A bill to be entitled 1 2 An act relating to environmental permitting; amending s. 3 373.4144, F.S.; providing legislative intent; requiring 4 the Department of Environmental Protection to pursue the 5 issuance of a state programmatic permit or regional 6 general permits from the United States Army Corps of 7 Engineers; revising provisions requiring the Department of 8 Environmental Protection to develop and use a mechanism 9 consolidating federal and state wetland permitting 10 programs; authorizing implementation of a state programmatic general permit or regional general permits by 11 the department and water management districts for certain 12 13 dredge and fill activities; specifying conditions 14 applicable to such permits; amending s. 373.4211, F.S.; 15 delaying the effective date of a rule adding slash pine 16 and gallberry to the list of facultative plants; revising provisions concerning the methodologies used to delineate 17 the landward extent of wetlands and surface waters; 18 19 revising provisions concerning the vegetative index used to delineate the landward extent of wetlands and surface 20 21 waters; providing for permit modification under certain 22 circumstances; providing for certain declaratory 23 statements or formal jurisdictional determinations from 24 the department or a water management district; providing 25 exemptions for certain permit petitions and applications 26 relating to specified activities; creating ss. 125.0112, 27 F.S.; providing that the construction and operation of a 28 biofuel processing facility or a renewable energy

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generating facility may be considered a valid industrial, agricultural, and silvicultural use for purposes of any local comprehensive plan; providing that the cultivation and production of bioenergy is a valid industrial, agricultural, and silvicultural use for purposes of any local comprehensive plan; providing for a local government to establish an expedited review process under certain circumstances; providing that local expedited review does not obligate a local government to approve proposed uses; providing for alternative state review of certain plan amendments; providing the construction and operation of certain facilities may not affect classification of property for ad valorem tax purposes; amending s. 373.236, F.S.; requiring that a permit for the use of water for cultivating agricultural products and renewable energy be granted for a specified number of years if certain conditions are met; providing requirements for permittees; providing an exemption; amending s. 403.973, F.S.; providing for the expedited review of permit applications for projects resulting in the production of biofuels or in the construction of a biofuel or biodiesel processing facility or renewable energy generating facility; clarifying provisions relating to memoranda of agreement which establish regional teams for the expedited review of such applications; providing an effective date.

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Be It Enacted by the Legislature of the State of Florida:
Section 1. Section 373.4144, Florida Statutes, is amended

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57 to read:

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373.4144 Federal environmental permitting.--

The Legislature intends to facilitate coordination and a more efficient process of implementing regulatory duties and functions between the Department of Environmental Protection, the water management districts, the United States Army Corps of Engineers, the United States Fish and Wildlife Service, the National Marine Fisheries Service, the United States Environmental Protection Agency, the Fish and Wildlife Conservation Commission, and other relevant federal and state agencies. The department is directed to develop, on or before October 1, 2005, a mechanism or plan to consolidate, to the maximum extent practicable, the federal and state wetland permitting programs. It is the intent of the Legislature that all dredge and fill activities impacting 10 acres or less of wetlands or waters, including navigable waters, be processed by the state as part of the environmental resource permitting program implemented by the department and the water management districts. The resulting mechanism or plan shall analyze and propose the development of an expanded state programmatic general permit program in conjunction with the United States Army Corps of Engineers pursuant to s. 404 of the Clean Water Act, Pub. L. No. 92-500, as amended, 33 U.S.C. ss. 1251 et seq., and s. 10 of the Rivers and Harbors Act of 1899. Alternatively, or in combination with an expanded state programmatic general permit, the mechanism or plan may propose the creation of a series of regional general permits issued by the United States Army Corps of Engineers pursuant to the referenced statutes.

of the regional general permits must be administered by the department or the water management districts or their designees.

- (2) (a) The department shall pursue the issuance by the United States Army Corps of Engineers, pursuant to state and federal law and as set forth in this section, of an expanded state programmatic general permit or a series of regional general permits for categories of activities in waters of the United States governed by the Clean Water Act and in navigable waters under the Rivers and Harbors Act of 1899, which are similar in nature, which will cause only minimal adverse environmental effects when performed separately, and which will have only minimal cumulative adverse effects on the environment.
  - (b) The department is directed to:
- 1. Use the mechanism of a state general permit or regional general permits to eliminate overlapping federal regulations and state rules that seek to protect the same resource and to avoid duplication of permitting between the United States Army Corps of Engineers and the department for minor work located in waters of the United States, including navigable waters, thus eliminating, in appropriate cases, the need for a separate individual approval from the United States Army Corps of Engineers while ensuring the most stringent protection of wetland resources; and
- 2. Not seek issuance of or take any action pursuant to any such permits unless the conditions are at least as protective of the environment and natural resources as existing state law under this part and federal law under the Clean Water Act and the Rivers and Harbors Act of 1899.

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113 The department shall report to the Legislature by 114 January 15 of each year on efforts to eliminate impediments to 115 achieving greater efficiencies through expansion of a state 116 programmatic general permit or regional general permits. 117 (3) (2) To effectuate efficient wetland permitting and 118 avoid duplication, the department and water management districts 119 may implement a voluntary state programmatic general permit for 120 all dredge and fill activities impacting 5 acres or less of wetlands or other surface waters, including navigable waters, 121 122 subject to agreement with the United States Army Corps of 123 Engineers, if the general permit is at least as protective of 124 the environment and natural resources as existing state law 125 under this part and federal law under the Clean Water Act and 126 the Rivers and Harbors 127 Act of 1899. This subsection does not prevent the department or 128 water management districts from pursuing and implementing a 129 state programmatic permit for projects impacting more than 5 130 acres of wetlands or other surface waters. The department is 131 directed to file with the Speaker of the House of 132 Representatives and the President of the Senate a report 133 proposing any required federal and state statutory changes that 134 would be necessary to accomplish the directives listed in this 135 section and to coordinate with the Florida Congressional 136 Delegation on any necessary changes to federal law to implement 137 the directives. (4) (3) Nothing in This section does not shall be construed 138 139 to preclude the department from pursuing a series of regional 140 general permits for construction activities in wetlands or

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- surface waters or the complete assumption of federal permitting programs regulating the discharge of dredged or fill material pursuant to s. 404 of the Clean Water Act, Pub. L. No. 92-500, as amended, 33 U.S.C. ss. 1251 et seq., and s. 10 of the Rivers and Harbors Act of 1899, so long as the assumption encompasses all dredge and fill activities in, on, or over jurisdictional wetlands or waters, including navigable waters, within the state.
- of this section and to promote consistency between federal and state mitigation requirements, the department and water management districts shall compare their rules regarding mitigation for adverse impacts to the mitigation rules of the United States Army Corps of Engineers and the United States Environmental Protection Agency in 73 Federal Register, pages 19594-19705 (2008). The comparison shall be done in consultation with appropriate representatives of the United States Army Corps of Engineers and the United States Environmental Protection Agency. After performing the comparison, the department and water management districts shall:
- 1. Identify any inconsistent or contradictory provisions; and
- 2. Recommend appropriate revisions to the rules of the department or water management districts to reduce inconsistent or contradictory requirements in such a manner that will not lessen environmental protection. The recommendations shall include a consideration for increasing the geographic size of drainage basins and regional watersheds to facilitate or reflect

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a watershed approach to mitigation.

(b) The department and water management districts shall submit a consolidated report regarding the requirements of this subsection to the Governor, the Chair of the Senate

Environmental Preservation and Conservation Committee, and the Chair of the House Agriculture and Natural Resources Policy

Committee by January 15, 2010. If the department and water management districts believe any conflicting state law prevents them from amending their rules to achieve the objectives of this subsection, the report must identify such law and explain why it prevents a rule amendment to achieve the objectives of this subsection.

Section 2. Subsection (19) of section 373.4211, Florida Statutes, is amended to read:

373.4211 Ratification of chapter 17-340, Florida
Administrative Code, on the delineation of the landward extent
of wetlands and surface waters.—Pursuant to s. 373.421, the
Legislature ratifies chapter 17-340, Florida Administrative
Code, approved on January 13, 1994, by the Environmental
Regulation Commission, with the following changes:

(19)  $\underline{\text{(a)}}$  Rule 17-340.450(3) is amended by adding, after the species list, the following language:

"Within Monroe County and the Key Largo portion of Miami-Dade County only, the following species shall be listed as facultative: Alternanthera paronychioides, Byrsonima lucida, Ernodea littoralis, Guapira discolor, Marnilkara bahamensis, Pisonis rotundata, Pithecellobium keyensis, Pithecellobium unquis-cati, Randia aculeata, Reynosia septentrionalis, and

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197 Thrinax radiata."

- (b) Pursuant to s. 373.421 and subject to the conditions described in this paragraph, the Legislature ratifies the changes to rule 62-340.450(3), Florida Administrative Code, approved on February 23, 2006, by the Environmental Regulation Commission which added slash pine (Pinus elliottii) and gallberry (Ilex glabra) to the list of facultative plants. However, this ratification and the rule revision will not take effect until a voluntary state programmatic general permit for all dredge and fill activities affecting 5 acres or less of wetlands or other surface waters is implemented as provided in s. 373.4144(3).
- (c) Unless the holder of a valid permit elects to use the delineation line as amended to add slash pine (Pinus elliottii) and gallberry (Ilex glabra) to the list of facultative plants, the surface water and wetland delineations identified and approved by a permit issued under rules adopted under this part before July 1, 2009, remain valid until expiration of the permit, notwithstanding the changes to rule 62-340.450(3), Florida Administrative Code, as described in this subsection. For purposes of this paragraph, the term "identified and approved" means:
- 1. The delineation was field-verified by the permitting agency and such verification was surveyed as part of the application review process for the permit; or
- 2. The delineation was field-verified by the permitting agency and approved pursuant to the permit.

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225 Where surface water and wetland delineations were not identified 226 and approved pursuant to the permit issued under rules adopted 227 under this part, delineations within the geographical area to 228 which the permit applies shall be determined pursuant to the 229 rules applicable at the time the permit was issued, 230 notwithstanding the changes to rule 62-340.450(3), Florida 231 Administrative Code, as described in this subsection. This 232 paragraph also applies to any modification of the permit issued 233 under rules adopted pursuant to this part which does not 234 constitute a substantial modification within the geographical 235 area to which the permit applies. 236 Unless the petitioner elects to use the delineation 237 line as amended to add slash pine (Pinus elliottii) and 238 gallberry (Ilex glabra) to the list of facultative plants, any 239 declaratory statement issued by the department under s. 403.914, 240 1984 Supplement to the Florida Statutes 1983 as amended, 241 pursuant to rules adopted thereunder, or formal determination 242 issued by the department or a water management district under s. 243 373.421, in response to a petition filed on or before July 1, 244 2009, shall continue to be valid for the duration of such 245 declaratory statement or formal determination. Any petition 246 pending on or before July 1, 2009, is exempt from the changes to 247 rule 62-340.450(3), Florida Administrative Code, as described in 248 this subsection, and is subject to the provisions of chapter 62-340, Florida Administrative Code, in effect prior to such 249 250 change. Activities proposed within the boundaries of a valid 251 declaratory statement or formal determination issued pursuant to 252 a petition submitted to the department or the relevant water

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253 management district on or before July 1, 2009, or within the 254 boundaries of a revalidated jurisdictional determination prior 255 to its expiration, shall continue to be exempt after July 1, 256 2009 from the changes to rule 62-340.450(3), Florida 257 Administrative Code, as described in this subsection. 258 Section 3. Section 125.0112, Florida Statutes, is created 259 to read: 260 125.0112 Biofuels and renewable energy. -- The construction 261 and operation of a biofuel processing facility or a renewable energy generating facility, as defined in s. 366.91(2)(d), may 262 263 be considered by a local government to be a valid industrial, 264 agricultural, and silvicultural use permitted within those land 265 use categories in the local comprehensive land use plan. The 266 cultivation and production of bioenergy, as defined in s. 267 570.957(1)(a), shall be considered by a local government to be a 268 valid industrial, agricultural, and silvicultural use permitted 269 within those land use categories in the local comprehensive land 270 use plan. If the local comprehensive plan does not specifically 271 allow for the construction of a biofuel processing facility or 272 renewable energy facility, the local government shall establish 273 a specific review process that may include expediting local 274 review of any necessary comprehensive plan amendment, zoning 275 change, use permit, waiver, variance, or special exemption. 276 Local expedited review of a proposed biofuel processing facility 277 or a renewable energy facility does not obligate a local 278 government to approved such proposed use. A comprehensive plan 279 amendment necessary to accommodate a biofuel processing facility 280 or renewable energy facility shall, if approved by the local

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| Z 0 T | government, be eligible for the alternative state review process |
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| 282   | in s. 163.32465. The construction and operation of a facility    |
| 283   | and related improvements on a portion of a property under this   |
| 284   | section shall not affect the remainder of the property's         |
| 285   | classification as agricultural under s. 193.461.                 |
| 286   | Section 4. Subsection (6) is added to section 373.236,           |
| 287   | Florida Statutes, to read:                                       |
| 288   | 373.236 Duration of permits; compliance reports                  |
| 289   | (6) A permit that is approved for the use of water for a         |
| 290   | renewable energy operating facility or for cultivating           |
| 291   | agricultural products on lands consisting of 1,000 acres or more |
| 292   | for renewable energy, as defined in s. 366.91(2)(d), shall, upon |
| 293   | the applicant's request, be granted for a term of at least 25    |
| 294   | years based on the anticipated life of the facility if there is  |
| 295   | sufficient data to provide reasonable assurance that the         |
| 296   | conditions for issuing a permit will be met for the duration of  |
| 297   | the permit. However, a permit may be issued for a shorter        |
| 298   | duration that reflects the longest period for which such         |
| 299   | reasonable assurances are provided. The permittee shall provide  |
| 300   | a compliance report every 5 years during the term of the permit  |
| 301   | as required under subsection (4).                                |
| 302   | Section 5. Subsection (4) of section 373.243, Florida            |
| 303   | Statutes, is amended to read:                                    |
| 304   | 373.243 Revocation of permits The governing board or the         |
| 305   | department may revoke a permit as follows:                       |
| 306   | (4) For nonuse of the water supply allowed by the permit         |
| 307   | for a period of 2 years or more, the governing board or the      |
| 308   | department may revoke the permit permanently and in whole unless |

the user can prove that his or her nonuse was due to extreme hardship caused by factors beyond the user's control. However, for a permit with a duration determined under s. 373.236(6), the governing board or the department may revoke the permit only if the nonuse of the water supply allowed by the permit is for a period of 4 years or more.

- Section 6. Subsections (3), (4), (7), and (11), paragraph (b) of subsection (13), paragraph (b) of subsection (14), subsection (15), and paragraph (b) of subsection (19) of section 403.973, Florida Statutes, are amended to read:
- 403.973 Expedited permitting; comprehensive plan amendments.--
- (3) (a) The Governor, through the office, shall direct the creation of regional permit action teams, for the purpose of expediting review of permit applications and local comprehensive plan amendments submitted by:
  - 1. Businesses creating at least 100 jobs, or
- 2. Businesses creating at least 50 jobs if the project is located in an enterprise zone, or in a county having a population of less than 75,000 or in a county having a population of less than 100,000 which is contiguous to a county having a population of less than 75,000, as determined by the most recent decennial census, residing in incorporated and unincorporated areas of the county. The project is located in the project is located in the project is located in an enterprise zone, or in a county having a population of less than 75,000, as determined by the most recent decennial census, residing in incorporated and unincorporated areas of the county.
- (b) On a case-by-case basis and at the request of a county or municipal government, the office may certify as eligible for expedited review a project not meeting the minimum job creation thresholds but creating a minimum of 10 jobs. The recommendation

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from the governing body of the county or municipality in which the project may be located is required in order for the office to certify that any project is eligible for expedited review under this paragraph. When considering projects that do not meet the minimum job creation thresholds but that are recommended by the governing body in which the project may be located, the office shall consider economic impact factors that include, but are not limited to:

- 1. The proposed wage and skill levels relative to those existing in the area in which the project may be located;
- 2. The project's potential to diversify and strengthen the area's economy;
  - 3. The amount of capital investment; and
- 4. The number of jobs that will be made available for persons served by the welfare transition program.
- (c) At the request of a county or municipal government, the office or a Quick Permitting County may certify projects located in counties where the ratio of new jobs per participant in the welfare transition program, as determined by Workforce Florida, Inc., is less than one or otherwise critical, as eligible for the expedited permitting process. Such projects must meet the numerical job creation criteria of this subsection, but the jobs created by the project do not have to be high-wage jobs that diversify the state's economy.
- (d) Projects located in a designated brownfield area are eligible for the expedited permitting process.
- (e) Projects that are part of the state-of-the-art biomedical research institution and campus to be established in

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this state by the grantee under s. 288.955 are eligible for the expedited permitting process, if the projects are designated as part of the institution or campus by the board of county commissioners of the county in which the institution and campus are established.

- (f) Projects that result in the production of biofuels cultivated on lands consisting of 1,000 acres or more, or in the construction of a biofuel or biodiesel processing facility or renewable energy generating facility as defined in s.

  366.91(2)(d), are eligible for the expedited permitting process.
- (4) The regional teams shall be established through the execution of memoranda of agreement developed by the applicant and between the office with input solicited from and the respective heads of the Department of Environmental Protection, the Department of Community Affairs, the Department of Transportation and its district offices, the Department of Agriculture and Consumer Services, the Fish and Wildlife Conservation Commission, appropriate regional planning councils, appropriate water management districts, and voluntarily participating municipalities and counties. The memoranda of agreement must should also accommodate participation in the this expedited process by other local governments and federal agencies as circumstances warrant.
- (7) An appeal At the option of the participating local government, appeals of a local government's its final approval for a project must may be conducted pursuant to the summary hearing provisions in of s. 120.574, pursuant to subsection (14), and consolidated with the challenge of applicable state

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agency actions, if any or pursuant to other appellate processes available to the local government. The local government's decision to enter into a summary hearing must be made as provided in s. 120.574 or in the memorandum of agreement.

- (11) The <u>standard form memorandum memoranda</u> of agreement <u>must shall</u> include guidelines to be used in working with state, regional, and local permitting authorities. Guidelines may include, but are not limited to, the following:
- (a) A central contact point for filing permit applications and local comprehensive plan amendments and for obtaining information on permit and local comprehensive plan amendment requirements;
- (b) Identification of the individual or individuals within each respective agency who will be responsible for processing the expedited permit application or local comprehensive plan amendment for the that agency;
- (c) A mandatory preapplication review process to reduce permitting conflicts by providing guidance to applicants regarding the permits needed from each agency and governmental entity, site planning and development, site suitability and limitations, facility design, and steps the applicant can take to ensure expeditious permit application and local comprehensive plan amendment review. As a part of the this process, the first interagency meeting to discuss a project shall be held within 14 days after the office's determination that the project is eligible for expedited review. Subsequent interagency meetings may be scheduled to accommodate the needs of participating local governments that are unable to meet public notice requirements

for executing a memorandum of agreement within the this timeframe. Such This accommodation may not exceed 45 days from the office's determination that the project is eligible for expedited review;

- (d) The preparation of a single coordinated project description form and checklist and an agreement by state and regional agencies to reduce the burden on an applicant to provide duplicate information to multiple agencies;
- (e) Establishment of A process for the adoption and review of any comprehensive plan amendment needed by any certified project within 90 days after the submission of an application for a comprehensive plan amendment. However, the memorandum of agreement may not prevent affected persons as defined in s. 163.3184 from appealing or participating in the this expedited plan amendment process and any review or appeals of decisions made under this paragraph; and
- (f) Additional incentives for an applicant who proposes a project that provides a net ecosystem benefit.
  - (13) Notwithstanding any other provisions of law:
- (b) Projects that are qualified under this section are not subject to interstate highway level-of-service standards adopted by the Department of Transportation for concurrency purposes. The memorandum of agreement specified in subsection (5) must include a process by which the applicant will be assessed a fair share of the cost of mitigating the project's significant traffic impacts, as defined in chapter 380 and related rules. The agreement must also specify whether the significant traffic impacts on the interstate system will be mitigated through the

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implementation of a project or payment of funds to the Department of Transportation. <u>If</u> Where funds are paid, the Department of Transportation must include in the 5-year work program transportation projects or project phases, in an amount equal to the funds received, to mitigate the traffic impacts associated with the proposed project.

(14)

- (b) Challenges to state agency action in the expedited permitting process for establishment of a state-of-the-art biomedical research institution and campus in the this state by the grantee under s. 288.955 or a project identified in paragraph (3)(f) are subject to the same requirements as challenges brought under paragraph (a), except that, notwithstanding s. 120.574, summary proceedings must be conducted within 30 days after a party files the motion for summary hearing, regardless of whether the parties agree to the summary proceeding.
- input to participating in the memoranda of agreement, shall review sites proposed for the location of facilities eligible for the Innovation Incentive Program under s. 288.1089. Within 20 days after the request for the review by the office, the agencies shall provide to the office a statement as to each site's necessary permits under local, state, and federal law and an identification of significant permitting issues, which if unresolved, may result in the denial of an agency permit or approval or any significant delay caused by the permitting process.

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- 477 (19) The following projects are ineligible for review under this part:
  - (b) A project, the primary purpose of which is to:
  - 1. Effect the final disposal of solid waste, biomedical waste, or hazardous waste in this state.
  - 2. Produce electrical power, unless the production of electricity is incidental and not the primary function of the project or the electrical power is derived from a renewable energy fuel source as defined in s. 366.91(2)(d).
    - 3. Extract natural resources.
    - 4. Produce oil.
  - 5. Construct, maintain, or operate an oil, petroleum, natural gas, or sewage pipeline.
- Section 7. This act shall take effect July 1, 2009.

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