By Senator Hutson

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7-00576A-22 20221078

A bill to be entitled
An act relating to soil and water conservation
districts; repealing ch. 582, F.S., relating to soil
and water conservation districts; abolishing all soil
and water conservation districts in this state;
transferring the assets and liabilities of such
districts; amending ss. 120.52, 189.0695, 259.032,
259.036, 373.1391, 373.1401, 373.591, 403.067, 570.66,
and 570.921, F.S.; conforming provisions to changes
made by the act; providing an effective date.

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

Section 1. Chapter 582, Florida Statutes, consisting of sections 582.01, 582.02, 582.055, 582.06, 582.10, 582.11, 582.12, 582.13, 582.14, 582.15, 582.16, 582.18, 582.19, 582.20, 582.28, 582.29, 582.30, 582.31, and 582.32, is repealed.

Section 2. The following soil and water conservation districts are abolished and all assets and liabilities of each district are transferred to the Northwest Florida Water Management District:

- (1) Escambia Soil and Water Conservation District.
- (2) Yellow River Soil and Water Conservation District.
- (3) Choctawhatchee River Soil and Water Conservation District.
 - (4) Holmes Creek Soil and Water Conservation District.
 - (5) Orange Hill Soil and Water Conservation District.
 - (6) Jackson Soil and Water Conservation District.
 - (7) Chipola River Soil and Water Conservation District.

7-00576A-22 20221078 (8) Tupelo Soil and Water Conservation District. 30 31 (9) Gadsden Soil and Water Conservation District. 32 (10) Franklin Soil and Water Conservation District. (11) Leon Soil and Water Conservation District. 33 34 (12) Wakulla Soil and Water Conservation District. 35 (13) Jefferson Soil and Water Conservation District. 36 Section 3. The following soil and water conservation 37 districts are abolished and all assets and liabilities of each 38 district are transferred to the Suwannee River Water Management 39 District: 40 (1) Taylor Soil and Water Conservation District. 41 (2) Hamilton County Soil and Water Conservation District. (3) Suwannee County Conservation District. 42 43 (4) Lafayette Soil and Water Conservation District. 44 (5) Dixie Soil and Water Conservation District. 45 (6) Santa Fe Soil and Water Conservation District. 46 (7) Gilchrist Soil and Water Conservation District. 47 (8) Levy Soil and Water Conservation District. (9) Bradford Soil and Water Conservation District. 48 49 (10) Alachua Soil and Water Conservation District. Section 4. The following soil and water conservation 50 districts are abolished and all assets and liabilities of each 51 district are transferred to the St. Johns River Water Management 52 53 District: 54 (1) Nassau Soil and Water Conservation District. 55 (2) Baker Soil and Water Conservation District. 56 (3) Duval Soil and Water Conservation District. (4) Clay Soil and <u>Water Conservation District.</u> 57

(5) St. Johns Soil and Water Conservation District.

7-00576A-22 20221078 59 (6) Putnam Soil and Water Conservation District. 60 (7) Marion Soil and Water Conservation District. 61 (8) Volusia Soil and Water Conservation District. 62 (9) Lake Soil and Water Conservation District. 63 (10) Seminole Soil and Water Conservation District. 64 (11) Orange Soil and Water Conservation District. 65 (12) Brevard Soil and Water Conservation District. (13) Indian River Soil and Water Conservation District. 66 Section 5. The following soil and water conservation 67 68 districts are abolished and all assets and liabilities of each 69 district are transferred to the Southwest Florida Water 70 Management District: 71 (1) Sumter Soil and Water Conservation District. 72 (2) Polk Soil and Water Conservation District. 73 (3) Hillsborough Soil and Water Conservation District. 74 (4) Manatee River Soil and Water Conservation District. 75 (5) Hardee Soil and Water Conservation District. 76 (6) Peace River Soil and Water Conservation District. 77 (7) Sarasota Soil and Water Conservation District. 78 (8) Charlotte Soil and Water Conservation District. 79 Section 6. The following soil and water conservation 80 districts are abolished and all assets and liabilities of each district are transferred to the South Florida Water Management 81 82 District: 83 (1) Osceola Soil and Water Conservation District. (2) Okeechobee Soil and Water Conservation District. 84 85 (3) Highlands Soil and Water Conservation District. 86 (4) Collier Soil and Water Conservation District. 87 (5) St. Lucie Soil and Water Conservation District.

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7-00576A-22 20221078

- (6) Martin Soil and Water Conservation District.
- (7) Palm Beach Soil and Water Conservation District.
- (8) Broward Soil and Water Conservation District.
- (9) South Dade Soil and Water Conservation District.

Section 7. The Blackwater Soil and Water Conservation

District is dissolved and the assets and liabilities of the district are transferred to Santa Rosa County.

Section 8. The Glades Soil and Water Conservation District is dissolved and the assets and liabilities of the district are transferred to Glades County.

Section 9. The Hendry Soil and Water Conservation District is dissolved and the assets and liabilities of the district are transferred to Hendry County.

Section 10. The Madison Soil and Water Conservation

District is dissolved and the assets and liabilities of the district are transferred to Madison County.

Section 11. The Union Soil and Water Conservation District is dissolved and the assets and liabilities of the district are transferred to Union County.

Section 12. Paragraph (a) of subsection (1) of section 120.52, Florida Statutes, is amended to read:

120.52 Definitions.—As used in this act:

- (1) "Agency" means the following officers or governmental entities if acting pursuant to powers other than those derived from the constitution:
- (a) The Governor; each state officer and state department, and each departmental unit described in s. 20.04; the Board of Governors of the State University System; the Commission on Ethics; the Fish and Wildlife Conservation Commission; a

regional water supply authority; a regional planning agency; a
multicounty special district, but only if a majority of its
governing board is comprised of nonelected persons; educational
units; and each entity described in chapters 163, 373, and 380,
and 582 and s. 186.504.

This definition does not include a municipality or legal entity created solely by a municipality; a legal entity or agency created in whole or in part pursuant to part II of chapter 361; a metropolitan planning organization created pursuant to s. 339.175; a separate legal or administrative entity created pursuant to s. 339.175 of which a metropolitan planning organization is a member; an expressway authority pursuant to chapter 348 or any transportation authority or commission under chapter 343 or chapter 349; or a legal or administrative entity created by an interlocal agreement pursuant to s. 163.01(7), unless any party to such agreement is otherwise an agency as defined in this subsection.

Section 13. Subsection (3) of section 189.0695, Florida Statutes, is amended to read:

189.0695 Independent special districts; performance reviews.—

(3) The Office of Program Policy Analysis and Government Accountability must conduct a performance review of all independent mosquito control special districts within the classifications described in paragraphs (a) and (b) and may contract as needed to complete the requirements of this subsection. The Office of Program Policy Analysis and Government Accountability shall submit the final report of the performance

7-00576A-22 20221078

review to the President of the Senate and the Speaker of the House of Representatives as follows:

- (a) For all independent mosquito control districts as defined in s. 388.011, no later than September 30, 2023.
- (b) For all soil and water conservation districts as defined in s. 582.01, no later than September 30, 2024.

Section 14. Subsection (5), paragraphs (d) and (e) of subsection (7), and paragraph (b) of subsection (8) of section 259.032, Florida Statutes, are amended to read:

259.032 Conservation and recreation lands.-

- necessary to accomplish the purposes of this section. The lead land managing agencies designated by the board of trustees also are directed by the Legislature to enter into contracts or interagency agreements with other governmental entities, including local soil and water conservation districts, or private land managers who have the expertise to perform specific management activities which a lead agency lacks, or which would cost more to provide in-house. Such activities shall include, but not be limited to, controlled burning, road and ditch maintenance, mowing, and wildlife assessments.
- (7) All lands managed under this chapter and s. 253.034 shall be:
- (d) Concurrent with the approval of the acquisition contract pursuant to s. 253.025(4)(c) for any interest in lands except those lands acquired pursuant to s. 259.1052, the board shall designate an agency or agencies to manage such lands. The board shall evaluate and amend, as appropriate, the management policy statement for the project as provided by s. 259.035 to

7-00576A-22 20221078

ensure that the policy statement is compatible with conservation, recreation, or both. For any fee simple acquisition of a parcel which is or will be leased back for agricultural purposes, or any acquisition of a less than fee interest in land that is or will be used for agricultural purposes, the board shall first consider having a soil and water conservation district, created pursuant to chapter 582, manage and monitor such interests.

(e) State agencies designated to manage lands acquired under this chapter or with funds deposited into the Land Acquisition Trust Fund, except those lands acquired under s. 259.1052, may contract with local governments and soil and water conservation districts to assist in management activities, including the responsibility of being the lead land manager. Such land management contracts may include a provision for the transfer of management funding to the local government or soil and water conservation district from the land acquisition trust fund of the lead land managing agency in an amount adequate for the local government or soil and water conservation district to perform its contractual land management responsibilities and proportionate to its responsibilities, and which otherwise would have been expended by the state agency to manage the property.

(8)

(b) Individual management plans required by s. 253.034(5), for parcels over 160 acres, shall be developed with input from an advisory group. Members of this advisory group shall include, at a minimum, representatives of the lead land managing agency, comanaging entities, local private property owners, the appropriate soil and water conservation district, a local

conservation organization, and a local elected official. If habitat or potentially restorable habitat for imperiled species is located on state lands, the Fish and Wildlife Conservation Commission and the Department of Agriculture and Consumer Services shall be included on any advisory group required under chapter 253, and the short-term and long-term management goals required under chapter 253 must advance the goals and objectives of imperiled species management without restricting other uses identified in the management plan. The advisory group shall conduct at least one public hearing within the county in which the parcel or project is located. For those parcels or projects that are within more than one county, at least one areawide public hearing shall be acceptable and the lead managing agency shall invite a local elected official from each county. The areawide public hearing shall be held in the county in which the core parcels are located. Notice of such public hearing shall be posted on the parcel or project designated for management, advertised in a paper of general circulation, and announced at a scheduled meeting of the local governing body before the actual public hearing. The management prospectus required pursuant to paragraph (7)(c) shall be available to the public for a period of 30 days before the public hearing.

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By July 1 of each year, each governmental agency and each private entity designated to manage lands shall report to the Secretary of Environmental Protection on the progress of funding, staffing, and resource management of every project for which the agency or entity is responsible.

Section 15. Paragraph (a) of subsection (1) of section

7-00576A-22 20221078

259.036, Florida Statutes, is amended to read:

259.036 Management review teams.-

- (1) To determine whether conservation, preservation, and recreation lands titled in the name of the board are being managed for purposes that are compatible with conservation, preservation, or recreation in accordance with a land management plan adopted pursuant to s. 259.032, the board, acting through the department, shall cause periodic management reviews to be conducted as follows:
- (a) The department shall establish a regional land management review team composed of the following members:
- 1. One individual who is from the county or local community in which the parcel or project is located and who is selected by the county commission in the county which is most impacted by the acquisition.
- 2. One individual from the Division of Recreation and Parks of the department.
- 3. One individual from the Florida Forest Service of the Department of Agriculture and Consumer Services.
- 4. One individual from the Fish and Wildlife Conservation Commission.
- 5. One individual from the department's district office in which the parcel is located.
- 6. A private land manager, preferably from the local community, mutually agreeable to the state agency representatives.
- 7. A member or staff from the jurisdictional water management district or local soil and water conservation district board of supervisors.

8. A member of a conservation organization.

Section 16. Paragraph (d) of subsection (1) of section 373.1391, Florida Statutes, is amended to read:

373.1391 Management of real property.-

266 (1)

(d) For any fee simple acquisition of a parcel which is or will be leased back for agricultural purposes, or for any acquisition of a less-than-fee interest in lands that is or will be used for agricultural purposes, the district governing board shall first consider having a soil and water conservation district created pursuant to chapter 582 manage and monitor such interest.

Section 17. Section 373.1401, Florida Statutes, is amended to read:

373.1401 Management of lands of water management districts.—In addition to provisions contained in s. 373.1391(1) for soil and water conservation districts, The governing board of each water management district may contract with a nongovernmental person or entity, any federal or state agency, a county, a municipality, or any other governmental entity, or environmental nonprofit organization to provide for the improvement, management, or maintenance of any real property owned by or under the control of the district.

Section 18. Paragraph (d) of subsection (1) of section 373.591, Florida Statutes, is amended to read:

373.591 Management review teams.

(1) To determine whether conservation, preservation, and recreation lands titled in the names of the water management districts are being managed for the purposes for which they were

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7-00576A-22 20221078

acquired and in accordance with land management objectives, the water management districts shall establish land management review teams to conduct periodic management reviews. The land management review teams shall be composed of the following members:

(d) A member of the local soil and water conservation district board of supervisors.

Section 19. Subsection (1), paragraph (a) of subsection (3), paragraph (a) of subsection (6), and paragraph (a) of subsection (7) of section 403.067, Florida Statutes, are amended to read:

403.067 Establishment and implementation of total maximum daily loads.—

(1) LEGISLATIVE FINDINGS AND INTENT.-In furtherance of public policy established in s. 403.021, the Legislature declares that the waters of the state are among its most basic resources and that the development of a total maximum daily load program for state waters as required by s. 303(d) of the Clean Water Act, Pub. L. No. 92-500, 33 U.S.C. ss. 1251 et seq. will promote improvements in water quality throughout the state through the coordinated control of point and nonpoint sources of pollution. The Legislature finds that, while point and nonpoint sources of pollution have been managed through numerous programs, better coordination among these efforts and additional management measures may be needed in order to achieve the restoration of impaired water bodies. The scientifically based total maximum daily load program is necessary to fairly and equitably allocate pollution loads to both nonpoint and point sources. Implementation of the allocation shall include

7-00576A-22 20221078

consideration of a cost-effective approach coordinated between contributing point and nonpoint sources of pollution for impaired water bodies or water body segments and may include the opportunity to implement the allocation through nonregulatory and incentive-based programs. The Legislature further declares that the Department of Environmental Protection shall be the lead agency in administering this program and shall coordinate with local governments, water management districts, the Department of Agriculture and Consumer Services, local soil and water conservation districts, environmental groups, regulated interests, other appropriate state agencies, and affected pollution sources in developing and executing the total maximum daily load program.

- (3) ASSESSMENT.-
- (a) Based on the priority ranking and schedule for a particular listed water body or water body segment, the department shall conduct a total maximum daily load assessment of the basin in which the water body or water body segment is located using the methodology developed pursuant to paragraph (b). In conducting this assessment, the department shall coordinate with the local water management district, the Department of Agriculture and Consumer Services, other appropriate state agencies, soil and water conservation districts, environmental groups, regulated interests, and other interested parties.
 - (6) CALCULATION AND ALLOCATION.-
 - (a) Calculation of total maximum daily load.
- 1. Prior to developing a total maximum daily load calculation for each water body or water body segment on the

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7-00576A-22 20221078

list specified in subsection (4), the department shall coordinate with applicable local governments, water management districts, the Department of Agriculture and Consumer Services, other appropriate state agencies, local soil and water conservation districts, environmental groups, regulated interests, and affected pollution sources to determine the information required, accepted methods of data collection and analysis, and quality control/quality assurance requirements. The analysis may include mathematical water quality modeling using approved procedures and methods.

2. The department shall develop total maximum daily load calculations for each water body or water body segment on the list described in subsection (4) according to the priority ranking and schedule unless the impairment of such waters is due solely to activities other than point and nonpoint sources of pollution. For waters determined to be impaired due solely to factors other than point and nonpoint sources of pollution, no total maximum daily load will be required. A total maximum daily load may be required for those waters that are impaired predominantly due to activities other than point and nonpoint sources. The total maximum daily load calculation shall establish the amount of a pollutant that a water body or water body segment may receive from all sources without exceeding water quality standards, and shall account for seasonal variations and include a margin of safety that takes into account any lack of knowledge concerning the relationship between effluent limitations and water quality. The total maximum daily load may be based on a pollutant load reduction goal developed by a water management district, provided that

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7-00576A-22 20221078

such pollutant load reduction goal is promulgated by the department in accordance with the procedural and substantive requirements of this subsection.

- (7) DEVELOPMENT OF BASIN MANAGEMENT PLANS AND IMPLEMENTATION OF TOTAL MAXIMUM DAILY LOADS.—
 - (a) Basin management action plans.-
- 1. In developing and implementing the total maximum daily load for a water body, the department, or the department in conjunction with a water management district, may develop a basin management action plan that addresses some or all of the watersheds and basins tributary to the water body. Such plan must integrate the appropriate management strategies available to the state through existing water quality protection programs to achieve the total maximum daily loads and may provide for phased implementation of these management strategies to promote timely, cost-effective actions as provided for in s. 403.151. The plan must establish a schedule implementing the management strategies, establish a basis for evaluating the plan's effectiveness, and identify feasible funding strategies for implementing the plan's management strategies. The management strategies may include regional treatment systems or other public works, when appropriate, and voluntary trading of water quality credits to achieve the needed pollutant load reductions.
- 2. A basin management action plan must equitably allocate, pursuant to paragraph (6)(b), pollutant reductions to individual basins, as a whole to all basins, or to each identified point source or category of nonpoint sources, as appropriate. For nonpoint sources for which best management practices have been adopted, the initial requirement specified by the plan must be

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7-00576A-22 20221078

those practices developed pursuant to paragraph (c). When appropriate, the plan may take into account the benefits of pollutant load reduction achieved by point or nonpoint sources that have implemented management strategies to reduce pollutant loads, including best management practices, before the development of the basin management action plan. The plan must also identify the mechanisms that will address potential future increases in pollutant loading.

3. The basin management action planning process is intended to involve the broadest possible range of interested parties, with the objective of encouraging the greatest amount of cooperation and consensus possible. In developing a basin management action plan, the department shall assure that key stakeholders, including, but not limited to, applicable local governments, water management districts, the Department of Agriculture and Consumer Services, other appropriate state agencies, local soil and water conservation districts, environmental groups, regulated interests, and affected pollution sources, are invited to participate in the process. The department shall hold at least one public meeting in the vicinity of the watershed or basin to discuss and receive comments during the planning process and shall otherwise encourage public participation to the greatest practicable extent. Notice of the public meeting must be published in a newspaper of general circulation in each county in which the watershed or basin lies at least 5 days, but not more than 15 days, before the public meeting. A basin management action plan does not supplant or otherwise alter any assessment made under subsection (3) or subsection (4) or any calculation or initial

436 allocation.

4. Each new or revised basin management action plan shall include:

- a. The appropriate management strategies available through existing water quality protection programs to achieve total maximum daily loads, which may provide for phased implementation to promote timely, cost-effective actions as provided for in s. 403.151;
- b. A description of best management practices adopted by
 rule;
- c. A list of projects in priority ranking with a planninglevel cost estimate and estimated date of completion for each listed project;
- d. The source and amount of financial assistance to be made available by the department, a water management district, or other entity for each listed project, if applicable; and
- e. A planning-level estimate of each listed project's expected load reduction, if applicable.
- 5. The department shall adopt all or any part of a basin management action plan and any amendment to such plan by secretarial order pursuant to chapter 120 to implement this section.
- 6. The basin management action plan must include milestones for implementation and water quality improvement, and an associated water quality monitoring component sufficient to evaluate whether reasonable progress in pollutant load reductions is being achieved over time. An assessment of progress toward these milestones shall be conducted every 5 years, and revisions to the plan shall be made as appropriate.

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7-00576A-22 20221078

Revisions to the basin management action plan shall be made by the department in cooperation with basin stakeholders. Revisions to the management strategies required for nonpoint sources must follow the procedures in subparagraph (c)4. Revised basin management action plans must be adopted pursuant to subparagraph 5.

- 7. In accordance with procedures adopted by rule under paragraph (9)(c), basin management action plans, and other pollution control programs under local, state, or federal authority as provided in subsection (4), may allow point or nonpoint sources that will achieve greater pollutant reductions than required by an adopted total maximum daily load or wasteload allocation to generate, register, and trade water quality credits for the excess reductions to enable other sources to achieve their allocation; however, the generation of water quality credits does not remove the obligation of a source or activity to meet applicable technology requirements or adopted best management practices. Such plans must allow trading between NPDES permittees, and trading that may or may not involve NPDES permittees, where the generation or use of the credits involve an entity or activity not subject to department water discharge permits whose owner voluntarily elects to obtain department authorization for the generation and sale of credits.
- 8. The department's rule relating to the equitable abatement of pollutants into surface waters do not apply to water bodies or water body segments for which a basin management plan that takes into account future new or expanded activities or discharges has been adopted under this section.
 - 9. In order to promote resilient wastewater utilities, if

the department identifies domestic wastewater treatment facilities or onsite sewage treatment and disposal systems as contributors of at least 20 percent of point source or nonpoint source nutrient pollution or if the department determines remediation is necessary to achieve the total maximum daily load, a basin management action plan for a nutrient total maximum daily load must include the following:

- a. A wastewater treatment plan developed by each local government, in cooperation with the department, the water management district, and the public and private domestic wastewater treatment facilities within the jurisdiction of the local government, that addresses domestic wastewater. The wastewater treatment plan must:
- (I) Provide for construction, expansion, or upgrades necessary to achieve the total maximum daily load requirements applicable to the domestic wastewater treatment facility.
- (II) Include the permitted capacity in average annual gallons per day for the domestic wastewater treatment facility; the average nutrient concentration and the estimated average nutrient load of the domestic wastewater; a projected timeline of the dates by which the construction of any facility improvements will begin and be completed and the date by which operations of the improved facility will begin; the estimated cost of the improvements; and the identity of responsible parties.

The wastewater treatment plan must be adopted as part of the basin management action plan no later than July 1, 2025. A local government that does not have a domestic wastewater treatment

7-00576A-22 20221078

facility in its jurisdiction is not required to develop a wastewater treatment plan unless there is a demonstrated need to establish a domestic wastewater treatment facility within its jurisdiction to improve water quality necessary to achieve a total maximum daily load. A local government is not responsible for a private domestic wastewater facility's compliance with a basin management action plan unless such facility is operated through a public-private partnership to which the local government is a party.

- b. An onsite sewage treatment and disposal system remediation plan developed by each local government in cooperation with the department, the Department of Health, water management districts, and public and private domestic wastewater treatment facilities.
- (I) The onsite sewage treatment and disposal system remediation plan must identify cost-effective and financially feasible projects necessary to achieve the nutrient load reductions required for onsite sewage treatment and disposal systems. To identify cost-effective and financially feasible projects for remediation of onsite sewage treatment and disposal systems, the local government shall:
- (A) Include an inventory of onsite sewage treatment and disposal systems based on the best information available;
- (B) Identify onsite sewage treatment and disposal systems that would be eliminated through connection to existing or future central domestic wastewater infrastructure in the jurisdiction or domestic wastewater service area of the local government, that would be replaced with or upgraded to enhanced nutrient-reducing onsite sewage treatment and disposal systems,

7-00576A-22 20221078

or that would remain on conventional onsite sewage treatment and disposal systems;

- (C) Estimate the costs of potential onsite sewage treatment and disposal system connections, upgrades, or replacements; and
- (D) Identify deadlines and interim milestones for the planning, design, and construction of projects.
- (II) The department shall adopt the onsite sewage treatment and disposal system remediation plan as part of the basin management action plan no later than July 1, 2025, or as required for Outstanding Florida Springs under s. 373.807.
- 10. When identifying wastewater projects in a basin management action plan, the department may not require the higher cost option if it achieves the same nutrient load reduction as a lower cost option. A regulated entity may choose a different cost option if it complies with the pollutant reduction requirements of an adopted total maximum daily load and meets or exceeds the pollution reduction requirement of the original project.

Section 20. Section 570.66, Florida Statutes, is amended to read:

570.66 Department of Agriculture and Consumer Services; water policy.—The commissioner may create an Office of Agricultural Water Policy under the supervision of a senior manager exempt under s. 110.205 in the Senior Management Service. The commissioner may designate the bureaus and positions in the various organizational divisions of the department that report to the office relating to any matter over which the department has jurisdiction in matters relating to water policy affecting agriculture, application of such

7-00576A-22 20221078 581 policies, and coordination of such matters with state and 582 federal agencies. The office shall enforce and implement the provisions of chapter 582 and rules relating to soil and water 583 584 conservation. 585 Section 21. Subsection (3) of section 570.921, Florida 586 Statutes, is amended to read: 587 570.921 Environmental Stewardship Certification Program.-588 The department may establish the Environmental Stewardship 589 Certification Program consistent with this section. 590 (3) The Soil and Water Conservation Council created by s. 591 582.06 may develop and recommend to the department for adoption 592 additional criteria for receipt of an agricultural certification 593 which may include, but not be limited to: 594 (a) Comprehensive management of all on-farm resources. 595 (b) Promotion of environmental awareness and responsible 596 resource stewardship in agricultural or urban communities. 597 (c) Completion of a curriculum of study that is related to 598 environmental issues and regulation. 599 Section 22. This act shall take effect July 1, 2022.