${\bf By}$ the Committee on Comprehensive Planning, Local and Military Affairs; and Senator Laurent

316-1959-00

1

2

3 4

5

6 7

8

10

11 12

13

14

15

16

17

18 19

20

2122

23

2425

26

2728

2930

31

A bill to be entitled An act relating to the Green Swamp Area of Critical State Concern; amending s. 380.0677, F.S.; creating the Green Swamp Land Protection Initiative as successor to the Green Swamp Land Authority; providing mission; providing powers of the Division of State Lands of the Department of Environmental Protection; providing for negotiation of conservation easements for land protection; requiring development of an acquisition work plan; providing factors for selection of properties; providing for an annual list of proposed acquisitions; directing the division to develop a conservation easement program; providing rulemaking authority; providing for coordination and assistance of the Florida Communities Trust Program within the Department of Community Affairs, the Boards of County Commissioners for Polk and Lake Counties, the Southwest Florida Water Management District, and the St. Johns River Water Management District; providing for ownership rights and interests and use of property conveyed through a conservation easement; deleting powers and duties of the Green Swamp Land Authority; deleting provisions relating to land protection agreements, termination of such agreements, and availability and reversion of certain appropriated funds; providing reporting and staffing requirements; amending ss. 259.041,

259.101, 259.105, and 380.507, F.S.; providing conforming language and cross-references; providing for vesting of title to certain lands under the Florida Preservation 2000 Act in furtherance of the mission of the initiative; providing an effective date.

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

Section 1. Section 380.0677, Florida Statutes, is amended to read:

380.0677 Green Swamp Land <u>Protection Initiative</u>
Authority.--

- (1) CREATION: INTENT.--There is hereby created the Green Swamp Land Protection Initiative Authority. The Green Swamp Land Protection Initiative is to proceed as the successor in interest to the Green Swamp Land Authority and shall not unlawfully affect the terms of pending land protection agreements, easements, or other contracts previously entered into under this section.
- Protection Initiative Authority shall be to balance the protection of the ecological values of the Green Swamp Area of Critical State Concern with the protection of private property rights and the interests of taxpayers through the acquisition of lands, or rights or interests in lands, from willing sellers within the Green Swamp Area of Critical State Concern. To that end, the authority is encouraged to coordinate with the Division of State Lands of the Department of Environmental Protection is encouraged to coordinate with, the Florida Communities Trust Program within the Department of Community

3

4 5

6

7

8

9

10

11

12

13

14

15

16 17

18 19

20

21

22

2324

25

2627

28

29

30

31

Affairs, the Boards of County Commissioners for Polk and Lake Counties, the Southwest Florida Water Management District, and the St. Johns River Water Management District to identify, select, and acquire less-than-fee-simple interests or rights in parcels within the Green Swamp Area of Critical State Concern, as part of overall land acquisition efforts by the state and the districts. When the Department of Environmental Protection and the water management districts are planning to acquire parcels within the Green Swamp Area of Critical State Concern, they shall consider acquiring such parcels using alternatives to fee simple techniques in consultation with the land authority.

(3) POWERS; BUDGET; GOVERNOR'S APPROVAL OF PROPOSED ACQUISITIONS. -- The Green Swamp Land Authority shall have all the powers pursuant to s. 380.0666, except that it may not issue bonds and must annually submit its budget to the Governor and the Legislature for review. In addition, the authority must annually submit a list of proposed acquisitions to the Governor for review and approval. The Governor may remove proposed acquisitions from the list, with cause, if the Governor determines such acquisitions would not further the mission of the authority. By September 5 of the fiscal year in which the authority's budget is submitted, the chairpersons of the appropriations committees of the Senate and the House of Representatives may transmit to the Governor and the authority comments on and objections to the proposed budget. The Governor shall respond in writing to the comments and objections.

(3)(4) APPLICATION FOR CONSERVATION EASEMENT LAND

PROTECTION AGREEMENT; LIST OF PROPOSED ACQUISITIONS.--Owners

of agricultural and other property within the Green Swamp Area

2. 3

4 5

6

7

8

9 10

11

12

13

14

15

16 17

18 19

20

21

22

23 24

25

26 27

28

29

30

of Critical State Concern may shall have 3 years from the effective date of the land authority's rules to apply to the Division of State Lands land authority concerning their interest in signing a conservation easement. A conservation easement land protection agreement restricting some or all of their rights to their land. A land protection agreement is a voluntarily negotiated instrument which may provide compensation to a landowner in return for an undivided perpetual interest in real property the willingness of the landowner to accept restrictions or conditions on the use of the parcel of land, including the right to develop the land as defined in s. 380.04, and may be created or stated in the form of an easement in any deed, will, or other instrument executed by or on the behalf of the owner of the property and subject to the provisions in s. 704.06. The conservation easement agreement shall include provisions for compliance and shall be recorded and indexed in the same manner as any other instrument affecting the title to real property. A conservation easement land protection agreement signed by the fee simple owner does not confer with it the right of public access to the real property, unless public access is a right specified within the easement agreement. Selected applicants' properties shall be ranked on the authority's list of proposed acquisitions. Work shall continue on listed projects for which acquisition has begun but not closed within the 3-year period, until the acquisition is successfully completed. During the time the property remains on the authority's list of proposed acquisitions, and for 2 years thereafter, the property owner may not change the current use of the property. (4)(5) ACQUISITION WORK PLAN SELECTION; CRITERIA. -- The 31 Division of State Lands, with the Florida Communities Trust

Program within the Department of Community Affairs, the Boards of County Commissioners for Polk and Lake Counties, the 2 3 Southwest Florida Water Management District, and the St. Johns 4 River Water Management District, authority shall develop a 5 work plan to identify procedure for competitive selection of 6 properties appropriate for conservation easements land 7 protection agreements. Selection of properties to be included 8 in the work plan criteria shall be based primarily on the 9 water resource and ecological and environmental resource 10 values of the parcels. Other factors may include the threat of 11 impending development, and the historical significance of the property, or other factors determined to be relevant by the 12 division, in consultation with the Florida Communities Trust 13 Program within the Department of Community Affairs, the Boards 14 of County Commissioners for Polk and Lake Counties, the 15 Southwest Florida Water Management District, and the St. Johns 16 17 River Water Management District authority. Conservation easements land protection agreements shall be voluntary. The 18 19 price paid for an interest in land or restricting the rights 20 or interests in land shall not exceed the appraised value of those rights or interests. The selected properties shall 21 constitute a list of proposed acquisitions, to be updated at 22 23 least annually. 24 (5)(6) PROGRAM; CONSIDERATION. -- The Division of State 25 Lands authority, with the assistance of the Florida Communities Trust Program within the Department of Community 26 27 Affairs, the Boards of County Commissioners for Polk and Lake 28 Counties, the Southwest Florida Water Management District, and 29 the St. Johns River Water Management District Districts, shall develop a conservation easement land protection agreement 30 31 program, including procedures for selecting, valuing, and

monitoring to ensure compliance with the purposes of this 2 section within the Green Swamp Area of Critical State Concern. 3 The Division of State Lands shall Southwest Florida and St. Johns River Water Management Districts may act as the 4 5 acquisition agent agents for the initiative land authority, 6 and title to the lands-or interests or rights in lands 7 acquired pursuant to this section, shall vest in the Board of 8 Trustees of the Internal Improvement Trust Fund district where 9 the acquisition project is located. The division shall provide 10 staff resources and support sufficient to fulfill the mission 11 of the Green Swamp Land Protection Initiative in an expeditious manner. Among the procedures shall be a process 12 for determining the amount of consideration that may be paid 13 in exchange for an undivided perpetual interest in the real 14 property or a restriction on interest in the real property for 15 the willingness of a property owner to accept restrictions or 16 17 conditions according to the terms of a land protection agreement. The division may adopt authority shall make rules 18 19 necessary to govern the conservation easement application 20 process, implement the conservation easements, implement a work plan, and implement the conservation easement program, 21 along with other rules related to this section that are 22 necessary to carry out this section. To encourage 23 24 participation in the land protection agreement program and to 25 create a sense of fairness, the land authority is directed in making rules to reflect changes in land values as a result of 26 27 the designation of the Green Swamp Area of Critical State 28 Concern and implementation of Polk and Lake Counties' 29 comprehensive plans. Such rules shall be reviewed by the 30 Southwest Florida and St. Johns River Water Management 31 Districts.

1 (6) (7) APPROPRIATIONS. -- From funds appropriated to the 2 Department of Environmental Protection for land acquisition 3 from the Conservation and Recreation Lands Trust Fund for fiscal years 1994-1995, 1995-1996, and 1996-1997, \$4 million 4 5 shall be reserved each fiscal year to carry out the purposes 6 of this section. To the extent practicable, moneys 7 appropriated from the Conservation and Recreation Lands Trust Fund, Save Our Rivers Trust Fund, and Florida Communities 8 9 Trust Fund shall be used to acquire lands, or interests or 10 rights in lands, on the Conservation and Recreation Lands, 11 Save Our Rivers, or Florida Communities Trust land acquisition plans or lists, as defined in s. 259.035, or a land 12 acquisition plan under s. 373.59 or s. 380.508. However, 13 nothing in this subsection prohibits the Division of State 14 15 Lands Green Swamp Land Authority from entering into 16 conservation easements land protection agreements with any 17 property owner whose property is not on any of such lists. From sums appropriated to the Department of Environmental 18 19 Protection from the Water Management District Lands Trust Fund for fiscal years 1994-1995, 1995-1996, and 1996-1997, \$3 20 21 million shall be reserved each fiscal year to carry out the purposes of this section. Such amounts as are used from the 22 Water Management District Lands Trust Fund shall be credited 23 24 against the allocations as provided in s. 373.59 to the St. 25 Johns River Water Management District or the Southwest Florida Water Management District in proportion to the amount of lands 26 for which an interest was acquired, and shall not be required 27 28 by a district for debt service payments or land management 29 purposes. From funds appropriated to the Department of Community Affairs for the Florida Communities Trust Program 30 31 from the Preservation 2000 Trust Fund for fiscal years

1994-1995 through 1999-2000, \$3 million shall be reserved each fiscal year to carry out the purposes of this section.

Appropriations identified pursuant to this subsection shall fund the acquisition of lands, or the interests or rights in lands, and related costs of acquisition. Such funds shall be available for expenditure after the land authority has adopted rules to begin its program. Funds reserved pursuant to this subsection, for each of the referenced fiscal years, shall remain available for the purposes specified in this subsection for 24 months from the date on which such funds become available for disbursement. After such time has elapsed, any funds which are not legally obligated for expenditure shall be released for the lawful purposes for which they were otherwise appropriated.

(7)(8) OWNERSHIP RIGHTS AND INTERESTS.--Ownership of any rights or interests that which are conveyed through a conservation easement land protection agreement shall vest in the Board of Trustees of the Internal Improvement Trust Fund Southwest Florida Water Management District or the St. Johns River Water Management District, based on where the acquisition project is located. The districts shall monitor the conservation easements agreements under their respective jurisdictions to ensure compliance with the terms of the easements until the state assumes this responsibility. The division agreements, and shall provide the county property appraiser, the county tax collector, and the county manager with copies of conservation easements land protection agreements that specify the deed restrictions on lands.

(8)(9) USE OF PROPERTY AGREEMENT.--A private property owner who enters into a conservation easement land protection agreement may use the property in any manner consistent with

4 5

that land protection agreement which limits the use of property to agriculture shall allow the owner to change from one agricultural activity to another unless otherwise prohibited by the provisions of the easement agreement. Unless otherwise stated, easements agreements shall not prohibit the construction or operation of: barns or other buildings necessary to agricultural activities, such as employment housing; hunting and fishing camps; or a specified number of single-family residences solely for the use of the property owner or the owner's family.

simple owner of lands subject to a land protection agreement may petition the governing board of the water management district which holds title to the interests or rights in those lands to terminate the agreement. If the district finds that ownership of a parcel of land or interests or rights in a parcel of land acquired pursuant to this section is no longer needed to protect the Green Swamp Area of Critical State Concern, the district may dispose of the land, or interests or rights in the land, according to procedures adopted pursuant to s. 373.089.

(9)(11) PROPERTY RIGHTS PROTECTED.--Nothing in this section shall be construed to abrogate the constitutionally protected property rights of private property owners within the Green Swamp Area of Critical State Concern, whether or not they choose to participate in the Green Swamp Land Protection Initiative Authority's acquisition program.

(10) REPORTING REQUIREMENTS.--The Department of

Environmental Protection is directed to submit a report on the
status of the Green Swamp land acquisition program to the

Governor, the President of the Senate, and the Speaker of the House of Representatives prior to the 2001 and 2002 Regular Legislative Sessions. The department shall include in these reports any recommendations relating to the Green Swamp land acquisition program.

(11) STAFFING REQUIREMENTS.--The Division of State

Lands shall provide staff, resources, and support sufficient to fulfill the mission of the Green Swamp Land Protection

Initiative in an expeditious manner. The division shall designate a coordinator for the initiative who shall physically travel to the Green Swamp Area of Critical State

Concern, on at least a quarterly basis, to provide assistance and services to the area landowners. The division shall provide reasonable notice to the landowners of the coordinator's visits, which shall include the time, date, and location of each visit.

Section 2. Paragraph (b) of subsection (11) of section 259.041, Florida Statutes, is amended to read:

259.041 Acquisition of state-owned lands for preservation, conservation, and recreation purposes.-(11)

(b) All project applications shall identify, within their acquisition plans, those projects which require a full fee simple interest to achieve the public policy goals, together with the reasons full title is determined to be necessary. The state agencies and the water management districts may use alternatives to fee simple acquisition to bring the remaining projects in their acquisition plans under public protection. For the purposes of this subsection, the term "alternatives to fee simple acquisition" includes, but is

31 not limited to: purchase of development rights; obtaining

4

5

6

7

8 9

10

11

12 13

14

15

16 17

18

19

20

21

22

23 24

25

26 27

28

29

30

conservation easements; obtaining flowage easements; purchase of timber rights, mineral rights, or hunting rights; purchase of agricultural interests or silvicultural interests; entering into land protection agreements; entering into conservation easements as defined in s. 380.0677(3)(5); fee simple acquisitions with reservations; creating life estates; or any other acquisition technique which achieves the public policy goals listed in paragraph (a). It is presumed that a private landowner retains the full range of uses for all the rights or interests in the landowner's land which are not specifically acquired by the public agency. The lands upon which hunting rights are specifically acquired pursuant to this paragraph shall be available for hunting in accordance with the management plan or hunting regulations adopted by the Florida Fish and Wildlife Conservation Commission, unless the hunting rights are purchased specifically to protect activities on adjacent lands.

Section 3. Subsection (3) of section 259.101, Florida Statutes, is amended to read:

259.101 Florida Preservation 2000 Act.--

(3) LAND ACOUISITION 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. Ten percent of the proceeds of any bonds deposited into the 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 31 Beach Counties identified in s. 7, chapter 95-349, Laws of

4 5

 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.
- (b) Thirty percent to the Department of Environmental 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. Funds received by each district may also be used for acquisition of lands necessary to implement surface water improvement and management plans approved in accordance with s. 373.456 or for acquisition of lands necessary to implement the Everglades Construction Project authorized by s. 373.4592.
- (c) Ten percent to the Department of Community Affairs to provide land acquisition grants and loans to local governments through the Florida Communities Trust pursuant to part III of chapter 380. From funds allocated to the trust, \$3 million annually shall be used by the <u>Division of State</u>

 <u>Lands to implement the Green Swamp Land Protection Initiative</u>

 <u>Green Swamp Land Authority or specifically for the purchase of conservation easements through land protection agreements, as defined in s. 380.0677(3)(5), of lands, or severable interests</u>

3

4

5

6

7

8

9

10

11

12

13

14

15

16 17

18

19

20

21

22

2324

25

26

2728

29

30

31

or rights in lands, in the Green Swamp Area of Critical State Concern. From funds allocated to the trust, \$3 million annually shall be used by the Monroe County Comprehensive Plan Land Authority specifically for the purchase of any real property interest in either those lands subject to the Rate of Growth Ordinances adopted by local governments in Monroe County or those lands within the boundary of an approved Conservation and Recreation Lands project located within the Florida Keys or Key West Areas of Critical State Concern; however, title to lands acquired within the boundary of an approved Conservation and Recreation Lands project may, in accordance with an approved joint acquisition agreement, vest in the Board of Trustees of the Internal Improvement Trust Fund. Of the remaining funds allocated to the trust after the above transfers occur, one-half shall be matched by local governments on a dollar-for-dollar basis. To the extent allowed by federal requirements for the use of bond proceeds, the trust shall expend Preservation 2000 funds to carry out the purposes of part III of chapter 380.

- (d) Two and nine-tenths percent to the Department of Environmental Protection for the purchase of inholdings and additions to state parks. For the purposes of this paragraph, "state park" means all real property in the state under the jurisdiction of the Division of Recreation and Parks of the department, or which may come under its jurisdiction.
- (e) Two and nine-tenths percent to the Division of Forestry of the Department of Agriculture and Consumer Services to fund the acquisition of state forest inholdings and additions pursuant to s. 589.07.
- (f) Two and nine-tenths percent to the <u>Fish and</u> Wildlife Conservation Game and Fresh Water Fish Commission to

fund the acquisition of inholdings and additions to lands managed by the commission which are important to the conservation of fish and wildlife.

(g) One and three-tenths percent to the Department of Environmental Protection for the Florida Greenways and Trails Program, to acquire greenways and trails or greenways and trails systems pursuant to chapter 260, including, but not limited to, abandoned railroad rights-of-way and the Florida National Scenic Trail.

9 10 11

12 13

14

15

16 17

18 19

20

21

22

23

24

25

26

2728

29

30

31

2

3

4 5

6

7

8

Local governments may use federal grants or loans, private donations, or environmental mitigation funds, including environmental mitigation funds required pursuant to s. 338.250, for any part or all of any local match required for the purposes described in this subsection. Bond proceeds allocated pursuant to paragraph (c) may be used to purchase lands on the priority lists developed pursuant to s. 259.035. Title to lands purchased pursuant to paragraphs (a), (d), (e), (f), and (g) shall be vested in the Board of Trustees of the Internal Improvement Trust Fund, except that title to lands, or rights or interests therein, acquired by either the Southwest Florida Water Management District or the St. Johns River Water Management District in furtherance of the Green Swamp Land Authority's mission pursuant to s. 380.0677(3), shall be vested in the district where the acquisition project is located. Title to lands purchased pursuant to paragraph (c) may be vested in the Board of Trustees of the Internal Improvement Trust Fund. The board of trustees shall hold title to land protection agreements and conservation easements that were or will be acquired pursuant to s. 380.0177, and, except that title to lands, or rights or interests therein, acquired

3

4

5

6

7

8

9

10

11

12

13

14

15

16 17

18

19

20

21

22

23 24

25

26 27

28

29

30

by either the Southwest Florida Water Management District and or the St. Johns River Water Management District shall monitor such agreements and easements within their respective districts until the state assumes this responsibility in furtherance of the Green Swamp Land 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.

Section 4. Paragraph (k) of subsection (9) of section 259.105, Florida Statutes, is amended to read:

259.105 The Florida Forever Act.--

- (9) The Acquisition and Restoration Council shall develop a rule to competitively evaluate, select, and rank projects eligible for Florida Forever funds pursuant to paragraph (3)(b). In developing this rule the Acquisition and Restoration Council shall give weight to the following criteria:
- The project may be acquired, in whole or in part, using alternatives to fee simple, including but not limited to, purchase of development rights, hunting rights, agricultural or silvicultural rights, or mineral rights; or obtaining conservation easements or flowage easements; or use of land protection agreements as defined in s. 380.0677(5).

Section 5. Subsection (11) of section 380.507, Florida Statutes, is amended to read:

380.507 Powers of the trust.--The trust shall have all the powers necessary or convenient to carry out the purposes 31 and provisions of this part, including:

1 (11) To make rules necessary to carry out the purposes 2 of this part and to exercise any power granted in this part, 3 pursuant to the provisions of chapter 120. The trust shall 4 adopt rules governing the acquisition of lands by local 5 governments or the trust using proceeds from the Preservation 6 2000 Trust Fund and the Florida Forever Trust Fund, consistent 7 with the intent expressed in the Florida Forever Act. Such rules must include, but are not limited to, procedures for 9 appraisals and confidentiality consistent with ss. 10 125.355(1)(a) and (b) and 166.045(1)(a) and (b), a method of 11 determining a maximum purchase price, and procedures to assure that the land is acquired in a voluntarily negotiated 12 transaction, surveyed, conveyed with marketable title, and 13 examined for hazardous materials contamination. Land 14 acquisition procedures of a local land authority or a land 15 protection initiative created pursuant to s. 380.0663 or s. 16 17 380.0677 may be used for the land acquisition programs 18 described by ss. 259.101(3)(c) and 259.105 if within areas of 19 critical state concern designated pursuant to s. 380.05, 20 subject to approval of the trust. 21 Section 6. This act shall take effect upon becoming a 22 law. 23 24 25 26 27 28 29 30

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
2	COMMITTEE SUBSTITUTE FOR SB 1274
3	
4	Requires that the Green Swamp Land Protection Initiative shall not lawfully affect the terms of pending land protection
5	agreements, easements or other contracts previously entered into under s. 380.0677, F.S.
6	Provides that title to interests in land obtained under the
7	Green Swamp Land Protection Initiative shall vest in the Board of Trustees of the Internal Improvement Trust Fund, rather
8	than water management district where the interest acquired is located. The Southwest Florida Water Management District and
9	the St. Johns Water Management districts are required to monitor easements within their respective districts until the
10	state assumes the responsibility.
11	Requires the division of State Lands of the Department of Environmental Protection to provide staff, resources and
12	designate a coordinator for the Initiative who will provide assistance to landowners, and grants the division rulemaking
13	authority to accomplish these tasks.
14	Requires the Department of Environmental Protection to submit a report on the status of the Green Swamp Land Protection
15	Initiative to the Governor, President of the Senate and Speaker of the House of Representatives prior to the 2001 and
16	2002 Legislative Sessions.
17	
18	
19	
20	
21	
22	
23	
24	
25	
26	
27	
28	
29	
30	
31	