I. Summary:

This committee substitute for the committee substitute (CS) implements the recommendations of the Wekiva River Basin Coordinating Committee’s Final Report. The CS creates part III of ch. 369, F.S., consisting of ss. 369.314-369.324, F.S., as the Wekiva Parkway and Protection Act. It provides a legal description of the Wekiva Study Area. It limits the number of interchanges along the Wekiva Parkway. The CS specifies entities that shall locate the precise corridor and interchanges for the Wekiva Parkway in Seminole County consistent with the provisions of the act. Also, the CS grants the Department of Transportation authority to acquire and to exercise the power of eminent domain to purchase certain lands necessary for the construction of the parkway and land necessary to protect the surface water resources of the Wekiva Study Area.

The CS provides that lands not needed for the Wekiva Parkway shall be transferred to the Board of Trustees of the Internal Improvement Trust Fund for management as conservation lands. It requires the Department of Transportation, the Department of Environmental Protection, the Orlando-Orange County Expressway Authority and other land acquisition entities to cooperate and establish funding responsibilities and partnerships. In addition, the CS requests the Board of Trustees of the Internal Improvement Trust Fund to consider amending the Wekiva-Ocala Greenway Florida Forever project boundary to include certain parcels. The CS requires the Department of Transportation, subject to an appropriation by the Legislature, to purchase lands in the Wekiva Study Area necessary for the construction of the Wekiva Parkway and the preservation of environmentally sensitive lands.

In addition, the CS requires the Department of Environmental Protection to study the efficacy and applicability of water quality and wastewater treatment standards needed to achieve nitrogen reductions protective of surface and groundwater quality within the Wekiva Study Area.
It requires the Department of Health, in cooperation with the Department of Environmental Protection, to study the efficacy and applicability of onsite sewage disposal system standards needed to achieve nitrogen reductions protective of the groundwater quality within the Wekiva Study Area. It contains reporting requirements. It requires the St. Johns River Water Management District to initiate rulemaking to amend the recharge criteria in Rule 40C-41.063(3), F.A.C., and to adopt a consolidated environmental resource permit and consumptive use permit involving irrigation of urban landscape, golf courses or recreational areas.

The district is required to initiate rulemaking to amend the recharge criteria to provide that post-development recharge volume conditions within the Wekiva Study Area approximate pre-development recharge volume conditions. The CS requires the district to conduct an analysis of the impact of redevelopment upon aquifer recharge and the costs of regulation. It requires the St. Johns River Water Management District to update the minimum flows and levels for Rock Springs and Wekiwa Springs. This CS also requires the district to consider revising certain consumptive use permit thresholds in the Wekiva Study Area and establish pollution load reduction goals for the Wekiva Study Area to assist with the adoption of total maximum daily loads for impaired waters the study area.

Finally, this CS provides that the Department of Agriculture and Consumer Services shall be the lead agency in coordinating the reduction of agricultural nonpoint sources of pollution. It requires local governments within the Wekiva Study Area to develop a master stormwater management plan and also to develop a wastewater facility plan. Plan amendments required by the CS are exempt from the limitation on the frequency of plan amendments. Local government comprehensive plan amendments that increase development potential must demonstrate that adequate potable water consumptive use permit capacity is available. This CS creates the Wekiva River Basin Commission.

This CS creates part III of ch. 369, F.S., consisting of ss. 369.314-369.324 of the Florida Statutes, and amends section 163.3184, Florida Statutes.

II. Present Situation:

The Wekiva Basin, consisting of the Wekiva River, the St. Johns River and their tributaries along with associated lands in central Florida, is part of a vast wildlife corridor that connects northwest Orange County with the Ocala National Forest. In recent years, the state has acquired more than 60,000 acres of conservation lands at a cost of $139 million. These conservation lands provide habitat for the Florida black bear, burrowing owl, sandhill crane, Florida scrub-jay, gopher tortoise, and the limpkin.

The Wekiva River and its tributaries have been designated an Outstanding Florida Water, a National and Scenic River, a Florida Wild and Scenic River, and a Florida Aquatic Preserve. The river is a spring-fed system associated with 19 springs that are connected to the Florida Aquifer. Eleven of these springs are second and third magnitude springs, meaning those springs discharge 10 to 100 cubic feet per second or 1 to 10 cubic feet per second, respectively.

The central Florida region has experienced tremendous growth in the last 20 years resulting in increasing transportation demands and development pressure on lands within the Wekiva Basin.
During the period between 1980 and 1990, the growth rate in Lake, Seminole, and Orange Counties exceeded 30 percent. The growth rate for this three-county area is expected to exceed 20 percent through the year 2010. While projected growth for the state between 2010 and 2020 is 13 percent, the growth rate for central Florida is expected to be 17 percent. The desire to balance the transportation needs associated with this projected growth and protection of the Wekiva Basin prompted Governor Bush to create the “Wekiva Basin Area Task Force” on September 26, 2002.\(^1\) The task force was charged with evaluating and making recommendations on the most appropriate location for a highway route connecting State Road 429 to Interstate 4 while providing the greatest protection to the Wekiva Basin. Also, the task force was asked to evaluate and recommend a transportation plan that considered the potential expansion of roads and corridors within the Wekiva Basin to address, among other issues, land acquisition, springshed protection, innovative road design, protection of rural character, protection of habitat, utilization of financial resources, and the adequacy of local governments relating to transportation corridors.\(^2\)

The task force’s recommendations, as contained in its final report, may be summarized as follows:

- All recommendations should be taken as a whole and integrated into a unified plan of integration;
- Appropriate transportation agencies should use the “Recommended Corridor for the Wekiva Parkway” to undertake the environmental and engineering studies for determining the precise alignment;
- Appropriate transportation agencies should use the “Guiding Principles for the Wekiva Parkway Design Features and Construction” and also apply those principles to the expansion and construction of new expressways;
- Certain design and construction elements for the Wekiva Parkway should be employed so that when completed, the parkway creates a scenic roadway through the basin;
- The Department of Transportation, the Orlando-Orange County Expressway Authority, and the Seminole County Expressway Authority should consider the task force’s recommendations and report to the Governor and Legislature on their joint recommendations for the appropriate entity to operate the Wekiva Parkway;
- The plan for mitigating impacts of the Wekiva Parkway should ensure, to the maximum extent possible, that land acquisition and mitigation occur within the Wekiva River Protection Area, Wekiva River Basin, or Wekiva River Springshed;
- Not more than five interchanges should be located along the Wekiva Parkway and recommends locations;
- Local governments should review their long-range transportation improvement plans in light of the task force’s recommendations;
- Appropriate “Guiding Principles for Designing and Construction” should be applied if there are any improvements to State Road 44 through the Wekiva River Protection Area;
- Establishment of the Wekiva River Springshed Protection Area with certain limitations on comprehensive plan amendments within the area as detailed by the task force;


• Legislation creating the Wekiva River Springshed Protection Act should include specific content requirements for the springshed sector plan as enumerated by the task force;
• Legislation creating the Wekiva River Springshed Protection Area and the related sector planning process should include planning requirements for each potential interchange recommended for the Wekiva Parkway;
• Legislation creating the Wekiva River Springshed Protection Area should result in new permitting criteria to be applied by the St. Johns River Water Management District through its existing permit programs governing the Management and Storage of Surface Waters and Environmental Resource Permits and Consumptive Uses of Water; and
• The State should use all means at its disposal to complete the Wekiva-Ocala Greenway Florida Forever Project and recommends giving the highest priority to specific parcels prior to the construction associated with the Wekiva Parkway.

Legislation to implement the Task Force’s recommendations was considered during the 2003 legislative session, but did not pass.

On July 1, 2003, Gov. Bush issued Executive Order No. 03-112, creating a 28-member Wekiva River Basin Coordinating Committee, chaired by Senator Lee Constantine. The Committee was to be a forum to identify enhanced land use planning strategies and development standards that are consistent with protected property rights and which improve and assure protection of surface and groundwater resources, including the recharge potential of the Wekiva Study Area. The Committee was charged with considering the recommendations of the Wekiva Basin Area Task Force; the most current and new information being developed regarding quantity, quality, distribution and timing of groundwater recharge in the Wekiva Study Area; and wildlife in the Wekiva Study Area. The Committee was also directed to consider the use of innovative planning and development strategies such as rural land stewardship and other mechanisms for concentrating development in appropriate areas, and the use of the latest science-based information and methods and performance based planning strategies and development standards. In addition, the Committee was to address issues of compatibility with the existing comprehensive plans and land development regulations of those local governments with jurisdiction over lands located within the Wekiva River Protection Area.

Executive Order No. 03-112 specifically directed the Committee to consider, evaluate and make recommendations concerning:

• Mechanisms for coordinating state, federal, regional and local efforts to protect the Study Area’s rivers, springs, wetlands and ground water recharge.
• Recommendations for state and regional agency action.
• Recommendations for public education.

3 Executive Order Number 03-112, July 1, 2003, page 3.
4 See Id.
• Recommendations for implementing the identified land use planning strategies and
development standards in communities in the Study Area, including an implementation
schedule and provisions for monitoring implementation activities.\(^5\)

Certain state and regional agencies were directed to use existing law to implement the
Governor’s Wekiva Basin Area Task Force recommendations related to the development of the
Wekiva Parkway, acquisition of conservation lands, and review of rules to protect water quality
and flow of springs in accordance with state quality standards.\(^6\) Those agencies include the St.
Johns River Water Management District, the Department of Community Affairs, the Department
of Transportation, the Department of Environmental Protection, the Department of Agriculture
and Consumer Services, and the Orlando-Orange County Expressway Authority.


III. Effect of Proposed Changes:

This CS is intended to implement the recommendations of the Wekiva River Basin Coordinating
Committee’s Final Report. The CS creates part III of ch. 369, F.S., consisting of ss. 369.314-
369.324, F.S., as the Wekiva Parkway and Protection Act.

Section 1. Creates part III of ch. 369, F.S.

369.314 -- Short title.—This act may be cited as the “Wekiva Parkway and Protection Act.”

369.315 -- This section provides legislative findings and intent. It is the intent of the Legislature
that the recommendations of the Wekiva River Basin Coordinating Committee as stated in its
March 16, 2004, report be taken and implemented as a whole to achieve the objective of
improving and assuring protection of surface water and groundwater resources. Coordination of
comprehensive plans and the Regional Water Supply Plan is important for protection of water
resources and to promote the continuity of effective planning and development.

Further, it is not the intent of the Legislature to place an undue burden on local governments
within the Wekiva Study Area. Any required Wekiva Study Area comprehensive plan
amendments may be adopted in conjunction with other amendments not required by this act.

369.316 – This section provides a legal description of the Wekiva Study Area. The majority of
the land within the Wekiva Study Area contributes groundwater recharge to the Wekiva River
and springs. Counties and municipalities located within the Wekiva Study Area include: Lake
County and the municipalities of Eustis and Mount Dora; Orange County and the municipalities
of Apopka, Eatonville, Maitland, Oakland, Ocoee, Orlando and Winter Garden; and Seminole
County and the municipalities of Lake Mary, Longwood and Altamonte Springs.

316.317 – The Wekiva Parkway is a limited access highway or expressway constructed between
State Road 429 and Interstate 4 specifically incorporating the corridor alignment recommended

\(^5\) See Id.

The CS specifies the Guiding Principles for the Wekiva Parkway Design Features and Construction. Also, if any improvements are considered to SR 44 through the Wekiva River Protection Area, then the guiding principles apply.

When the design and construction of the Wekiva Parkway is completed it should:

- Reduce hazards to wildlife by relocating CR 46-A to tie into SR 46 at the proposed SR 46 interchange.
- Close the portions of CR 46-A that parallel and duplicate SR 46 and serve only the traffic necessary to provide access to local property.
- Elevate the Wekiva Parkway through the Wekiva River Protection Area to the maximum extent feasible, and have bridges and adequate barriers as often as practical to provide for adequate wildlife passages.
- Bridge Wekiva River wetlands and floodplains on publicly owned lands that are adjacent to the Wekiva parkway where known wildlife crossings exist.
- Close existing SR 46 at an appropriate location west of the Lake-Seminole County line so that the remaining sections of SR 46 continue to be open only to provide local access to private properties and recreational conservation lands, and prevent through traffic.
- Not have to provide wildlife passages where the at-grade portions of the existing SR 46 remain in place to provide limited, low-volume local access.

The number of interchanges located along the Wekiva Parkway shall not exceed five and the locations are specified in the CS. However, in Seminole County, the Seminole County Expressway Authority, the Florida Department of Transportation (DOT), and the Florida Turnpike Enterprise shall locate the precise corridor and interchanges for the Wekiva Parkway consistent with the provisions of the act.

The DOT is specifically granted the authority to acquire and to exercise the power of eminent domain to condemn all necessary lands, property and all interests in property identified in the CS, including fee simple or less-than-fee simple interests, including but not limited to, all rights and interests set forth in s. 337.27(1), F.S. The DOT shall be the lead agency in the acquisition of the identified properties and the Department of Environmental Protection (DEP), the Department of Community Affairs (DCA), the St. Johns River Water Management District and the Orlando-Orange County Expressway Authority and other land acquisition entities shall participate and cooperate in providing information and support to DOT. Any lands that are not needed for the Wekiva Parkway shall be transferred to the Board of Trustees of the Internal Improvement Trust Fund for management as conservation lands pursuant to ss. 259.032 and 253.034, F.S. The DOT may utilize such lands acquired with their own funds, or with acquisition services provided at their cost, on a pro rata basis to the total acreage acquired, as mitigation credits for potential future impacts associated with the Wekiva Parkway and/or other regionally significant roadways. With the exception of the transportation use for the Wekiva Parkway, uses of the property acquired shall be limited to traditional conservation uses appropriate for land acquisition by the Florida Forever program.
The DOT, the DEP, the St. Johns River Water Management District, the Orlando-Orange County Expressway Authority and other land acquisition entities shall cooperate and establish funding responsibilities and partnerships by agreement to the extent funds are available to the various entities. The DOT shall acquire land in accordance with the provisions of this section to the extent funds are available from the various funding partners, but shall not be required nor assumed to fund the land acquisition beyond the agreement and funding provided by the various land acquisition entities.

The Board of Trustees of the Internal Improvement Trust Fund is requested to consider amending the Wekiva-Ocala Greenway Florida Forever project boundary to include certain specified parcels.

Subject to an appropriation by the Legislature, DOT is required to purchase lands in the Wekiva Study Area necessary for the construction of the Wekiva Parkway and the preservation of environmentally sensitive lands.

369.318 – Studies.

(1) The DEP shall study the efficacy and applicability of water quality and wastewater treatment standards needed to achieve nitrogen reductions protective of surface and groundwater quality within the Wekiva Study Area and report to the Governor and the DCA no later than December 1, 2004. Based on that report, the DEP, if appropriate, by March 1, 2005, shall initiate rulemaking to implement the report recommendations.

(2) The Department of Health, in coordination with the DEP, shall study the efficacy and applicability of onsite sewage disposal system standards needed to achieve nitrogen reductions protection of groundwater quality within the Wekiva Study Area and report to the Governor and the DCA no later than December 1, 2004. Based on that report, the Department of Health, if appropriate, by March 1, 2005, shall initiate rulemaking to implement the report recommendations. The study must consider certain specified elements.

(3) The St. Johns River Water Management District must initiate rulemaking to amend the recharge criteria in Rule 40C-41.063(3), F.A.C., to expand the area in which the standard is applied to include the Wekiva Study Area, and adopt a consolidated environmental resources permit/consumptive use permit for certain irrigation purposes.

(4) By March 1, 2005, the St. Johns River Water Management District, in conjunction with the DEP, shall initiate rulemaking to amend the recharge criteria to provide that post-development recharge volume conditions within the Wekiva Study Area approximate pre-development recharge volume conditions. The district shall study and undertake this rulemaking to accomplish this standard on a development-specific basis.

(5) The district shall also complete an assessment of the significance of water uses below the current consumptive use permit thresholds in the Wekiva Study Area to determine if rulemaking should be initiated to lower consumptive use permit thresholds.
(6) The St. Johns River Water Management District shall conduct an analysis of the impact of redevelopment projects in the Wekiva River basin upon aquifer recharge and shall consider whether to adopt a rule amendment to require those redevelopment projects exceeding a specified threshold to meet the Wekiva Basin recharge criteria. The effect of redevelopment upon aquifer recharge shall be analyzed and then the costs of regulation shall be analyzed.

(7) By December 1, 2007, the St. Johns River Water Management District shall update the minimum flows and levels for Rock Springs and Wekiwa Springs. Also, the district shall revise the consumptive use permit thresholds in the Wekiva Study Area to address proposed water withdrawals above 50,000 gallons per day. Revisions to this threshold shall provide for a general permit, if possible, and a transition period that allows continued access to water supply for users that were not previously subject to the permitting process.

(8) By December 1, 2005, the St. Johns River Water Management District shall establish pollution load reduction goals for the Wekiva Study Area to assist the DEP in adopting total maximum daily loads for impaired waters within the Wekiva Study Area by December 1, 2006.

(9) The Department of Agriculture and Consumer Services (DACS) shall be the lead agency in coordinating the reduction of agricultural nonpoint sources of pollution. The DACS shall study and, if necessary, initiate rulemaking to implement new or revised best management practices for improving and protecting water bodies, including those basins with impaired water bodies addressed by the Total Maximum Daily Loads Program.

369.319 – Each local government within the Wekiva Study Area shall develop a master stormwater management plan that addresses certain specified elements.

369.320 – Local governments within the Wekiva Study Area shall develop a wastewater facility plan for joint planning areas and utility service areas where central wastewater systems are not readily available. The plan shall include certain specified elements. Local governments shall update their facility plans where the Total Maximum Daily Loads Program requires reductions in point source pollutants for a basin or as required by legislation for enhanced treatment standards.

369.321 – By January 1, 2006, each local government within the Wekiva Study Area shall amend its local government comprehensive plan to include the following:

- Local governments hosting an interchange on the Wekiva Parkway shall adopt an interchange land use plan into their comprehensive plans. Local governments within which the Wekiva Parkway is planned shall amend their local government comprehensive plans to include the Wekiva Parkway.

- Local governments shall amend the appropriate elements of the comprehensive plan, including the capital improvements element, to ensure implementation of the master stormwater management plan.

- Local governments shall amend their comprehensive plans to establish land use strategies that optimize open space and promote a pattern of development on a jurisdiction-wide basis that protects the most effective recharge areas, karst features, and sensitive natural
habitats including Longleaf Pine, Sand Hill, Sand Pine and Xeric Oak Scrub. Local governments shall have flexibility to achieve this objective through certain comprehensive plan strategies.

- An up-to-date 10-year water supply facility work plan for building potable water facilities necessary to serve existing and new development and for which the local government is responsible.

Comprehensive plans and comprehensive plan amendments adopted by the local governments to implement this section shall be reviewed by the DCA pursuant to s. 163.3184, F.S., and are exempt from the provisions of s. 163.3187(1), F.S., which limits plan amendments to no more than two per calendar year.

Certain land development regulations shall be adopted no later than January 1, 2007.

During the period prior to the adoption of the comprehensive plan amendments required by this act, any comprehensive plan adopted by a city or county that applies to land located within the Wekiva Study Area shall protect surface and groundwater resources and be reviewed by the DCA pursuant to chapter 9J-5, F.A.C., using best available data, including the information presented to the Wekiva River Basin Coordinating Committee.

369.322 – In their review of local government comprehensive plan amendments for property located within the Wekiva Study Area, the DCA and the St. Johns River Water Management District shall assure that amendments that increase development potential demonstrate that adequate potable water consumptive use permit capacity is available.

The local governments in the Wekiva Study Area shall coordinate with the St. Johns River Water Management District and other public and private utilities, on a county-wide or multi-county basis, to implement cooperative solutions for development of alternative water sources necessary to supplement groundwater supplies consistent with the St. Johns River Water Management District Regional Water Supply Plan.

In recognition of the need to balance resource protection, certain activities and initiatives that assure protection of surface and groundwater resources while promoting compact, ecologically and economically sustainable growth should be encouraged.

369.323 – Comprehensive plans and plan amendments adopted by the local governments within the Wekiva Study Area to implement this act shall be reviewed for compliance by the DCA.

369.324 – The Wekiva River Basin Commission is created to monitor and ensure the implementation of the recommendations of the Wekiva River Basin Coordinating Committee for the Wekiva Study Area. The East Central Florida Regional Planning Council shall provide staff support to the commission with funding assistance from the DCA.

The commission is comprised of a total of 19 members appointed by the Governor – 9 voting members and 10 ad hoc nonvoting members. The actual membership is specified. Members shall
serve 3-year, staggered terms and shall serve without compensation but shall serve at the expense of the entity they represent.

Meetings of the commission shall be held in Lake, Orange, or Seminole County at the call of the chairman, but shall meet at least twice a year.

To assist the commission in its mission, the East Coast Regional Planning Council, in coordination with the applicable regional and state agencies, shall serve as a clearinghouse of baseline or specialized studies through modeling and simulation, including collecting and disseminating data on the demographics, economics, and the environment of the Wekiva Study Area.

The commission shall report annually, no later than December 1 of each year, to the Governor, the President of the Senate, the Speaker of the House of Representatives, and the DCA on implementation progress.

Section 2. Amends s. 163.3184, F.S., to provide that the definition of “in compliance” includes part III of ch. 369, F.S, where applicable.

Section 3. This act shall take effect July 1, 2004.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

None.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

The population growth in the Orlando Metropolitan Area has placed an increasing demand on the transportation network. The construction of the Wekiva Parkway will alleviate some of the transportation problems being experienced in the Wekiva Study Area. The Wekiva River Basin Coordinating Committee’s recommendations are intended
to achieve the objective of improving and assuring protection of surface water and groundwater resources while providing for the construction of the Wekiva Parkway.

C. Government Sector Impact:

Indeterminate. The local governments within the Wekiva Study Area are required to amend their local government comprehensive plans to implement certain recommendations of the of the Wekiva River Basin Coordinating Committee.

The St. Johns River Water Management District will incur costs associated with rulemaking to implement the recommendations that affect them. Among those recommendations, is the development of a consolidated ERP/CUP permit. Also, the district is required to conduct studies and analyze the impact that redevelopment projects would have in the Wekiva River basin on aquifer recharge. The district must also update minimum flows and levels for Rock Springs and Wekiwa Springs and revise their consumptive use permit thresholds. By December 1, 2005, the district must establish pollution load reduction goals for the Wekiva Study Area to assist the DEP in adopting total maximum daily loads (TMDLs) for impaired waters in the Wekiva Study Area.

The DEP is required to do a study of certain water quality and wastewater treatment standards needed to achieve nitrogen reductions within the Wekiva Study Area. Also, the DEP must adopt TMDLs for impaired waters in the Wekiva Study Area by December 1, 2006.

The Department of Agriculture and Consumer Services is the lead agency in coordinating the reduction of agricultural nonpoint sources of pollution and must conduct a study regarding certain best management practices.

The Department of Health is required to conduct a study regarding onsite sewage disposal systems in the Wekiva Study Area.

The Department of Transportation is granted the authority to use eminent domain power to acquire lands for the construction of the Wekiva Parkway and protection of the Wekiva Study Area. The department will be seeking various funding partnerships to accomplish this task.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Amendments:

None.
This Senate staff analysis does not reflect the intent or official position of the bill’s sponsor or the Florida Senate.