mediation or arbitration; amending ss. 712.04, 712.05, F.S.; providing for the release of 12 13 certain easements held by governmental entities; providing for preservation of certain 14 road easement reservations pursuant to a road 15 project scheduled to begin within a specified 16 17 period; amending s. 201.15, F.S.; revising the amounts of tax revenues to be distributed for 18 19 debt service on the Preservation 2000 Program 20 and the Florida Forever Program; providing an effective date. 21

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

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Section 1. Section 259.202, Florida Statutes, is created to read:

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259.202 The Florida Forever Program Act.--

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(1) This section may be cited as the "Florida Forever Program Act."

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(2) The Legislature finds and declares that:

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(a) The alteration and development of Florida's natural areas to accommodate its rapidly growing population have contributed to the degradation of water resources, the fragmentation and destruction of wildlife habitats, the loss of outdoor recreation space, and the diminishment of wetlands, forests, and public beaches.

- (b) The potential development of Florida's remaining natural areas and escalation of land values require a continuation of government efforts to restore, bring under public protection, or acquire lands and water areas to preserve the state's invaluable quality of life.
- (c) Florida's ground waters, surface waters, and springs are under tremendous pressure due to population growth and economic expansion and require special protection and restoration efforts. To ensure that sufficient quantities of water are available to meet the current and future reasonable-beneficial uses and needs of the natural systems, and to assist in achieving the planning goals of the department and the water management districts, water resource development projects on public lands, where compatible with the resource values of and management objectives for such lands, are appropriate. All lands acquired in the future under the Florida Forever Program and other state land acquisition programs may be used for water supply and water resource development projects compatible with their resource values and management objectives. Funds provided under the Florida Forever Program shall not be used for the construction of wells or pipeline facilities. As used in this legislation, multiple use also includes public recreation, water supply, water resource development projects, and sustainable forestry management, where appropriate. As provided herein, permittable

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water resource development and water supply development projects may be allowed subject to complying with the following: compliance with the established minimum flows and levels, if any, for those waters potentially affected by the project; compliance with all conditions for the issuance of permits under part II of chapter 373; and consistency with the Regional Water Supply Plan of the water management district, if any.

- (d) The availability of public hunting lands is being reduced as more landowners are leasing their lands for private hunting. Additional emphasis should be placed on the acquisition and management of lands that will be open for appropriate public hunting and wildlife management strategies.
- The needs of urban Florida for high-quality outdoor recreational opportunities, greenways, trails, and open space have not been fully met by previous acquisition programs. Through such programs as the Florida Communities Trust, the state shall place additional emphasis and increase funding for acquiring, protecting, preserving, and restoring open space, greenways and trails, and recreation properties within urban areas where pristine natural communities or water bodies no longer exist because of their proximity to developed property.
- (f) Access to public lands to support a broad range of outdoor recreational opportunities and the development of necessary infrastructure, where compatible with the resource values of and management objectives for such lands, promotes an appreciation for Florida's natural assets and improves the quality of life.
- (g) Acquisition of lands, in fee simple or in any lesser interest, should be based on a comprehensive assessment

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of Florida's natural resources and planned so as to protect the integrity of ecological systems and to provide multiple benefits, including preservation of fish and wildlife habitat, recreation space for urban as well as rural areas, and water recharge.

- (h) The acquisition of lands needed to complete projects undertaken under the Preservation 2000 program should be emphasized, to enhance management efficiency and protect extensive natural areas.
- (i) Public agencies or other entities that receive funds under this act are encouraged to better coordinate their expenditures so that project acquisitions, when combined with acquisitions under the Preservation 2000, Save Our Rivers, the Florida Communities Trust, and other public land acquisition programs, will form more complete patterns of protection for natural areas and functioning ecosystems, to better accomplish the intent of the Florida Forever Act.
- (j) A long-term financial commitment to managing Florida's public lands must accompany any new land acquisition program to ensure that the natural resource values of such lands are protected, that the public has the opportunity to enjoy the lands to their fullest potential, and that the state achieves the full benefits of its investment of public dollars.
- (k) Many of Florida's unique ecosystems such as the Florida Everglades are facing ecological collapse due to Florida's burgeoning population. To preserve these valuable ecosystems for future generations, parcels of land must be acquired to facilitate ecosystem restoration.
- (1) An assessment of appropriate management strategies 31 | for Florida Forever acquisitions should be completed early in

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the acquisition process and should emphasize the development of a management prospectus detailing the management goals for the property; the conditions that will affect the intensity of management; an estimate of the revenue-generating potential of the property, if appropriate; a timetable for implementing the various stages of management and for providing access to the public, if applicable; provisions for protecting existing infrastructure and for ensuring the security of the project upon acquisition; the anticipated costs of management and projected sources of revenue; and other information as required pursuant to s. 259.032(9)(b)1. prior to the acquisition of a project.

(3)(a) Any lands acquired pursuant to this program, where title is vested in the Board of Trustees of the Internal Improvement Trust Fund, may be disposed of by the board in accordance with the procedures set forth in s. 253.034(6). Lands whose titles vest in a water management district governing board may be disposed of by the owning water management district in accordance with the procedures set forth in ss. 373.056 and 373.089. All agencies that hold title to lands acquired under the Florida Forever Program shall biennially evaluate their inventory of such lands to determine whether any of the properties are suitable for surplus.

- (b) Lands determined to be surplus pursuant to this subsection shall be sold for fair market value, except that the price of lands sold as surplus to a local government shall not exceed the price paid by the state or a water management district to originally acquire the lands and such lands shall be used for public purposes.
- (c) Before land can be determined to be of no further benefit to the public as required by s. 253.034(6), or to be

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no longer required for its purposes under s. 373.056(4), there shall first be a determination by the Land Acquisition and Management Advisory Council that such land no longer needs to be preserved in furtherance of the intent of the Florida Forever Program Act.

- 1. For lands proposed for surplus within the original project boundaries or the core parcel there must be a finding by the council that the land has no unique or high-quality natural resources, is of low natural resource values, as determined by a biological assessment or survey conducted by the Florida Natural Areas Inventory or its successor, or is of lower natural resource values than the land proposed to be purchased with the proceeds from its sale. The board of trustees shall review and approve or deny surplusing decisions pursuant to this subparagraph.
- 2. For lands proposed for surplus located outside the original project boundary the council shall presume that the lands are to be surplused unless:
- a. A biological assessment or survey conducted by the Florida Natural Areas Inventory or its successor has determined that the lands are of such quality that surplusing should not be approved; or
- The lead managing agency can provide sufficient evidence that the loss of such lands would substantially harm the purposes for which the land was purchased.
- 3. Decisions regarding surplusing pursuant to subparagraph 2. shall be reviewed and approved or denied by the board of trustees.
- (d) Requests for surplusing may be made by any public or private entity or person. All requests are to be submitted 31 to the lead managing agency for review and recommendation to

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the council. Lead managing agencies shall have 90 days to review such requests and make recommendations. Any surplusing requests that have not been acted upon within the requirements of this paragraph shall be immediately scheduled for hearing at the next regularly scheduled council meeting. (e) Notwithstanding paragraphs (a)-(c), no such

- disposition of land shall be made if such disposition would have the effect of causing all or any portion of the interest on any revenue bonds issued to fund the Florida Forever Program Act to lose the exclusion from gross income for purposes of federal income taxation. Any revenue derived from the disposal of such lands may not be used for any purpose except for deposit into the Florida Forever Trust Fund, the Water Management Lands Trust Fund, or the appropriate local government trust fund, depending on the entity that held title to the land, for the acquisition of new lands which meet the criteria pursuant to this section.
- (f) Lands identified as suitable for surplus shall first be offered to local governmental entities for a period of 90 days. Local governmental uses for such surplus lands may include public schools, public libraries, fire or law enforcement substations, and recreational centers. Local governmental requests for surplus lands shall be expedited throughout the surplusing process. State agencies shall have the subsequent opportunity to acquire the surplus lands for a period not to exceed 30 days after the offer to local governments expires. Surplus properties in which governmental agencies have expressed no interest shall then be available for sale on the private market.
- Section 2. The Legislature finds that the sale of 31 bonds to implement the Florida Forever Program is an

appropriate mechanism to meet the needs of future generations to enjoy the outdoors and natural resources of Florida forever and intends that the sale of up to \$3 billion in bonds be authorized over the 10-year period beginning July 1, 2001, and ending July 1, 2010.

Section 3. The Legislature finds that, with the increasing pressures on the natural areas of this state, the state must develop creative techniques to maximize the use of acquisition and management moneys. The Legislature also finds that the state's environmental land-buying agencies should be encouraged to augment their traditional, fee simple acquisition programs with the use of alternatives to fee simple acquisition techniques. The Legislature also finds that using alternatives to fee simple acquisition by public land-buying agencies will achieve the following public policy goals:

- (1) Allow more lands to be brought under public protection for preservation, conservation, and recreational purposes at less expense using public funds.
- (2) Retain, on local government tax rolls, some portion of or interest in lands which are under public protection.
- (3) Reduce long-term management costs by allowing private property owners to continue acting as stewards of the land, where appropriate.

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Florida Forever projects to be acquired using alternatives to fee simple acquisition, after meeting applicable selection criteria, shall be ranked based on price, with the highest priority given to projects for which the sellers are willing

31 to accept the greatest reduction below the appraised value of

the property. However, no projects using alternatives to fee simple acquisition may be undertaken if the purchase price 2 3 exceeds two-thirds of the project's appraised value. 4 Section 4. The Legislature finds that sufficient funds 5 must be made available for management, maintenance, capital 6 improvements, and protection of lands acquired through the 7 Florida Forever and Preservation 2000 programs and other 8 programs for the acquisition of lands for conservation and recreation. Therefore, effective July 1, 2000, new funds, not 9 10 including bond proceeds, which are credited to the 11 Conservation and Recreation Lands Trust Fund created pursuant to section 259.032(2)(a), Florida Statutes, and the Water 12 Management Lands Trust Fund created pursuant to section 13 373.59(1), Florida Statutes, after payment of debt service 14 requirements for prior bond issues, shall be transferred to 15 the State Lands Management Trust Fund which is to be created 16 17 pursuant to general law. Moneys in the State Lands Management Trust Fund shall be used for management, maintenance, and 18 19 capital improvements on recreation, conservation, environmental, or water management lands, including, but not 20 limited to, those lands acquired with funds from the 21 Conservation and Recreation Lands Trust Fund, the Preservation 22 2000 Trust Fund, the Water Management Lands Trust Fund, or the 23 24 Water Resources Development Account. The trust funds may also 25 be used for water supply development and fixed capital outlay projects to implement approved Surface Water Improvement and 26 Management plans. Up to 1.5 percent of the total deposits ever 27 deposited into the Water Resources Development Account, the 28 29 Conservation and Recreation Lands Trust Fund, the Water Management Lands Trust Fund, the Preservation 2000 Trust Fund, 30 31 and the Florida Forever Trust Fund shall be reserved annually

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1 in the State Lands Management Trust Fund for management, maintenance, and capital improvements on eligible lands. 2 3 Section 5. Preservation 2000 Program Review Study 4 Commission. --5 (1)(a) There is created the Preservation 2000 Program 6 Review Study Commission consisting of 15 members. The Governor 7 shall appoint five members of the commission. The President of 8 the Senate and the Speaker of the House of Representatives each shall appoint five members, three of whom must be 9 legislative members. The membership of the commission shall 10 11 reflect a broad range of interests, including legislative interests and expertise related to land restoration, 12 acquisition, and management, including, but not limited to, 13 persons with training in hydrogeology, wildlife biology, 14 engineering, real estate, and forestry management, and persons 15 with substantial expertise representing environmental 16 17 interests; agricultural and silvicultural interests; outdoor recreational interests; and land development interests. Each 18 19 appointing authority shall consider gender and racial balance 20 in addition to particular expertise when making appointments. (b) Each member of the commission may receive per diem 21 and expenses for travel, as provided in section 112.061, 22 Florida Statutes, while carrying out the official business of 23 24 the commission. No person who is or has been a lobbyist as defined in section 112.3148, Florida Statutes, at any time 25 during the 24 months preceding the nomination with any entity 26 27 whose interests could be affected by recommendations of the 28 commission, shall be appointed. The commission is assigned, for administrative 29 (C)

purposes, to the Department of Environmental Protection.

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1	(d) Appointments must be made by September 15, 1998,
2	and the commission's first meeting must be held by October 15,
3	1998. The commission shall exist until August 31, 1999. The
4	Study Commission shall designate which of its members will
5	chair the commission.
6	(2) The study commission shall develop information and
7	recommendations based on its critical review and evaluation of
8	the Preservation 2000 Program that will assist the Legislature
9	in implementing the Florida Forever Act by determining:
10	(a) Appropriate modifications and funding levels for
11	the program or a similarly constituted program after June 30,
12	2000, especially for funding additional emphasis on open space
13	and recreation in urban areas.
14	(b) Appropriate changes in legislative policies for
15	managing conservation lands purchased with bond proceeds,
16	including, but not limited to:
17	1. Multiple uses of such lands;
18	2. Use for water supply purposes;
19	3. Use of state funds for management to assist local
20	governments in managing lands purchased for conservation and
21	recreation;
22	4. Use of state funds for management for exotic plant
23	<pre>control; and</pre>
24	5. Appropriate levels of funding to be allocated for
25	management of lands and the development of management plans.
26	(c) Appropriate circumstances for declaring lands to
27	be surplus and returning them to private or public use.
28	(d) Appropriate changes in legislative policies for
29	providing payment in lieu of taxes to local governments where

substantial public lands are removed from local tax rolls.

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- (e) Appropriate changes in legislative policies for the acquisition of inholdings and additions to lands in state ownership.
- (f) Appropriate changes in legislative policies relating to the involvement of local governments in acquisition decisions for purchases within their boundaries, including the possibility of allowing local governments to have veto power over acquisitions in their jurisdiction where public land ownership accounts for over 35 percent of the tax roll.
- (g) Appropriate strategies for evaluating the state's progress in the acquisition of conservation and recreation lands, to be based, in part, on a review of the "Florida Preservation 2000 Needs and Priorities Addendum Report" published by the department in December 1997.
- (h) Appropriate changes in legislative policies relating to land acquisition procedures.
- (i) Appropriate changes in legislative policies relating to funding categories to be eligible to receive bond proceeds, and whether such categories should receive annual allocations for each year of the funding program.
- (j) Appropriate changes in legislative policies relating to the use of the moneys for the funding of alternative water supply projects by local governments and regional water supply authorities, including the extent to which these funds are to be matched.
- The Preservation 2000 Program Review Study Commission shall submit a report of its findings and recommendations to the Governor, the President of the Senate, and the Speaker of the House of Representatives by September 1, 1999.

(4) There is hereby appropriated \$75,000 to the

Department of Environmental Protection from the Water

Management Lands Trust Fund for fiscal year 1998-1999 to fund
the activities of the study commission. Staff service needs of
the study commission shall be provided primarily by the

Department of Environmental Protection with staff assistance
also provided by other agencies that have received funding
from the Preservation 2000 Program.

Section 6. Subsection (12) of section 259.032, Florida Statutes, is amended to read:

259.032 Conservation and Recreation Lands Trust Fund; purpose.--

- (12)(a) Beginning in fiscal year 1994-1995, not more than 3.75 percent of the Conservation and Recreation Lands
 Trust Fund shall be made available annually to the department for payment in lieu of taxes to qualifying counties, cities, and local governments as defined in paragraph (b) for all actual tax losses incurred as a result of board of trustees acquisitions for state agencies under the Florida Preservation 2000 Program and the Florida Forever Program during any year. Reserved funds not used for payments in lieu of taxes in any year shall revert to the fund to be used for land acquisition in accordance with the provisions of this section.
 - (b) Payment in lieu of taxes shall be available:
- 1. To counties which levy an ad valorem tax of at least 8.25 mills or the amount of the tax loss from all completed Preservation 2000 and Florida Forever acquisitions in the county exceeds 0.01 percent of the county's total taxable value, and have a population of $\underline{100,000}$ $\underline{75,000}$ or less.

- 2. To counties with a population of less than 100,000 which contain all or a portion of an area of critical state concern designated pursuant to chapter 380 and to local governments within such counties.

 3. To school boards in counties with a population of
 - 3. To school boards in counties with a population of 100,000 or less which levy the maximum millage pursuant to s. 236.25(1) and (2).
 - 4.3. For the 1997-1998 fiscal year only, and Notwithstanding the limitations of paragraph (a), to Glades County, where a privately owned and operated prison leased to the state has been opened within the last 2 years for which no other state moneys have been allocated to the county to offset ad valorem revenues. This subparagraph expires July 1, 1998.

For the purposes of this paragraph, "local government" includes municipalities, the county school board, mosquito control districts, and any other local government entity which levies ad valorem taxes, with the exception of a water management district.

- (c) Payment in lieu of taxes shall be available to any city which has a population of 10,000 or less and which levies an ad valorem tax of at least 8.25 mills or the amount of the tax loss from all completed Preservation 2000 and Florida

 Forever acquisitions in the city exceeds 0.01 percent of the city's total taxable value.
- (d) If insufficient funds are available in any year to make full payments to all qualifying counties, cities, school districts, and local governments, such counties, cities, school districts, and local governments shall receive a pro rata share of the moneys available.

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- (e) The payment amount shall be based on the average amount of actual taxes paid on the property for the 3 years preceding acquisition. Applications for payment in lieu of taxes shall be made no later than January 31 of the year following acquisition. No payment in lieu of taxes shall be made for properties which were exempt from ad valorem taxation for the year immediately preceding acquisition. If property which was subject to ad valorem taxation was acquired by a tax-exempt entity for ultimate conveyance to the state under this chapter, payment in lieu of taxes shall be made for such property based upon the average amount of taxes paid on the property for the 3 years prior to its being removed from the tax rolls. The department shall certify to the Department of Revenue those properties that may be eligible under this provision. Payment in lieu of taxes shall be limited to a total of 15 10 consecutive years of annual payments, beginning the year a local government becomes eligible.
- (f) Payment in lieu of taxes pursuant to this paragraph shall be made annually to qualifying counties, cities, school districts, and local governments after certification by the Department of Revenue that the amounts applied for are reasonably appropriate, based on the amount of actual taxes paid on the eligible property, and after the Department of Environmental Protection has provided supporting documents to the Comptroller and has requested that payment be made in accordance with the requirements of this section.
- (g) If the board of trustees conveys to a local government title to any land owned by the board, any payments in lieu of taxes on the land made to the local government shall be discontinued as of the date of the conveyance.

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Section 7. Paragraph (f) is added to subsection (7) of section 259.041, Florida Statutes, to read:

259.041 Acquisition of state-owned lands for preservation, conservation, and recreation purposes .--

- (7) Prior to approval by the board of trustees or, when applicable, the Department of Environmental Protection, of any agreement to purchase land pursuant to this chapter, chapter 260, or chapter 375, and prior to negotiations with the parcel owner to purchase any other land, title to which will vest in the board of trustees, an appraisal of the parcel shall be required as follows:
- (f) The Division of State Lands may use, as its own, appraisals obtained by a public agency or nonprofit organization, provided that the appraiser is selected from the division's list of appraisers and the appraisal is reviewed and approved by the division. For the purposes of this chapter, the term "nonprofit organization" means an organization whose purposes include the preservation of natural resources and which is exempt from federal income tax under s. 501(c)(3) of the Internal Revenue Code.

Section 8. Paragraphs (a) and (b) of subsection (3) of section 259.101, Florida Statutes, are amended, paragraph (h) is added to subsection (4) of that section, and subsection (9) of that section is amended to read:

259.101 Florida Preservation 2000 Act.--

(3) LAND ACQUISITION PROGRAMS SUPPLEMENTED. -- Less the costs of issuance, the costs of funding reserve accounts, and other costs with respect to the bonds, the proceeds of bonds issued pursuant to this act shall be deposited into the Florida Preservation 2000 Trust Fund created by s. 375.045. 31 Ten percent of the proceeds of any bonds deposited into the

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Preservation 2000 Trust Fund shall be distributed by the Department of Environmental Protection to the Department of Environmental Protection for the purchase by the South Florida Water Management District of lands in Dade, Broward, and Palm Beach Counties identified in s. 7, chapter 95-349, Laws of Florida. This distribution shall apply for any bond issue for the 1995-1996 fiscal year. For the 1997-1998 fiscal year only, \$20 million per year from the proceeds of any bonds deposited into the Florida Preservation 2000 Trust Fund shall be distributed by the Department of Environmental Protection to the St. Johns Water Management District for the purchase of lands necessary to restore Lake Apopka. The remaining proceeds shall be distributed by the Department of Environmental Protection in the following manner:

- (a) Fifty percent to the Department of Environmental Protection for the purchase of public lands as described in s. 259.032. Of this 50 percent, at least one-fifth shall be used for the acquisition of coastal lands and one-tenth may be used for fixed capital outlay projects to benefit lands acquired for conservation and recreation.
- Protection for the purchase of water management lands pursuant to s. 373.59, to be distributed among the water management districts as provided in that section. The Southwest Florida Water Management District must use at least 20 percent of its annual allocation for water supply development activities.

 However, such water supply development activities shall not include the construction of wellfields or distribution facilities. Whenever a water management district considers the purchase of lands for water supply purposes, it must establish as a priority the development of minimum flows and levels for

1 those lands pursuant to s. 373.042. The South Florida Water 2 Management District must use at least 20 percent of its annual 3 allocation for Everglades restoration activities. Funds 4 received by each district may also be used for acquisition of 5 lands necessary to implement surface water improvement and 6 management plans approved in accordance with s. 373.456 or for 7 acquisition of lands necessary to implement the Everglades 8 Construction Project authorized by s. 373.4592. 9 10 Local governments may use federal grants or loans, private 11 donations, or environmental mitigation funds, including environmental mitigation funds required pursuant to s. 12 13 338.250, for any part or all of any local match required for 14 the purposes described in this subsection. Bond proceeds 15 allocated pursuant to paragraph (c) may be used to purchase lands on the priority lists developed pursuant to s. 259.035. 16 17 Title to lands purchased pursuant to paragraphs (a), (d), (e), (f), and (g) shall be vested in the Board of Trustees of the 18 19 Internal Improvement Trust Fund, except that title to lands, or rights or interests therein, acquired by either the 20 Southwest Florida Water Management District or the St. Johns 21 River Water Management District in furtherance of the Green 22 Swamp Land Authority's mission pursuant to s. 380.0677(3), 23 24 shall be vested in the district where the acquisition project 25 is located. Title to lands purchased pursuant to paragraph (c) may be vested in the Board of Trustees of the Internal 26 Improvement Trust Fund, except that title to lands, or rights 27 28 or interests therein, acquired by either the Southwest Florida 29 Water Management District or the St. Johns River Water Management District in furtherance of the Green Swamp Land 30 31 Authority's mission pursuant to s. 380.0677(3), shall be

vested in the district where the acquisition project is located. This subsection is repealed effective October 1, 2000. Prior to repeal, the Legislature shall review the provisions scheduled for repeal and shall determine whether to reenact or modify the provisions or to take no action.

(4) PROJECT CRITERIA. --

- (h) In recognition that the state's land acquisition programs may have a disproportionate impact on some counties, no additional acquisition under the Preservation 2000 Program may be undertaken in a county having more than 35 percent of its land in public ownership without the approval of at least five members of the Board of Trustees of the Internal Improvement Trust Fund.
- (9)(a) The Legislature finds that, with the increasing pressures on the natural areas of this state, the state must develop creative techniques to maximize the use of acquisition and management moneys. The Legislature also finds that the state's environmental land-buying agencies should be encouraged to augment their traditional, fee simple acquisition programs with the use of alternatives to fee simple acquisition techniques. The Legislature also finds that using alternatives to fee simple acquisition by public land-buying agencies will achieve the following public policy goals:
- 1. Allow more lands to be brought under public protection for preservation, conservation, and recreational purposes at less expense using public funds.
- 2. Retain, on local government tax rolls, some portion of or interest in lands which are under public protection.

3. Reduce long-term management costs by allowing private property owners to continue acting as stewards of the land, where appropriate.

Therefore, it is the intent of the Legislature that public land-buying agencies develop programs to pursue alternatives to fee simple acquisition and to educate private landowners about such alternatives and the benefits of such alternatives. It also is the intent of the Legislature that the department and the water management districts spend a portion of their shares of Preservation 2000 bond proceeds to purchase eligible properties using alternatives to fee simple acquisition. Finally, it is the intent of the Legislature that public agencies acquire lands in fee simple for public access and recreational activities. Lands protected using alternatives to fee simple acquisition techniques shall not be accessible to the public unless such access is negotiated with and agreed to by the private landowners who retain interests in such lands.

(b) Projects to be acquired using alternatives to fee simple acquisition, after meeting applicable selection criteria, shall be ranked based on price, with the highest priority given to projects for which the sellers are willing to accept the greatest reduction below the appraised value of the property. However, no projects using alternatives to fee simple acquisition may be undertaken if the purchase price exceeds two-thirds of the project's appraised value.

 $\underline{\text{(c)}}$ (b) The Land Acquisition Advisory Council and the water management districts shall identify, within their 1997 acquisition plans, those projects which require a full fee simple interest to achieve the public policy goals, along with

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the reasons why full title is determined to be necessary. The 2 council and the water management districts may use 3 alternatives to fee simple acquisition to bring the remaining 4 projects in their acquisition plans under public protection. 5 For the purposes of this subsection, the term "alternatives to 6 fee simple acquisition" includes, but is not limited to: 7 purchase of development rights; conservation easements; 8 flowage easements; purchase of timber rights, mineral rights, 9 or hunting rights; purchase of agricultural interests or 10 silvicultural interests; land protection agreements; fee 11 simple acquisitions with reservations; or any other acquisition technique which achieves the public policy goals 12 13 listed in paragraph (a). It is presumed that a private landowner retains the full range of uses for all the rights or 14 interests in the landowner's land which are not specifically 15 acquired by the public agency. Life estates and fee simple 16 17 acquisitions with leaseback provisions shall not qualify as an 18 alternative to fee simple acquisition under this subsection, 19 although the department and the districts are encouraged to 20 use such techniques where appropriate.

(d)(c) Beginning in fiscal year 1996-1997, the department and each water management district shall implement initiatives to use alternatives to fee simple acquisition and to educate private landowners about such alternatives. These initiatives shall include at least two acquisitions a year by the department and each water management district utilizing alternatives to fee simple.

(e)(d) The Legislature finds that the lack of direct sales comparison information has served as an impediment to successful implementation of alternatives to fee simple 31 acquisition. It is the intent of the Legislature that, in the

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30 31 absence of direct comparable sales information, appraisals of alternatives to fee simple acquisitions be based on the difference between the full fee simple valuation and the value of the interests remaining with the seller after acquisition.

 $\underline{(f)}$ (e) The public agency which has been assigned management responsibility shall inspect and monitor any less-than-fee-simple interest according to the terms of the purchase agreement relating to such interest.

(g)(f)1. Pursuant to subsection (3) and beginning in fiscal year 1999-2000 1998-1999, that portion of the unencumbered balances of each program described in paragraphs (3)(c), (d), (e), (f), and (g) which has been on deposit in such program's Preservation 2000 account for more than two fiscal years shall be redistributed equally to the Department of Environmental Protection's Division of State Lands P-2000 subaccount for the purchase of state lands as described in s. 259.032 and the Water Management District P-2000 subaccount for the purchase of water management lands pursuant to ss. 373.59, 373.456 and 373.4592 Conservation and Recreation Lands Trust Fund and the Water Management Lands Trust Fund. For the purposes of this subsection, the term "unencumbered balances" means the portion of Preservation 2000 bond proceeds which is not obligated through the signing of a purchase contract between a public agency and a private landowner, except that the program described in paragraph (3)(c) may not lose any portion of its unencumbered funds which remain unobligated because of extraordinary circumstances that hampered the affected local governments' abilities to close on land acquisition projects approved through the Florida Communities Trust program. Extraordinary circumstances shall be determined by the Florida Communities Trust governing body and

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may include such things as death or bankruptcy of the owner of property; a change in the land use designation of the property; natural disasters that affected a local government's ability to consummate the sales contract on such property; or any other condition that the Florida Communities Trust governing board determined to be extraordinary. The portion of the funds redistributed deposited in the Water Management District P-2000 subaccount Lands Trust Fund shall be distributed to the water management districts as provided in s. 373.59(8) s. 373.59(7).

2. The department and the water management districts may enter into joint acquisition agreements to jointly fund the purchase of lands using alternatives to fee simple techniques.

 $(h) \frac{(g)}{(g)}$ If the department or any water management district is unable to spend the funds it receives pursuant to paragraph(g)(f)within the same fiscal year, the unspent funds shall be carried forward to the subsequent fiscal year.

(i)(h) This subsection is repealed July 1 of the year following the final authorization of Preservation 2000 bonds.

Section 9. Subsection (14) of section 373.59, Florida Statutes, is amended to read:

373.59 Water Management Lands Trust Fund. --

(14)(a) Beginning in fiscal year 1992-1993, not more than one-fourth of the land management funds provided for in subsections (1) and (9) in any year shall be reserved annually by a governing board, during the development of its annual operating budget, for payment in lieu of taxes to qualifying counties and school districts for actual ad valorem tax losses incurred as a result of lands purchased with funds allocated 31 pursuant to s. 259.101(3)(b) and the Florida Forever Program.

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In addition, the Northwest Florida Water Management District, the South Florida Water Management District, the Southwest Florida Water Management District, the St. Johns River Water Management District, and the Suwannee River Water Management District shall pay to qualifying counties and school districts payments in lieu of taxes for district lands acquired with funds allocated pursuant to subsection (8). Reserved funds that are not used for payment in lieu of taxes in any year shall revert to the fund to be used for management purposes or land acquisition in accordance with this section.

- (b) Payment in lieu of taxes shall be available to counties for each year in which the levy of ad valorem tax is at least 8.25 mills or the amount of the tax loss from all completed Preservation 2000 and Florida Forever acquisitions in the county exceeds 0.01 percent of the county's total taxable value, and the population is 100,000 75,000 or less and to counties with a population of less than 100,000 which contain all or a portion of an area of critical state concern designated pursuant to chapter 380; and to school boards in counties with a population of 100,000 or less which levy the maximum millage pursuant to s. 236.25(1) and (2); and to school boards in counties with a population of less than 100,000 which contain all or a portion of an area of critical state concern designated pursuant to chapter 380 if such school boards levy the maximum millage pursuant to s. 236.25(1) and (2).
- (c) If insufficient funds are available in any year to make full payments to all qualifying counties <u>and school</u> <u>districts</u>, such counties <u>and school districts</u> shall receive a pro rata share of the moneys available.

- amount of actual taxes paid on the property for the 3 years immediately preceding acquisition. For lands purchased prior to July 1, 1992, applications for payment in lieu of taxes shall be made to the districts by January 1, 1993. For lands purchased after July 1, 1992, applications for payment in lieu of taxes shall be made no later than January 31 of the year following acquisition. No payment in lieu of taxes shall be made for properties which were exempt from ad valorem taxation for the year immediately preceding acquisition. Payment in lieu of taxes shall be limited to a period of 15 10 consecutive years of annual payments.
- days after: certification by the Department of Revenue that the amounts applied for are appropriate, certification by the Department of Environmental Protection that funds are available, and completion of any fund transfers to the district. The governing board may reduce the amount of a payment in lieu of taxes to any county or school district by the amount of other payments, grants, or in-kind services provided to that county or school district by the district during the year. The amount of any reduction in payments shall remain in the Water Management Lands Trust Fund for purposes provided by law.
- (f) If a district governing board conveys to a local government title to any land owned by the board, any payments in lieu of taxes on the land made to the local government shall be discontinued as of the date of the conveyance.
- Section 10. (1) Notwithstanding section 259.101(6), (7), and (8), Florida Statutes, the Board of Trustees of the Internal Improvement Trust Fund may under chapters 93-184,

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95-334, and 95-275, Laws of Florida, convey the lands located
    in Walton County specifically identified as the New Town,
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    consistent with the Walton County Comprehensive Plan, to
    Walton County at a price not to exceed the price paid by the
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   board for the lands plus any applicable interest, if the
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    disposition of the land would not have the effect of causing
    all or any portion of the interest on any revenue bonds issued
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    to fund the Florida Preservation 2000 Trust Act to lose their
    exclusion from gross income for purposes of federal income
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    taxation. Any revenue derived from the disposal of the lands
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    may not be used for any purpose except for deposit into the
    Florida Preservation 2000 Trust Fund for recredit to the share
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    held under section 259.101(3), Florida Statutes, in which the
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    disposed of land is described.
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- The New Town Center shall be developed consistent with the October 31, 1996, South Walton New Town Master Plan of Development, incorporated in its entirety into the Walton County Comprehensive Plan and Land Development Code.
- If any lands acquired by Walton County pursuant to subsection (1) are resold to private interests, they must be sold at fair market value and the proceeds from such resale must be used exclusively for development of the New Town Center, including its infrastructure and related school facilities.

Section 11. Subsections (6), (7), and (8) are added to section 253.82, Florida Statutes, to read:

- 253.82 Title of state or private owners to Murphy Act lands.--
- (6)(a) All reservations of easements on deeds by the Board of Trustees of the Internal Improvement Trust Fund 31 conveying land acquired under chapter 18296, Laws of Florida,

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1937, are hereby vested, by operation of law and without the necessity of instruments of conveyance from the Board of 2 3 Trustees of the Internal Improvement Trust Fund, in the governmental entity having right and title to the road to 4 5 which the reservations are adjacent. All reservations adjacent 6 to a road that was designated as a state road at the time of 7 the reservation, which road is currently held by the state, 8 are conveyed to the Department of Transportation. All reservations adjacent to a road that was designated as a state 9 10 road at the time of the reservation, which road is located in 11 an unincorporated area of a county or owned by the county within any incorporated area, are conveyed to the respective 12 county. Any other reservation within an incorporated area 13 adjacent to a road that was designated as a state road at the 14 time of the reservation, which reservation is not otherwise 15 conveyed to the state or the county, is conveyed to the 16 17 incorporated area. The conveyance includes all rights, title, and interest in the reservation held by the Board of Trustees 18 19 of the Internal Improvement Trust Fund.

- (b) Each entity that holds title to Murphy Act reservations must establish a procedure for reviewing any deed that contains a reservation when a review is requested or a road project is anticipated. The review process must provide for:
- 1. A determination of whether the language of the deed created a reservation at the time of the original conveyance.
- 2. A review of any release of the reservation provided by the property owner.
- 29 The recording of a notice of the nonexistence of a 30 reservation if reservation language in the deed does not 31 impact the property.

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- 4. A determination of whether any or all of the reservation may be released, and a form for recording the release.
- 5. A process to allow for review through mediation if requested by the property owner or through binding arbitration under chapter 44.
- Any fee charged may not exceed the actual cost to review the deed, perform an appeal, and pay any recording expenses. Any such fee may not exceed \$300.
- (c)1. Any owner of property encumbered by a Murphy Act reservation who has been denied a release of all or part of the reservation or who has received notice of a governmental entity's intent to preserve the reservation under s. 712.05, may appeal to the entity and show that the reservation substantially denies the property owner the current economic use of the property held by the owner. For purposes of this determination, the term "current economic use" means the use of the property on the date notice of the easement is filed under s. 712.05.
- 2. Upon a determination by the governmental entity that the reservation substantially denies the property owner the current economic use of the property held by the owner, the governmental entity must purchase the real property and improvements not retained by the property owner in fee simple title or release all or part of the reservation as necessary to allow for beneficial use of the property.
- 3. If the governmental entity and property owner are unable to agree as to whether the reservation substantially denies the current economic use of the property or as to the

purchase price, the property owner may request mediation or binding arbitration under chapter 44 to resolve these issues.

- 4. Before the payment of any compensation, the property owner must provide to the governmental entity copies of any title insurance policies and notice of any compensation received from a title company with respect to the easement.
- (7) The process for release of any road reservation covered by this section or payment for property impacted by the use of a reservation covered by this section shall be solely in accordance with this section. Any action for the taking of property related to road construction is separate and distinct from an action under this section.
- (8) The governmental entity is not liable for attorney's fees or costs incurred by the owner in establishing the impact of the road reservation on the property.

Section 12. Section 712.04, Florida Statutes, is amended to read:

712.04 Interests extinguished by marketable record title.—Subject to the matters stated in s. 712.03, such marketable record title shall be free and clear of all estates, interests, claims, or charges whatsoever, the existence of which depends upon any act, title transaction, event or omission that occurred prior to the effective date of the root of title. All such estates, interests, claims, or charges, however denominated, whether such estates, interests, claims, or charges are or appear to be held or asserted by a person sui juris or under a disability, whether such person is within or without the state, whether such person is natural or corporate, or is private or governmental, are hereby declared to be null and void, except that this chapter shall not be deemed to affect any right, title, or interest of the United

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States, Florida, or any of its officers, boards, commissions, or other agencies reserved in the patent or deed by which the 3 United States, Florida, or any of its agencies parted with 4 title. However, all reservations of easements in deeds by the Board of Trustees of the Internal Improvement Trust Fund conveying land acquired under chapter 18296, Laws of Florida, 1937, shall be extinguished by the Marketable Record Title Act on July 1, 2001, subject to the provisions of s. 712.03, and further subject to the right of any governmental entity that 10 holds title to the reservations to preserve such reservations 11 that are necessary for future transportation projects in adopted transportation plans by filing notice under s. 712.05, 12 before July 1, 2001. 13

Section 13. Subsection (3) is added to section 712.05, Florida Statutes, to read:

712.05 Effect of filing notice.--

(3) Any governmental entity that claims a road reservation pursuant to a deed conveyed under the Murphy Act may preserve the reservation, or any portion thereof, necessary for future transportation projects in adopted transportation plans and protect the reservation from extinguishment by the operation of this chapter by filing for record, prior to July 1, 2001, a notice, in writing, in accordance with this chapter. The notice shall preserve the reservation or portion thereof for 10 years following the date of record if the reservation is used or identified by the governmental entity in the final design plans of a road project scheduled for construction to begin before the end of the 10-year period. Any reservation used or identified in the final design plans of a road project scheduled for

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construction to begin before the end of the 10-year period is not extinguished.

Section 14. The Legislature finds that balancing property interests of private citizens and governmental entities is an important function of the Legislature. Therefore, the Legislature finds that sections 11, 12, 13, and 14 of this act fulfill an important state interest.

Section 15. Paragraph (a) of subsection (1) of section 201.15, Florida Statutes, is amended to read:

201.15 Distribution of taxes collected.--All taxes collected under this chapter shall be subject to the service charge imposed in s. 215.20(1) and shall be distributed as follows:

- Sixty-two and sixty-three hundredths percent of (1)the remaining taxes collected under this chapter shall be used for the following purposes:
- (a) Subject to the maximum amount limitations set forth in this paragraph, an amount as shall be necessary to pay the debt service on, or fund debt service reserve funds, rebate obligations, or other amounts with respect to bonds issued pursuant to s. 375.051 and payable from moneys transferred to the Land Acquisition Trust Fund pursuant to this paragraph shall be paid into the State Treasury to the credit of the Land Acquisition Trust Fund to be used for such purposes. The amount transferred to the Land Acquisition Trust Fund shall not exceed \$90 million in fiscal year 1992-1993, \$120 million in fiscal year 1993-1994, \$150 million in fiscal year 1994-1995, \$180 million in fiscal year 1995-1996, \$210 million in fiscal year 1996-1997, \$240 million in fiscal year 1997-1998, \$270 million in fiscal year 1998-1999, and \$300 31 million in fiscal year 1999-2000 and thereafter. After July 1,

2000, the amount transferred for prior debt service for the Preservation 2000 Program and for new debt service for the Florida Forever Program shall not exceed \$330 million in fiscal year 2000-2001, \$360 million in fiscal year 2001-2002, \$390 million in fiscal year 2002-2003, \$420 million in fiscal year 2003-2004, \$450 million in fiscal year 2004-2005, \$480 million in fiscal year 2005-2006, \$510 million in fiscal year 2006-2007, \$540 million in fiscal year 2007-2008, \$570 million in fiscal year 2008-2009, and \$600 million in fiscal year 2009-2010 and thereafter. No individual series of bonds may be issued pursuant to this paragraph unless the first year's debt service for such bonds is specifically appropriated in the General Appropriations Act. No moneys transferred to the Land Acquisition Trust Fund pursuant to this paragraph, or earnings thereon, shall be used or made available to pay debt service on the Save Our Coast revenue bonds.

Section 16. Sections 1, 2, 3, 4, and 15 of this act shall take effect July 1, 2000, but only upon approval by the electorate of a constitutional amendment permitting the sale of bonds as provided by law for the purposes of conservation, outdoor recreation, water resource development, restoration of natural systems, and historic preservation, as provided in SB 528 or similar legislation. Otherwise, this act shall take effect upon becoming a law.

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STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR CS/SB 2024 and 2648 The committee substitute for committee substitute for senate bills 2024 and 2648 makes three substantial changes to the committee substitute, and several technical and clarifying changes. The substantial changes are these: Language is added to emphasize the importance of establishing management strategies for lands acquired under the Florida Forever Program. The uses of moneys in the State Lands Management Trust Fund are expanded, and include management, maintenance, 2. and capital improvements on recreation, conservation, environmental, or water management lands, including, but not limited to, those lands acquired with funds from the Conservation and Recreation Lands Trust Fund, the Preservation 2000 Trust Fund, the Water Management Lands Trust Fund, or the Water Resources Development Account. Section 210.15, F.S., is amended to authorize transfers for debt service from General Revenue to the Land Tor debt service from General Revenue to the Land Acquisition Trust Fund for the Florida Forever Program. The amount subject to transfer is increased every year until fiscal year 2009-2010, when it will reach its maximum level of \$600 million, but only upon approval by the electorate of a constitutional amendment permitting the sale of bonds as provided by law for the purposes of conservation, outdoor recreation, water resource development, restoration of natural systems, and historic preservation, as provided in SB 528 or similar legislation.