1 A bill to be entitled 2 An act relating to state lands; amending s. 253.034, 3 F.S.; providing legislative findings; revising 4 measurable objectives for management goals to include 5 the preservation of low-impact agriculture; requiring 6 updated land management plans to identify conservation 7 lands that could support low-impact agriculture and 8 conservation lands that are no longer needed and could 9 be disposed of; requiring that exchanges of 10 conservation lands result in an equal or greater conservation benefit; requiring the Division of State 11 12 Lands to review state-owned conservation lands and determine if such lands could support low-impact 13 14 agriculture or be disposed of; requiring the division 15 to submit a list of such lands to the Acquisition and 16 Restoration Council; requiring the council to provide recommendations to the division and the Board of 17 Trustees of the Internal Improvement Trust Fund; 18 19 requiring that the division direct managing agencies 20 to offer agreements for low-impact agriculture on such 21 lands under certain conditions; providing 2.2 applicability of such agreements; directing the board to dispose of such lands under certain conditions; 23 requiring the division to review certain 24 25 nonconservation lands and make recommendations to the 26 board as to whether such lands should be retained in

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public ownership or disposed of; amending s. 253.42, F.S.; providing for private lands contiguous to stateowned lands to be exchanged for a permanent conservation easement over all or a portion of the privately owned lands; authorizing the use of such lands for low-impact agricultural purposes; providing conditions for approval of such exchanges; requiring that special consideration be given to exchanges that maintain public access for recreational purposes; providing limited liability for persons maintaining such public access; providing that permanent conservation easements over privately owned lands are subject to certain inspection; creating s. 253.87, F.S.; directing the Department of Environmental Protection to include certain county, municipal, state, and federal lands in the Florida State-Owned Lands and Records Information System (SOLARIS) database and to update the database at specified intervals; requiring counties, municipalities, and financially disadvantaged small communities to submit a list of certain lands to the department by a specified date and at specified intervals; directing the department to conduct a study and submit a report to the Governor and Legislature on the technical and economic feasibility of including certain lands in the database or a similar public lands inventory; amending

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s. 259.105, F.S.; deleting obsolete provisions; requiring the council to give weight and increased priority to certain projects when developing proposed rules relating to Florida Forever funding and additions to the Conservation and Recreation Lands list; providing for the appeal of decisions made by the council; authorizing the board to direct the council to include certain lands on such list under certain conditions; amending ss. 259.035 and 373.199, F.S.; conforming cross-references; directing the department to consolidate specified parcels of conservation lands under a single, unified title and legal description by a specified date; providing an effective date.

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

Section 1. Subsection (1), paragraphs (b) and (e) of subsection (5), and subsection (6) of section 253.034, Florida Statutes, are amended to read:

253.034 State-owned lands; uses.-

(1) (a) The Legislature finds that the total land area of the state is approximately 34.7 million acres and, as of January 1, 2014, approximately 3.2 million acres of conservation lands are titled in the name of the Board of Trustees of the Internal Improvement Trust Fund. Approximately 1.2 million acres of these

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conservation lands, which equal approximately 3.4 percent of the total land area of the state, are uplands located above the boundary of jurisdictional wetlands.

All lands acquired pursuant to chapter 259 shall be (b) managed to serve the public interest by protecting and conserving land, air, water, and the state's natural resources, which contribute to the public health, welfare, and economy of the state. These lands shall be managed to provide for areas of natural resource based recreation, and to ensure the survival of plant and animal species and the conservation of finite and renewable natural resources. The state's lands and natural resources shall be managed using a stewardship ethic that assures these resources will be available for the benefit and enjoyment of all people of the state, both present and future. It is the intent of the Legislature that, where feasible and consistent with the goals of protection and conservation of natural resources associated with lands held in the public trust by the Board of Trustees of the Internal Improvement Trust Fund, public land not designated for single-use purposes pursuant to paragraph (2) (b) be managed for multiple-use purposes. All multiple-use land management strategies shall address public access and enjoyment, resource conservation and protection, ecosystem maintenance and protection, and protection of threatened and endangered species, and the degree to which public-private partnerships or endowments may allow the entity with management responsibility to enhance its ability to manage

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these lands. The <u>Acquisition and Restoration</u> Council created in s. 259.035 shall recommend rules to the board of trustees, and the board shall adopt rules necessary to carry out the purposes of this section.

Each manager of conservation lands shall submit to the Division of State Lands a land management plan at least every 10 years in a form and manner prescribed by rule by the board and in accordance with the provisions of s. 259.032. Each manager of conservation lands shall also update a land management plan whenever the manager proposes to add new facilities or make substantive land use or management changes that were not addressed in the approved plan, or within 1 year of the addition of significant new lands. Each manager of nonconservation lands shall submit to the Division of State Lands a land use plan at least every 10 years in a form and manner prescribed by rule by the board. The division shall review each plan for compliance with the requirements of this subsection and the requirements of the rules established by the board pursuant to this section. All land use plans, whether for single-use or multiple-use properties, shall include an analysis of the property to determine if any significant natural or cultural resources are located on the property. Such resources include archaeological and historic sites, state and federally listed plant and animal species, and imperiled natural communities and unique natural features. If such resources occur on the property, the manager shall consult with the Division of State Lands and other

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appropriate agencies to develop management strategies to protect such resources. Land use plans shall also provide for the control of invasive nonnative plants and conservation of soil and water resources, including a description of how the manager plans to control and prevent soil erosion and soil or water contamination. Land use plans submitted by a manager shall include reference to appropriate statutory authority for such use or uses and shall conform to the appropriate policies and guidelines of the state land management plan. Plans for managed areas larger than 1,000 acres shall contain an analysis of the multiple-use potential of the property, which analysis shall include the potential of the property to generate revenues to enhance the management of the property. Additionally, the plan shall contain an analysis of the potential use of private land managers to facilitate the restoration or management of these lands. In those cases where a newly acquired property has a valid conservation plan that was developed by a soil and conservation district, such plan shall be used to quide management of the property until a formal land use plan is completed.

- (b) Short-term and long-term management goals shall include measurable objectives for the following, as appropriate:
 - 1. Habitat restoration and improvement.
 - 2. Public access and recreational opportunities.
 - 3. Hydrological preservation and restoration.
 - 4. Sustainable forest management.

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- 5. Exotic and invasive species maintenance and control.
 - 6. Capital facilities and infrastructure.
 - 7. Cultural and historical resources.
 - 8. Imperiled species habitat maintenance, enhancement, restoration, or population restoration.
 - 9. Preservation of low-impact agriculture.
 - (e) Land management plans are to be updated every 10 years on a rotating basis. Each updated land management plan must identify conservation lands under the plan, in part or in whole:
 - 1. That could support low-impact agricultural uses while maintaining the land's conservation purposes.
 - 2. That are no longer needed for conservation purposes and could be disposed of in fee simple or with the state retaining a permanent conservation easement.
 - Trust Fund shall determine which lands titled to, the title to which is vested in the board, may be surplused. For conservation lands, the board shall determine whether the lands are no longer needed for conservation purposes and may dispose of them by an affirmative vote of at least three members. In the case of a land exchange involving the disposition of conservation lands, the board must determine by an affirmative vote of at least three members that the exchange will result in an equal or greater a net positive conservation benefit. For all other lands, the board shall determine whether the lands are no longer needed and may dispose of them by an affirmative vote of at

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least three members.

- (a) For the purposes of this subsection, all lands acquired by the state before July 1, 1999, using proceeds from Preservation 2000 bonds, the Conservation and Recreation Lands Trust Fund, the Water Management Lands Trust Fund, Environmentally Endangered Lands Program, and the Save Our Coast Program and titled to the board which are identified as core parcels or within original project boundaries are deemed to have been acquired for conservation purposes.
- (b) For any lands purchased by the state on or after July 1, 1999, before acquisition, the board must determine which parcels must be designated as having been acquired for conservation purposes. Lands acquired for use by the Department of Corrections, the Department of Management Services for use as state offices, the Department of Transportation, except those specifically managed for conservation or recreation purposes, or the State University System or the Florida College System may not be designated as having been purchased for conservation purposes.
- (c) 1. At least every 10 years, the division shall review all state-owned conservation lands titled to the board to determine whether any such lands could support low-impact agricultural uses while maintaining the land's conservation purposes. After such review, the division shall submit a list of such lands, including any additional lands identified in any updated land management plan pursuant to subparagraph (5) (e) 1.,

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to the council. Within 9 months after receiving the list, the council shall provide recommendations to the division as to whether any such lands could support low-impact agricultural uses while maintaining the land's conservation purposes. After considering such recommendations, the division shall direct managing agencies to offer agreements for low-impact agriculture on lands that it determines could support such agriculture while maintaining the land's conservation purposes. This section does not prohibit a managing agency from entering into agreements as otherwise provided by law. An agreement entered into pursuant to this paragraph may not exceed a term of 10 years. However, an agreement may be renewed with the consent of the division as a component of each land management plan or land use plan and in a form and manner prescribed by rule by the board, each manager shall evaluate and indicate to the board those lands that are not being used for the purpose for which they were originally leased. For conservation lands, the council shall review and recommend to the board whether such lands should be retained in public ownership or disposed of by the board. For nonconservation lands, the division shall review such lands and recommend to the board whether such lands should be retained in public ownership or disposed of by the board. 2. At least every 10 years, the division shall review all

2. At least every 10 years, the division shall review all state-owned conservation lands titled to the board to determine whether any such lands are no longer needed for conservation purposes and could be disposed of in fee simple or with the

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state retaining a permanent conservation easement. After such review, the division shall submit a list of such lands, including additional conservation lands identified in an updated land management plan pursuant to subparagraph (5)(e)2., to the council. Within 9 months after receiving the list, the council shall provide recommendations to the board as to whether any such lands are no longer needed for conservation purposes and could be disposed of in fee simple or with the state retaining a permanent conservation easement. After reviewing such list and considering such recommendations, if the board determines by an affirmative vote of at least three members of the board that any such lands are no longer needed for conservation purposes, the board shall dispose of the lands in fee simple or with the state retaining a permanent conservation easement.

- 3. At least every 10 years, the division shall review all encumbered and unencumbered nonconservation lands titled to the board and recommend to the board whether any such lands should be retained in public ownership or disposed of by the board. The board may dispose of nonconservation lands under this paragraph by a majority vote of the board.
- (d) Lands <u>titled to</u> owned by the board which are not actively managed by any state agency or for which a land management plan has not been completed pursuant to subsection (5) must be reviewed by the council or its successor for its recommendation as to whether such lands should be disposed of by the board.

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(e) Before any decision by the board to surplus lands, the Acquisition and Restoration council shall review and make recommendations to the board concerning the request for surplusing. The council shall determine whether the request for surplusing is compatible with the resource values of and management objectives for such lands.

In reviewing lands titled to owned by the board, the council shall consider whether such lands would be more appropriately owned or managed by the county or other unit of local government in which the land is located. The council shall recommend to the board whether a sale, lease, or other conveyance to a local government would be in the best interests of the state and local government. The provisions of This paragraph does not in no way limit the provisions of ss. 253.111 and 253.115. Such lands shall be offered to the state, county, or local government for a period of 45 days. Permittable uses for such surplus lands may include public schools; public libraries; fire or law enforcement substations; governmental, judicial, or recreational centers; and affordable housing meeting the criteria of s. 420.0004(3). County or local government requests for surplus lands shall be expedited throughout the surplusing process. If the county or local government does not elect to purchase such lands in accordance with s. 253.111, any surplusing determination involving other governmental agencies shall be made when the board decides the best public use of the lands. Surplus lands properties in which

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governmental agencies have $\underline{\text{not}}$ expressed $\underline{\text{an}}$ $\underline{\text{no}}$ interest must then be available for sale on the private market.

- (g) The sale price of lands determined to be surplus pursuant to this subsection and s. 253.82 shall be determined by the division, which shall consider an appraisal of the property, or, if the estimated value of the land is \$500,000 or less, a comparable sales analysis or a broker's opinion of value. The division may require a second appraisal. The individual or entity that requests to purchase the surplus parcel shall pay all costs associated with determining the property's value, if any.
- 1. A written valuation of land determined to be surplus pursuant to this subsection and s. 253.82, and related documents used to form the valuation or which pertain to the valuation, are confidential and exempt from s. 119.07(1) and s. 24(a), Art. I of the State Constitution.
- a. The exemption expires 2 weeks before the contract or agreement regarding the purchase, exchange, or disposal of the surplus land is first considered for approval by the board.
- b. Before expiration of the exemption, the division may disclose confidential and exempt appraisals, valuations, or valuation information regarding surplus land:
- (I) During negotiations for the sale or exchange of the land.
- (II) During the marketing effort or bidding process associated with the sale, disposal, or exchange of the land to

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313 facilitate closure of such effort or process.

- (III) When the passage of time has made the conclusions of value invalid.
- (IV) When negotiations or marketing efforts concerning the land are concluded.
- 2. A unit of government that acquires title to lands pursuant to this paragraph hereunder for less than appraised value may not sell or transfer title to all or any portion of the lands to any private owner for 10 years. Any unit of government seeking to transfer or sell lands pursuant to this paragraph must first allow the board of trustees to reacquire such lands for the price at which the board sold such lands.
- (h) Parcels with a market value over \$500,000 must be initially offered for sale by competitive bid. The division may use agents, as authorized by s. 253.431, for this process. Any parcels unsuccessfully offered for sale by competitive bid, and parcels with a market value of \$500,000 or less, may be sold by any reasonable means, including procuring real estate services, open or exclusive listings, competitive bid, auction, negotiated direct sales, or other appropriate services, to facilitate the sale.
- (i) After reviewing the recommendations of the council, the board shall determine whether lands identified for surplus are to be held for other public purposes or are no longer needed. The board may require an agency to release its interest in such lands. A state agency, county, or local government that

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has requested the use of a property that was to be declared as surplus must secure the property under lease within 90 days after being notified that it may use such property.

- (j) Requests for surplusing may be made by any public or private entity or person. All requests shall be submitted to the lead managing agency for review and recommendation to the council or its successor. Lead managing agencies have 90 days to review such requests and make recommendations. Any surplusing requests that have not been acted upon within the 90-day time period shall be immediately scheduled for hearing at the next regularly scheduled meeting of the council or its successor. Requests for surplusing pursuant to this paragraph are not required to be offered to local or state governments as provided in paragraph (f).
- (k) Proceeds from any sale of surplus lands pursuant to this subsection shall be deposited into the fund from which such lands were acquired. However, if the fund from which the lands were originally acquired no longer exists, such proceeds shall be deposited into an appropriate account to be used for land management by the lead managing agency assigned the lands before the lands were declared surplus. Funds received from the sale of surplus nonconservation lands, or lands that were acquired by gift, by donation, or for no consideration, shall be deposited into the Internal Improvement Trust Fund.
- (1) Notwithstanding this subsection, such disposition of land may not be made if it would have the effect of causing all

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or any portion of the interest on any revenue bonds issued to lose the exclusion from gross income for federal income tax purposes.

- (m) The sale of filled, formerly submerged land that does not exceed 5 acres in area is not subject to review by the council or its successor.
- (n) The board may adopt rules to administer this section which may include procedures for administering surplus land requests and criteria for when the division may approve requests to surplus nonconservation lands on behalf of the board.
- Section 2. Subsection (4) is added to section 253.42, Florida Statutes, to read:
- 253.42 Board of trustees may exchange lands.—The provisions of this section apply to all lands owned by, vested in, or titled in the name of the board whether the lands were acquired by the state as a purchase, or through gift, donation, or any other conveyance for which no consideration was paid.
- (4) (a) A person who owns land contiguous to state-owned land titled to the board may submit a request directly to the board to exchange all or a portion of such state-owned land with the state retaining a permanent conservation easement for a permanent conservation easement over all or a portion of the privately owned land. State-owned land exchanged pursuant to this subsection shall be contiguous to the privately owned land upon which the state retains a permanent conservation easement. Such conservation easements shall allow the person to use the

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land for low-impact agriculture. The Division of State Lands shall review such requests and provide recommendations to the board. This subsection does not apply to state-owned sovereign submerged land.

- (b) The number of acres of state-owned land being exchanged must be equal to or less than the number of acres of privately held land that the person is willing to put under a permanent conservation easement.
- (c) The board shall consider a request within 180 days after receipt of the request and may approve the request if:
- 1. At least 30 percent of the perimeter of the privately held land is bordered by state-owned land and the exchange does not create an inholding.
- 2. The approval does not result in a violation of the terms of a preexisting lease or agreement by the board, the department, the Department of Agriculture and Consumer Services, or the Fish and Wildlife Conservation Commission.
- 3. For state-owned land that was purchased for conservation purposes, the board makes a determination that the land is no longer needed for conservation purposes.
- 4. The approval does not conflict with any existing flowage easement.
- $\underline{\text{5.}}$ The request is approved by at least three members of the board.
- (d) Special consideration shall be given to a request that maintains public access for any recreational purpose allowed on

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417	the state-owned land at the time the request is submitted to the
418	board. A person who maintains public access pursuant to this
419	paragraph is entitled to the limitation on liability provided in
420	s. 375.251.
421	(e) Land subject to a permanent conservation easement
422	granted pursuant to this subsection is subject to inspection by
423	the department to ensure compliance with the terms of the
424	permanent conservation easement.
425	Section 3. Section 253.87, Florida Statutes, is created to
426	read:
427	253.87 Inventory of state, federal, and local government
428	conservation lands by the Department of Environmental
429	Protection
430	(1) By July 1, 2017, the Department of Environmental
431	Protection shall include in the Florida State-Owned Lands and
432	Records Information System (SOLARIS) database all federally
433	owned conservation lands, all lands on which the federal
434	government retains a permanent conservation easement, and all
435	lands on which the state retains a permanent conservation
436	easement. The department shall update the database at least
437	every 5 years.
438	(2)(a) By July 1, 2017, for counties and municipalities,
439	and by July 1, 2018, for financially disadvantaged small
440	communities, as defined in s. 403.1838, and at least every 5
441	years thereafter, respectively, each county, municipality, and
442	financially disadvantaged small community shall identify all

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conservation lands that it owns in fee simple and all lands on which it retains a permanent conservation easement and submit, in a manner determined by the department, a list of such lands to the department. Within 6 months after receiving such list, the department shall add such lands to the SOLARIS database.

- (3) By January 1, 2017, the department shall conduct a study and submit a report to the Governor, the President of the Senate, and the Speaker of the House of Representatives on the technical and economic feasibility of including the following lands in the SOLARIS database or a similar public lands inventory:
- (a) All lands on which local comprehensive plans, land use restrictions, zoning ordinances, or land development regulations prohibit the land from being developed or limit the amount of development to one unit per 40 or more acres.
- (b) All publicly and privately owned lands for which development rights have been transferred.
- (c) All privately owned lands under a permanent conservation easement.
- (d) All lands owned by a nonprofit or nongovernmental organization for conservation purposes.
 - (e) All lands that are part of a mitigation bank.
- Section 4. Subsections (5) through (21) are renumbered as subsections (4) through (20), respectively, and paragraph (m) of subsection (3) and present subsections (4), (11), and (14) of section 259.105, Florida Statutes, are amended, and paragraph

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(m) is added to present subsection (10) of that section, to read:

259.105 The Florida Forever Act.-

- (3) Less the costs of issuing and the costs of funding reserve accounts and other costs associated with bonds, the proceeds of cash payments or bonds issued pursuant to this section shall be deposited into the Florida Forever Trust Fund created by s. 259.1051. The proceeds shall be distributed by the Department of Environmental Protection in the following manner:
- (m) Notwithstanding paragraphs (a)-(j) and for the 2014-2015 fiscal year only:
- 1. Five million dollars to the Department of Agriculture and Consumer Services for the acquisition of agricultural lands through perpetual conservation easements and other perpetual less than fee techniques, which will achieve the objectives of Florida Forever and s. 570.71.
- 2. The remaining moneys appropriated from the Florida
 Forever Trust Fund shall be distributed only to the Division of
 State Lands within the Department of Environmental Protection
 for land acquisitions that are less-than-fee interest, for
 partnerships in which the state's portion of the acquisition
 cost is no more than 50 percent, or for conservation lands
 needed for military buffering or springs or water resources
 protection.

This paragraph expires July 1, 2015.

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(4) Notwithstanding subsection (3) and for the 2014-2015
fiscal year only, the funds appropriated in section 56 of the
2014-2015 General Appropriations Act may be provided to water
management districts for land acquisitions, including less-than-
fee interest, identified by water management districts as being
needed for water resource protection or ecosystem restoration.
This subsection expires July 1, 2015.

- (9) (10) The Acquisition and Restoration Council shall recommend rules for adoption by the board of trustees to competitively evaluate, select, and rank projects eligible for Florida Forever funds pursuant to paragraph (3) (b) and for additions to the Conservation and Recreation Lands list pursuant to ss. 259.032 and 259.101(4). In developing these proposed rules, the Acquisition and Restoration Council shall give weight to the following criteria:
- (m) The project allows the state to purchase a permanent conservation easement that would authorize existing low-impact agricultural uses to continue while achieving the intended conservation purpose.
- $\underline{\text{(10)}}$ (11) The Acquisition and Restoration Council shall give increased priority to:
 - (a) those Projects for which matching funds are available.
- (b) and to Project elements previously identified on an acquisition list pursuant to this section that can be acquired at 80 percent or less of appraised value.
 - (c) Projects that can be acquired in less than fee

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ownership, such as a permanent conservation easement.

- (d) Projects that contribute to improving the quality and quantity of groundwater.
- (e) Projects that contribute to improving the water quality and flow of springs.
- (f) The council shall also give increased priority to those Projects where the state's land conservation plans overlap with the military's need to protect lands, water, and habitat to ensure the sustainability of military missions including:
- 1.(a) Protecting habitat on nonmilitary land for any species found on military land that is designated as threatened or endangered, or is a candidate for such designation under the Endangered Species Act or any Florida statute;
- 2.(b) Protecting areas underlying low-level military air corridors or operating areas; and
- 3.(c) Protecting areas identified as clear zones, accident potential zones, and air installation compatible use buffer zones delineated by our military partners, and for which federal or other funding is available to assist with the project.
- (13) (14) An affirmative vote of at least five members of the Acquisition and Restoration Council shall be required in order to place a proposed project submitted pursuant to subsection (6) on the proposed project list developed pursuant to subsection (7) (8). Any member of the council who by family or a business relationship has a connection with any project proposed to be ranked shall declare such interest before prior

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547	extstyle ext
548	the council to not place a project on the proposed list may be
549	appealed directly to the Board of Trustees of the Internal
550	Improvement Trust Fund. Pursuant to such an appeal, the board,
551	by an affirmative vote of at least three members of the board,
552	may direct the council to place the project on the proposed
553	<pre>project list.</pre>
554	Section 5. Paragraph (c) of subsection (4) of section
555	259.035, Florida Statutes, is amended to read:
556	259.035 Acquisition and Restoration Council
557	(4)
558	(c) In developing or amending rules, the council shall
559	give weight to the criteria included in s. $259.105(9)$
560	259.105(10). The board of trustees shall review the
561	recommendations and shall adopt rules necessary to administer
562	this section.
563	Section 6. Paragraph (i) of subsection (4) of section
564	373.199, Florida Statutes, is amended to read:
565	373.199 Florida Forever Water Management District Work
566	Plan.—
67	(4) The list submitted by the districts shall include,
568	where applicable, the following information for each project:
569	(i) Numeric performance measures for each project. Each
570	performance measure shall include a baseline measurement, which
571	is the current situation; a performance standard, which water

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management district staff anticipates the project will achieve;

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and the performance measurement itself, which should reflect the incremental improvements the project accomplishes towards achieving the performance standard. These measures shall reflect the relevant goals detailed in s. $259.105 \frac{259.105(4)}{4}$.

Section 7. Consolidating titles to state-owned conservation lands.—As expeditiously as possible, but not later than July 1, 2018, the Department of Environmental Protection shall consolidate under a single, unified title and legal description all individually titled parcels of conservation lands solely owned by the Board of Trustees of the Internal Improvement Trust Fund that are contiguous to other parcels of conservation lands solely owned by the board.

Section 8. This act shall take effect July 1, 2015.

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