By the Committees on Comprehensive Planning, Local and Military Affairs; Natural Resources; and Senator Posey

A bill to be entitled

316-2337-02

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30 31 An act relating to the protection of manatees; amending s. 370.12, F.S.; requiring notice to counties where manatee protection zones or manatee speed zones may be imposed by the Fish and Wildlife Conservation Commission; providing for establishment of local rule-review committees; providing duties and responsibilities of the counties, committees, and commission; providing for committee reports and recommendations; providing that written reports submitted to the commission by the committees and Fish and Wildlife Conservation Commission staff responses shall be part of the rulemaking record; authorizing the Fish and Wildlife Conservation Commission to provide comments to permitting agencies relating to marine facilities to protect manatees; revising the circumstances under which the commission may post and regulate motorboat speeds to protect manatees; requiring that the commission periodically assess the rate of compliance with rules to protect manatees; requiring the commission to develop and implement a strategic plan if compliance rates fall below a specified percent; requiring specified counties to develop manatee protection plans that are consistent with specified policy directive; requiring the commission to provide assistance to such counties; amending s. 327.41, F.S.; conforming a cross-reference; providing

legislative intent that the provisions of the act not be retroactively applied except as otherwise provided; providing an exemption; amending s. 372.072, F.S.; requiring the Fish and Wildlife Commission to develop a measurable biological goal for manatee recovery; providing an effective date.

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

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Section 1. Subsection (2) of section 370.12, Florida Statutes, is amended to read:

370.12 Marine animals; regulation.--

- (2) PROTECTION OF MANATEES OR SEA COWS.--
- This subsection shall be known and may be cited as the "Florida Manatee Sanctuary Act."
- The State of Florida is hereby declared to be a refuge and sanctuary for the manatee, the "Florida state marine mammal."
- (c) Whenever the Fish and Wildlife Conservation Commission is satisfied that the interest of science will be subserved, and that the application for a permit to possess a manatee or sea cow (Trichechus manatus) is for a scientific or propagational purpose and should be granted, and after concurrence by the United States Department of the Interior, the commission may grant to any person making such application a special permit to possess a manatee or sea cow, which permit shall specify the exact number which shall be maintained in captivity.
- (d) Except as may be authorized by the terms of a 31 valid state permit issued pursuant to paragraph (c) or by the

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terms of a valid federal permit, it is unlawful for any person at any time, by any means, or in any manner intentionally or negligently to annoy, molest, harass, or disturb or attempt to molest, harass, or disturb any manatee; injure or harm or attempt to injure or harm any manatee; capture or collect or attempt to capture or collect any manatee; pursue, hunt, wound, or kill or attempt to pursue, hunt, wound, or kill any manatee; or possess, literally or constructively, any manatee or any part of any manatee.

- (e) Any gun, net, trap, spear, harpoon, boat of any kind, aircraft, automobile of any kind, other motorized vehicle, chemical, explosive, electrical equipment, scuba or other subaquatic gear, or other instrument, device, or apparatus of any kind or description used in violation of any provision of paragraph (d) may be forfeited upon conviction. The foregoing provisions relating to seizure and forfeiture of vehicles, vessels, equipment, or supplies do not apply when such vehicles, vessels, equipment, or supplies are owned by, or titled in the name of, innocent parties; and such provisions shall not vitiate any valid lien, retain title contract, or chattel mortgage on such vehicles, vessels, equipment, or supplies if such lien, retain title contract, or chattel mortgage is property of public record at the time of the seizure.
- (f)1. Except for emergency rules adopted under s.

  120.54, all proposed rules of the Fish and Wildlife

  Conservation Commission for which a notice of intended agency action is filed after the date this paragraph takes effect proposing to govern the speed and operation of motor boats for purposes of manatee protection must be submitted to the

counties where the proposed rules will take effect for review by local rule-review committees.

- 2. No less than 60 days prior to filing a notice of rule development in the Florida Administrative Weekly, as provided in s. 120.54(3)(a), the Fish and Wildlife

  Conservation Commission shall notify the counties for which a rule to regulate the speed and operation of motorboats for the protection of manatees is proposed. A county so notified shall, at its option, establish a local rule-review committee or several counties may combine local rule-review committees.
- 3. The board of county commissioners of each county in which a rule to regulate the speed and operation of motorboats for the protection of manatees is proposed shall, at its option, designate a local rule-review committee. If so designated, the rule-review committee must represent an equal balance of local waterway users, such as fishers, boaters, water skiers, other waterway users, as compared to the number of manatee and other environmental advocates. A board of county commissioners may designate an existing advisory group as the rule-review committee so long as the membership of the advisory group maintains an equal balance of waterway users as compared with the number of manatee and environmental advocates.
- 4. The county shall invite other state, federal, county, municipal, or local agency representatives to participate as nonvoting members of the local rule-review committee.
- 5. The county shall provide logistical and administrative staff support to the local rule-review committee and may request technical assistance from the Fish and Wildlife Conservation Commission staff.

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- 6. Each local rule-review committee shall elect a chair and recording secretary from among its voting members.
- 7. Fish and Wildlife Conservation Commission staff shall submit the proposed rule and supporting data used to develop the rule to the local rule-review committees and shall concurrently make copies available to other parties upon request.
- 8. The local rule-review committees shall have 60 days from receipt of the proposed rule to submit a written report to commission members and staff. The rule-review committees may use supporting data supplied by the Fish and Wildlife Conservation Commission, as well as public testimony that may be collected by the committee, to develop the written report. The report may contain recommended changes to proposed manatee protection zones or speed zones, including a recommendation that no rule be adopted, if that is the decision of the committee.
- 9. Prior to filing a notice of proposed rulemaking in the Florida Administrative Weekly as provided in s. 120.54(3)(a), the Fish and Wildlife Conservation Commission staff shall provide a written response to the local-rule-review-committee reports to the appropriate counties, the commission members, and the public upon request.
- 10. In conducting a review of the proposed manatee protection rule, the local rule-review committees may address such factors as whether the best available scientific information supports the proposed rule, whether seasonal zones are warranted, and such other factors as are reasonable to balance manatee protection and public access to and use of the waters being regulated under the proposed rule.

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11. The written reports submitted by the local rule-review committees shall contain a majority opinion. If the majority opinion is not unanimous, a minority opinion shall also be included.

any timely submitted written report submitted by a local rule-review committee prior to authorizing commission staff to move forward with proposed rulemaking and shall fully consider any timely submitted subsequent written reports of the committee prior to adoption of a final rule. The written reports of the local rule-review committee and the written responses of the commission staff shall be part of the rulemaking record and may be submitted as evidence in any proceeding relating to a rule proposed or adopted pursuant to this subsection.

(g)(f) In order to protect manatees or sea cows from harmful collisions with motorboats or from harassment, the Fish and Wildlife Conservation Commission is authorized, in addition to all other authority, to provide a permitting agency with comments shall adopt rules under chapter 120 regarding the expansion of existing, or the construction of new, marine facilities and mooring or docking slips, by the addition or construction of five or more powerboat slips. The Fish and Wildlife Conservation Commission shall adopt rules under chapter 120, and regulating the operation and speed of motorboat traffic-only where manatee sightings are frequent and the best available scientific information, as well as other available, relevant, and reliable information, which may include, but need not be limited to, manatee surveys, observations, and available studies of food sources and water depths, supports the conclusions that manatees it can be

generally assumed, based on available scientific information, that they inhabit these areas on a regular or continuous basis:

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- In Lee County: the entire Orange River, including the Tice Florida Power and Light Corporation discharge canal and adjoining waters of the Caloosahatchee River within 1 mile of the confluence of the Orange and Caloosahatchee Rivers.
- In Brevard County: those portions of the Indian River within three-fourths of a mile of the Orlando Utilities Commission Delespine power plant effluent and the Florida Power and Light Frontenac power plant effluents.
- In Indian River County: the discharge canals of the Vero Beach Municipal Power Plant and connecting waters within 1 1/4 miles thereof.
- In St. Lucie County: the discharge of the Henry D. King Municipal Electric Station and connecting waters within 1 mile thereof.
- In Palm Beach County: the discharges of the Florida Power and Light Riviera Beach power plant and connecting waters within 1 1/2 miles thereof.
- In Broward County: the discharge canal of the Florida Power and Light Port Everglades power plant and connecting waters within 1 1/2 miles thereof and the discharge canal of the Florida Power and Light Fort Lauderdale power plant and connecting waters within 2 miles thereof. For purposes of ensuring the physical safety of boaters in a sometimes turbulent area, the area from the easternmost edge of the authorized navigation project of the intracoastal waterway east through the Port Everglades Inlet is excluded from this regulatory zone.

- 7. In Citrus County: headwaters of the Crystal River, commonly referred to as King's Bay, and the Homosassa River.
- 8. In Volusia County: Blue Springs Run and connecting waters of the St. Johns River within 1 mile of the confluence of Blue Springs and the St. Johns River; and Thompson Creek, Strickland Creek, Dodson Creek, and the Tomoka River.
- 9. In Hillsborough County: that portion of the Alafia River from the main shipping channel in Tampa Bay to U.S. Highway 41.
- 10. In Sarasota County: the Venice Inlet and connecting waters within 1 mile thereof, including Lyons Bay, Donna Bay, Roberts Bay, and Hatchett Creek, excluding the waters of the intracoastal waterway and the right-of-way bordering the centerline of the intracoastal waterway.
- 11. In Collier County: within the Port of Islands, within section 9, township 52 south, range 28 east, and certain unsurveyed lands, all east-west canals and the north-south canals to the southerly extent of the intersecting east-west canals which lie southerly of the centerline of U.S. Highway 41.
- 12. In Manatee County: that portion of the Manatee River east of the west line of section 17, range 19 east, township 34 south; the Braden River south of the north line and east of the west line of section 29, range 18 east, township 34 south; Terra Ceia Bay and River, east of the west line of sections 26 and 35 of range 17 east, township 33 south, and east of the west line of section 2, range 17 east, township 34 south; and Bishop Harbor east of the west line of section 13, range 17 east, township 33 south.

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1 In Dade County: those portions of Black Creek lying south and east of the water control dam, including all 2 3 boat basins and connecting canals within 1 mile of the dam. 4 (h)<del>(g)</del> The Fish and Wildlife Conservation Commission 5 shall adopt rules pursuant to chapter 120 regulating the 6 operation and speed of motorboat traffic only where manatee 7 sightings are frequent and the best available scientific 8 information, as well as other available, relevant, and reliable information, which may include, but need not be 9 limited to, manatee surveys, observations, and available 10 11 studies of food sources and water depths, supports the conclusion that manatees it can be generally assumed that they 12 inhabit these areas on a regular or continuous basis within 13 that portion of the Indian River between the St. Lucie Inlet 14 15 in Martin County and the Jupiter Inlet in Palm Beach County and. In addition, the commission shall adopt rules pursuant to 16 17 chapter 120 regulating the operation and speed of motorboat traffic only where manatee sightings are frequent and it can 18 19 be generally assumed that they inhabit these areas on a 20 regular or continuous basis within the Loxahatchee River in Palm Beach and Martin Counties, including the north and 21 southwest forks thereof. A limited lane or corridor providing 22 for reasonable motorboat speeds may be identified and 23 24 designated within this area. (i) (h) The commission shall adopt rules pursuant to 25 chapter 120 regulating the operation and speed of motorboat 26 27 traffic only where manatee sightings are frequent and the best available scientific information, together with other 28 29 available, relevant, and reliable information, which may

include, but need not be limited to, manatee surveys,

 depths, supports the conclusion that manatees it can be generally assumed that they inhabit these areas on a regular or continuous basis within the Withlacoochee River and its tributaries in Citrus and Levy Counties. The specific areas to be regulated include the Withlacoochee River and the U.S. 19 bridge westward to a line between U.S. Coast Guard markers number 33 and number 34 at the mouth of the river, including all side channels and coves along that portion of the river; Bennets' Creek from its beginning to its confluence with the Withlacoochee River; Bird's Creek from its beginning to its confluence with the Withlacoochee River; and the two dredged canal systems on the north side of the Withlacoochee River southwest of Yankeetown. A limited lane or corridor providing for reasonable motorboat speeds may be identified and designated within this area.

(j)(i) If any new power plant is constructed or other source of warm water discharge is discovered within the state which attracts a concentration of manatees or sea cows, the Fish and Wildlife Conservation commission is directed to adopt rules pursuant to chapter 120 regulating the operation and speed of motorboat traffic within the area of such discharge. Such rules shall designate a zone which is sufficient in size, and which shall remain in effect for a sufficient period of time, to protect the manatees or sea cows.

(k)(j) It is the intent of the Legislature through adoption of this paragraph to allow the Fish and Wildlife Conservation Commission to post and regulate boat speeds only where the best available scientific information, as well as other available, relevant, and reliable information, which may include, but need not be limited to, manatee surveys, observations, and available studies of food sources and water

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 depth, supports the conclusion that manates manatee sightings are frequent and it can be generally assumed that they inhabit these areas on a seasonal regular or continuous basis. It is not the intent of the Legislature to permit the commission to post and regulate boat speeds generally throughout the waters of the state in the above-described inlets, bays, rivers, creeks, thereby unduly interfering with the rights of fishers, boaters, and water skiers using the areas for recreational and commercial purposes. The Legislature further intends that the commission may identify and designate limited lanes or corridors providing for reasonable motorboat speeds within waters of the state whenever such lanes and corridors are consistent with manatee protection and recovery goals may be identified and designated within these areas.

(1)(k) The commission shall adopt rules pursuant to chapter 120 regulating the operation and speed of motorboat traffic all year around within Turkey Creek and its tributaries and within Manatee Cove in Brevard County. The specific areas to be regulated consist of:

1. A body of water which starts at Melbourne-Tillman Drainage District structure MS-1, section 35, township 28 south, range 37 east, running east to include all natural waters and tributaries of Turkey Creek, section 26, township 28 south, range 37 east, to the confluence of Turkey Creek and the Indian River, section 24, township 28 south, range 37 east, including all lagoon waters of the Indian River bordered on the west by Palm Bay Point, the north by Castaway Point, the east by the four immediate spoil islands, and the south by Cape Malabar, thence northward along the shoreline of the Indian River to Palm Bay Point.

 2. A triangle-shaped body of water forming a cove (commonly referred to as Manatee Cove) on the east side of the Banana River, with northern boundaries beginning and running parallel to the east-west cement bulkhead located 870 feet south of SR 520 Relief Bridge in Cocoa Beach and with western boundaries running in line with the City of Cocoa Beach channel markers 121 and 127 and all waters east of these boundaries in section 34, township 24 south, range 37 east; the center coordinates of this cove are 28°20'14" north, 80°35'17" west.

 $\underline{\text{(m)}(1)}$  The commission shall promulgate regulations pursuant to chapter 120 relating to the operation and speed of motor boat traffic in port waters with due regard to the safety requirements of such traffic and the navigational hazards related to the movement of commercial vessels.

(n)(m) The commission may designate by rule adopted pursuant to chapter 120 other portions of state waters where manatees are frequently sighted and the best available scientific information, as well as other available, relevant, and reliable information, which may include, but need not be limited to, manatee surveys, observations, and available studies of food sources and water depths, supports the conclusion that it can be assumed that manatees inhabit such waters periodically or continuously. Upon designation of such waters, the commission shall adopt rules pursuant to chapter 120 to regulate motorboat speed and operation which are necessary to protect manatees from harmful collisions with motorboats and from harassment. The commission may adopt rules pursuant to chapter 120 to protect manatee habitat, such as seagrass beds, within such waters from destruction by boats or

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other human activity. Such rules shall not protect noxious aquatic plants subject to control under s. 369.20.

(o) (n) The commission may designate, by rule adopted pursuant to chapter 120, limited areas as a safe haven for manatees to rest, feed, reproduce, give birth, or nurse undisturbed by human activity. Access by motor boat to private residences, boat houses, and boat docks through these areas by residents, and their authorized guests, who must cross one of these areas to have water access to their property is permitted when the motorboat is operated at idle speed, no wake.

(p)(o) Except in the marked navigation channel of the Florida Intracoastal Waterway as defined in s. 327.02 and the area within 100 feet of such channel, a local government may regulate, by ordinance, motorboat speed and operation on waters within its jurisdiction where the best available scientific information, as well as other available, relevant, and reliable information, which may include, but need not be limited to, manatee surveys, observations, and available studies of food sources and water depths, supports the conclusion that manatees inhabit these areas on a regular or continuous basis where manatees are frequently sighted and can be generally assumed to inhabit periodically or continuously. However, such an ordinance may not take effect until it has been reviewed and approved by the commission. If the commission and a local government disagree on the provisions of an ordinance, a local manatee protection committee must be formed to review the technical data of the commission and the United States Fish and Wildlife Service, and to resolve conflicts regarding the ordinance. The manatee protection 31 | committee must be comprised of:

1 A representative of the commission; 2 A representative of the county; 3 A representative of the United States Fish and Wildlife Service; 4 5 A representative of a local marine-related 6 business; 7 A representative of the Save the Manatee Club; 6. A local fisher; 8 9 7. An affected property owner; and 10 8. A representative of the Florida Marine Patrol. 11 If local and state regulations are established for the same 12 13 area, the more restrictive regulation shall prevail. (q) The commission shall evaluate the need for use 14 of fenders to prevent crushing of manatees between vessels 15 (100' or larger) and bulkheads or wharves in counties where 16 17 manatees have been crushed by such vessels. For areas in counties where evidence indicates that manatees have been 18 19 crushed between vessels and bulkheads or wharves, the commission shall: 20 Adopt rules pursuant to chapter 120 requiring use 21 of fenders for construction of future bulkheads or wharves; 22 23 and 24 Implement a plan and time schedule to require

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The fenders shall provide sufficient standoff from the bulkhead or wharf under maximum operational compression to ensure that manatees cannot be crushed between the vessel and 31 the bulkhead or wharf.

retrofitting of existing bulkheads or wharves consistent with

port bulkhead or wharf repair or replacement schedules.

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 $(r)\frac{(q)}{(q)}$  Any violation of a restricted area established by this subsection, or established by rule pursuant to chapter 120 or ordinance pursuant to this subsection, shall be considered a violation of the boating laws of this state and shall be charged on a uniform boating citation as provided in s. 327.74, except as otherwise provided in paragraph (s). Any person who refuses to post a bond or accept and sign a uniform boating citation shall, as provided in s. 327.73(3), be quilty of a misdemeanor of the second degree, punishable as provided in s. 775.082 or s. 775.083. Whereas the effectiveness of rules to protect manatees are dependent upon the rate of compliance among boaters, the Fish and Wildlife Conservation Commission shall ensure that boaters comply with rules adopted under chapter 120 for the protection of manatees. Using standardized and repeatable methodology, the commission shall regularly assess, at least once every 3 years, the rate of compliance among boaters using the waters regulated for manatee protection. Data collection for compliance studies should not be collected while a uniformed officer is present in the area in which data are being collected. If compliance rates fall below 85 percent, the commission must develop and implement a strategic plan for law enforcement agencies and for boater education which ensure at least 85-percent rate of compliance. The plan should address, but need not be limited to, a description of the methodology to be used, levels of staffing and equipment required, as well as a list of those areas in which and the seasons during which such increased enforcement and educational activities will be focused. If available staffing and resources prevent effective implementation of the plan, the commission shall at its earliest opportunity prepare and submit an appropriations

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request that is sufficient in scope to attain and maintain the minimum 85-percent compliance rate.

 $\underline{(s)(r)}$  Except as otherwise provided in this paragraph, any person violating the provisions of this subsection or any rule or ordinance adopted pursuant to this subsection shall be guilty of a misdemeanor, punishable as provided in s. 370.021(1)(a) or (b).

- 1. Any person operating a vessel in excess of a posted speed limit shall be guilty of a civil infraction, punishable as provided in s. 327.73, except as provided in subparagraph 2.
- 2. This paragraph does not apply to persons violating restrictions governing "No Entry" zones or "Motorboat Prohibited" zones, who, if convicted, shall be guilty of a misdemeanor, punishable as provided in s. 370.021(1)(a) or (b), or, if such violation demonstrates blatant or willful action, may be found guilty of harassment as described in paragraph (d).
- (t) In order to protect manatees and manatee habitats, the following counties shall each develop a manatee protection plan that is consistent with the Governor and Cabinet's policy directive of October, 1989: Collier, Lee, Charlotte, Sarasota, Manatee, Hillsborough, Citrus, Monroe, Dade, Brevard, Palm Beach, Broward, Martin, Indian River, Volusia, Duval, Clay, St. Johns, St. Lucie, Glades, and Pinellas. The commission shall assist these counties in order to facilitate the expeditious completion and implementation of the manatee protection plans. Each county listed in this paragraph is encouraged to the extent practicable to incorporate its manatee protection plan within the county's comprehensive plan.

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1 Section 2. Subsection (2) of section 327.41, Florida 2 Statutes, is amended to read: 3 327.41 Uniform waterway regulatory markers.--(2) Any county or municipality which has been granted 4 5 a restricted area designation, pursuant to s. 327.46, for a 6 portion of the Florida Intracoastal Waterway within its 7 jurisdiction or which has adopted a restricted area by ordinance pursuant to s. 327.22, s. 327.60, or s. 370.12(2)(q) 8 9 s. 370.12(2)(o), or any other governmental entity which has 10 legally established a restricted area, may apply to the 11 commission for permission to place regulatory markers within the restricted area. 12 Section 3. The Legislature intends that the provisions 13 14 of this act may not be retroactively applied to manatee 15 protection rules existing on the effective date of this act unless the Fish and Wildlife Conservation Commission proposes 16 17 to amend or revise such rules after this act takes effect. Proposed rules that are currently subject to an administrative 18 19 challenge pending as of February 12, 2002, are not subject to the provisions of this act unless a court or administrative 20 hearing officer finds such proposed rule to be invalid and all 21 appeals have been exhausted. Once such rules become final, any 22 revisions or amendments of such rules shall be conducted 23 24 pursuant to the provisions of this act. 25 Section 4. Subsection (6) is added to section 372.072, Florida Statutes, to read: 26 27 372.072 Endangered and Threatened Species Act. --28 (6) Measurable Biological Goals.--By February 15, 29 2003, the commission, in conjunction with the U.S. Fish and

Wildlife Service, shall develop a measurable biological goal

shall be used by the commission in its development of management plans or workplans. Section 5. This act shall take effect July 1, 2002. STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR CS for SB 1614 This bill provides for the designation, at the option of the board of county commissioners, of local rule review committees in counties where manatee-protection zones or manatee speed zones may be imposed. The purpose of the committee is to submit a written report to the Fish and Wildlife Conservation Commission (FWCC) recommending changes to proposed manatee protection zones or speed zones. The composition of a local rule review committee must include an equal balance of waterway users compared to the number of manatee and environmental advocates. The bill requires the FWCC, in consultation with the U.S. Fish and Wildlife Service, to develop a measurable biological goal that defines manatee recovery, by February 15, 2003, under the authority of the Florida Endangered Species Act. The bill requires the FWCC to conduct studies, at least every three years, of the compliance rate of boaters with manatee protection rules. If compliance rates fall below 85%, the FWCC is required to prepare a strategic plan to bring compliance back to the 85% minimum rate. The bill requires twenty one counties to prepare manatee protection plans, and encourages these counties to incorporate the manatee protection plan into the county's local government comprehensive plan.