Introduced by Council Member Ferraro and Co-Sponsored by Council Members Diamond, Bowman, White, Pittman, Freeman, Becton, Cumber, Gaffney, Wilson, Salem and Morgan:

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ORDINANCE 2020-589

AN ORDINANCE AMENDING CHAPTER 34 (NEIGHBORHOODS DEPARTMENT), PART 3 (MUNICIPAL COMPLIANCE DIVISION), SECTION 34.301 (ESTABLISHMENT; FUNCTIONS); AMENDING CHAPTER 34 (NEIGHBORHOODS DEPARTMENT), PART (ENVIRONMENTAL QUALITY DIVISION), SECTION 34.401 (ESTABLISHMENT; FUNCTIONS) AND CREATING A NEW SECTION 34.403 (ENFORCEMENT OFFICERS); AMENDING CHAPTER 360 (ENVIRONMENTAL REGULATION), PART 1. (PUBLIC POLICY; GENERAL PROVISIONS), SECTION 360.107 (ADMINISTRATION); AMENDING TITLE X (ENVIRONMENTAL AFFAIRS) TO CREATE A NEW CHAPTER 388 (BOATS AND WATERWAYS), ORDINANCE CODE; PROVIDING FOR CODIFICATION INSTRUCTIONS; PROVIDING AN EFFECTIVE DATE.

WHEREAS, the Jacksonville Waterways Commission created a committee entitled the "Derelict Vessels and Floating Structures Committee" in order to focus on the many citizen complaints heard by the Commission, Council Members and the Mayor's Office involving sunken boats, partially sunken boats, and boats or other structures deteriorating while at anchor or adrift in the waters of the Duval County; and

WHEREAS, the Derelict Vessel and Floating Structures Committee

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(the "DV/FS Committee") met over the period of a year to gather citizen and City staff input, and research ways to combat the problem; and

WHEREAS, the DV/FS Committee also met with representatives from the Florida Fish and Wildlife Conservation Commission ("FWC") and the Jacksonville Sherriff's Office ("JSO") to determine the best way to regulate and enforce new or existing regulations; and

WHEREAS, the State, through FWC, has a program to reimburse local governments for the removal of derelict vessels, however, the legislature has not provided funding for the removal of "floating structures" as defined by FWC; and

WHEREAS, instead, the legislature has specifically authorized local governments, pursuant to Sec. 327.60, F.S. (2019) (Local regulations; limitations), to regulate floating structures, liveaboard vessels, and commercial vessels (excluding commercial fishing vessels) within their jurisdictions; and

WHEREAS, in 2018 and 2019 in the Ortega River, a former vessel which was determined to have become a "floating structure" by FWC, was occupied and was the subject of several marine sanitation device citations; and

WHEREAS, the floating structure capsized in July of 2019 and quickly began to deteriorate placing rubbish and litter in the waterway that struck docks, boats, and created a dangerous situation for mariners; and

WHEREAS, the DV/FS Committee proposed this draft Ordinance to the full Waterways Commission on September 9, 2020 as a structural beginning to combat the dangerous and unsanitary condition presented by floating structures and derelict vessels; and

WHEREAS, the Waterways Commission voted unanimously on September 9, 2020 to approve the draft Ordinance for consideration by the City Council; now therefore

BE IT ORDAINED by the Council of the City of Jacksonville:

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Section 1. Amending TITLE III (Executive Branch), Chapter 34 (Neighborhoods Department), Part 3 (Municipal Code Compliance Division), Section 34.301 (Establishment; functions), Ordinance Code. CHAPTER 34 (NEIGHBORHOODS DEPARTMENT), Part 3 (Municipal Code Compliance Division), Section 34.301 (Establishment; functions), Ordinance Code, is hereby amended to read as follows:

CHAPTER 34 NEIGHBORHOODS DEPARTMENT

PART 3. MUNICIPAL CODE COMPLIANCE DIVISION Sec.34.301. - Establishment; functions.

There is hereby created a Municipal Code Compliance Division within the Neighborhoods Department. The Municipal Code Compliance Division shall be responsible for administration and enforcement of the City's laws concerning proper zoning, the safety and cleanliness of private property, housing safety, nuisance abatement, floating structures, derelict vessels, vessels at risk of becoming derelict, weed control, animal control and similar subject matters. The administration and enforcement of floating structures, derelict vessels, and vessels at risk of becoming derelict may be shared with the Environmental Quality Division, and shall utilize a law enforcement officer as defined in Sec. 705.101(4), F.S. when boarding a vessel or occupied floating structure.

Section 2. Amending TITLE III (Executive Branch), Chapter 34 (Neighborhoods Department), Part 4 (Environmental Quality Division), Section 34.401 (Establishment; functions), Ordinance Code, is hereby amended to read as follows:

CHAPTER 34 (NEIGHBORHOODS DEPARTMENT)

PART 4. ENVIRONMENTAL QUALITY DIVISION

Sec. 34.401. - Establishment; functions.

There is created an Environmental Quality Division within the Neighborhoods Department. The Environmental Quality Division shall be responsible for the administration, operation and enforcement of the air and water resources management activities of the City, including the City's laws concerning floating structures, derelict vessels, vessels at risk of becoming derelict, and other hazards to the public health within the Waters of Duval County. The administration and enforcement of floating structures, derelict vessels, and vessels at risk of becoming derelict may be shared with the Municipal Code Compliance Division, and shall utilize a law enforcement officer as defined in Sec. 705.101(4), F.S. when boarding a vessel or occupied floating structure.

* * *

Section 3. Amending TITLE III (Executive Branch), Chapter 34 (Neighborhoods Department), Part 4 (Environmental Quality Division), Ordinance Code, to create a new Section 34.403, Ordinance Code. Chapter 34 (Neighborhoods Department), Part 4 (Environmental Quality Division), Ordinance Code, is hereby amended to create a new section to read as follows:

CHAPTER 34

* * *

PART 4. ENVIRONMENTAL QUALITY DIVISION

* * *

Section 34.403. - Enforcement Officers.

For purposes of enforcing Chapter 388 (Boats and Waterways), Ordinance Code, Environmental Quality Division employees authorized to administer and enforce Chapter 388 are authorized as Code Enforcement Officers, as defined in Chapter 609, Ordinance Code, and share the enforcement duties with the Municipal Code Compliance

the Waters of the County, but shall utilize a law enforcement officer as defined in Sec. 705.101(4), F.S. when boarding a vessel or occupied floating structure. As such, the Environmental Quality Division Code Enforcement Officers shall utilize the powers conferred to Municipal Code Compliance Division personnel, as well as the powers conferred by this Chapter.

Section 4. Amending TITLE X (Environmental Affairs), Chapter

Division officers to carry out the enforcement of Chapter 388 on

Section 4. Amending TITLE X (Environmental Affairs), Chapter 360 (Environmental Regulation), Part 1. (Public Policy; General Provisions), Section 360.107 (Administration), Ordinance Code. Chapter 360 (Environmental Regulation), Part 1. (Public Policy; General Provisions), Section 360.107 (Administration), Ordinance Code, is hereby amended to read as follows:

CHAPTER 360 ENVIRONMENTAL REGULATION

PART 1. PUBLIC POLICY

* * *

Sec. 360.107. - Administration.

The Director shall be responsible for the administration of this Chapter and of Chapters 362, 368, and 376, and 388, and for the rules promulgated by the Board pursuant to these Chapters 362, 368 and 376, and shall make regular reports to the Board regarding Chapters 362, 368 and 376. The Director shall also make annual reports to the Waterways Commission, beginning with the Waterways Commission meeting held in June 2021, regarding the enforcement of floating structures, derelict vessels, and vessels at risk of becoming derelict.

* * *

Section 5. Amending TITLE X (Environmental Affairs), Ordinance Code, to create a new Chapter 388 (Boats and Waterways). Title X (Environmental Affairs), Ordinance Code, is hereby amended to create a new chapter 388, to read as follows:

TITLE X ENVIRONMENTAL AFFAIRS

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Chapter 388 - BOATS and WATERWAYS

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PART 1. - WATERCRAFT REGULATIONS

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Sec. 388.101. - Findings and legislative intent.

within the local government's jurisdiction.

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(a) Pursuant to Sec. 327.60(3), F.S. (2019), the Florida Legislature has expressly authorized local governments to enact regulations that prohibit or restrict the mooring or anchoring of Floating Structures, live-aboard vessels, and commercial vessels, excluding commercial fishing vessels,

- (b) Pursuant to Sec. 327.02(14), F.S., the Florida Legislature has defined "Floating Structures" and has expressly excluded "Floating Structures" from the definition of the term "vessel."
- (c) A "Floating Structure" is defined in Section 388.102, below.
- (d) Pursuant to Chapter 253 of the Florida Statutes, the Board of Trustees of the Internal Improvement Trust Fund is vested and charged with, among other things, the administration, management, control, supervision, conservation and protection of all lands owned by the state by right of its sovereignty, including sovereign submerged lands.
- (e) Enabled by Ch. 253, F.S., the Florida Department of Environmental Protection ("FDEP") has promulgated Rule 18-21.004, Florida Administrative Code (2019), which outlines the general proprietary powers of the FDEP and instructs that the activities on sovereignty lands be, with very few exceptions as outlined in the statute, limited to water dependent activities, and that residential structures be prohibited on sovereignty lands.

(f) The Floating Structures that have been observed in Duval County pose a significant threat to the environment, human health, and navigational safety as an obstruction to navigation through deterioration, physical damage to the surrounding ecosystems, through the proliferation of marine debris, or the threat of discharge of sewage, oil and/or hazardous substances into the marine environment, including materials left on the Floating Structure if abandoned, and the potential use of the structure as an illegal dumping site for oil and other hazardous substances.

- (g) The potential damage that a Floating Structure could cause to persons or property is significant because they are not regulated as vessels and thus are not required to meet even basic structural capability or to provide basic safety equipment for either their inhabitants or other mariners, such as lighting equipment that would warn other mariners using the Waters of the County that an obstacle was present in the marine environment.
- (h) Additionally, Floating Structures are not required by the State to register with the Florida Department of Highway Safety and Motor Vehicles, so ownership and liability for the damage that they may cause becomes a hindrance to enforcement.
- (i) It is the legislative intent of the City Council in enacting this Chapter to provide additional or supplemental means of obtaining compliance with the requirements stated herein.

 Nothing contained in this Chapter shall be deemed to prohibit the City from seeking enforcement by any other means provided by law, including, but not limited to, filing an action for declaratory and injunctive relief in a court of competent jurisdiction.

(j) If any penalty of this Chapter is deemed inconsistent with any Florida Statute, the provisions of the Florida Statute shall prevail.

Sec. 388.102. - Definitions.

For the purpose of this Chapter, the following terms, phrases, words, abbreviations and their derivations shall have the meaning given herein. When not inconsistent with the context, words used in the present tense include the future tense, words in the plural number include the singular number and words in the singular number include the plural number. The word "shall" is always mandatory and not merely directory. Words not defined shall be given their meaning as provided in Sec. 1.102 (Definitions and rules of construction), Ordinance Code.

Abandoned property means, pursuant to Sec. 705.101(3), F.S., all tangible personal property that does not have an identifiable owner and that has been disposed on public property in a wrecked, inoperative, or partially dismantled condition or has no apparent intrinsic value to the rightful owner. The term includes derelict vessels as defined in Sec. 823.11, F.S. Sec. 705.101(3), F.S. The term is also defined in Sec. 670.101, Ordinance Code, to mean wrecked or derelict personal property, including wrecked, inoperative or partially dismantled motor vehicles; trailers; boats; machinery; refrigerators, washing machines, stoves, hot water heaters and other household appliances; plumbing fixtures; and furniture.

Abandoned vessel means abandoned property pursuant to Sec. 705.101(3), F.S., which includes "derelict vessels" as defined in Sec. 823.11, F.S., as stated below. See also Sec. 670.101(a), Ordinance Code.

Anchoring means the act of securing a vessel or dinghy in navigable Waters of the City by means of an anchor or other device

and associated tackle that is carried on board the vessel and cast or dropped overboard.

Barge means a vessel that does not have living quarters, is not propelled by its own power, and is designed to be pushed or pulled by another vessel. Sec. 327.02(3), F.S.

City means the City of Jacksonville, Florida.

Code Enforcement Officer means any designated or authorized employee or agent of the City whose duty it is to enforce or assure compliance with ordinances enacted by the City.

Commercial Marina means a licensed and permitted commercial facility that provides secured public moorings or dry storage for vessels on a leased basis.

County means Duval County, Florida.

Derelict vessel, pursuant to Sec. 823.11, F.S., means a vessel, as defined in s. 327.02, F.S. that is left, stored, or abandoned:

- 1. In a wrecked, junked, or substantially dismantled condition upon any public waters of this state.
- 2. At a port in this state without the consent of the agency having jurisdiction thereof.
- 3. Docked, grounded, or beached upon the property of another without the consent of the owner of the property.
- Dinghy means any vessel not exceeding twelve (12) feet designed for and used primarily to serve a larger vessel by transporting persons and/or property to and from the larger vessel, from or to other vessels, piers, docks, or landing facilities.
- Effective means of propulsion for safe navigation means a vessel, other than a barge, that meets the requirements of Rule 68D-15.002, F.A.C. (Effective Means of Propulsion for Safe Navigation), and is equipped with one of the following:
 - (a) A functioning motor, controls, and steering system; or

(b) Rigging and sails that are present and in good working order, and a functioning steering system. Sec. 327.02(13), F.S.

Floating Structure means, pursuant to Sec. 327.02(14), F.S.,

(a) a floating entity,

- (b) with or without accommodations built thereon,
- (c) which is not primarily used as a means of transportation on water but which serves purposes or provides services typically associated with a Structure or other improvement to real property.

The term "Floating Structure" includes, but is not limited to, each entity used as a residence, place of business or office with public access, hotel or motel, restaurant or lounge, clubhouse, meeting facility, storage or parking facility, mining platform, dredge, dragline, or similar facility or entity represented as such. Floating Structures are expressly excluded from the definition of the term "vessel" provided in this Chapter. Incidental movement upon water or resting partially or entirely on the bottom shall not, in and of itself, preclude an entity from classification as a Floating Structure.

Houseboat means a vessel that is used primarily as a residence for at least 21 days during any 30-day period in a Florida county if such residential use of the vessel is to the preclusion of its use as a means of transportation. Sec. 327.02(17), F.S.

In the same area means a vessel that is within a radius of eight (8) miles of any location where the vessel was previously moored or anchored within the last six (6) months.

Law enforcement officer means any person who is elected, appointed, or employed full time by any sheriff, any municipality, or the state or any political subdivision thereof; who is vested with the authority to bear arms and make arrests; and whose primary responsibility is the prevention and detection of crime or the

enforcement of the penal, criminal, traffic or highway laws of the state. Sec. 705.101(4), F.S.

License agreement means any transient dockage agreement, mooring and dockage agreement, commercial dockage agreement, or mooring agreement entered into between the City or a commercial marina, and a vessel owner for dockage at a city dock or mooring facility.

Licensee means the person or entity entering into or possessing a dockage or mooring license agreement with the City.

Live-aboard vessel, pursuant to F.S. § 327.02, means:

- (a) A vessel used solely as a residence and not for navigation;
- (b) A vessel for which a declaration of domicile has been filed pursuant to s. 222.17, F.S. (Homestead and Exemptions: Manifesting and evidencing domicile in Florida); or
- (c) A vessel used as a residence that does not have an effective means of propulsion for safe navigation.

A commercial fishing vessel is expressly excluded from the term "live-aboard vessel."

Marine sanitation device means equipment, other than a toilet, for installation of board a vessel which is designed to receive, retain, treat, or discharge sewage, and any process to treat such sewage. Marine sanitation device Types I, II, and III shall be defined as provided in 33 C.F.R. part 159. Sec. 327.02(26), F.S.

Mooring means the act of securing a vessel in navigable Waters of the County by means of a permanent or semi-permanent mooring system affixed to the bottom.

Mooring field means city-designated areas in and adjacent to city-installed mooring systems, which may include city and state-owned harbor or bayou bottoms but which exclude privately owned harbor bottoms.

Mooring system means any weight, chain, rope, Floating object, structure or appliance used for the purpose of holding a vessel in a particular place and which is not carried on board such vessel as regular equipment when the vessel is underway.

Operator means every person who shall own, physically operate, navigate or control any vessel.

Owner means a person, other than a lienholder, having the property in or title to a vessel. Sec. 327.02(34), F.S.

Portable toilet means a device consisting of a lid, seat, containment vessel, and support structure which is specifically designed to receive, retain, and discharge human waste and which is capable of being removed from a vessel by hand. Sec. 327.02(37), F.S.

Public property means lands and improvement owned by the Federal Government, the state, the county, or a municipality and includes sovereignty submerged lands located adjacent to the county or municipality, buildings, grounds, parks, playgrounds, streets, sidewalks, parkways, rights-of-way, and other similar property. Sec. 705.101(5), F.S.

Registration means a state operating license on a vessel which is issued with an identifying number, an annual certificate of registration, and a decal designating the year for which a registration fee is paid. Sec. 327.02(41), F.S.

Vessel, is synonymous with "boat" as referenced in s. 1(b), Art. VII of the State Constitution and includes every description of watercraft, barge, and airboat, other than a seaplane on the water, used or capable of being used as a means of transportation on water. Sec. 327.02(46), F.S.

Waters of the County means all portions of those waters, up to and including the mean high water mark, located within the limits of the County, including, but not limited to, all navigable and

non-navigable waterways, canals, lagoons, bayous, bays, rivers, lakes, streams, springs, impoundments, and all other bodies of water, including fresh, brackish, saline, tidal surface or underground, and including surface waters created by the removal of soil from uplands, but excluding any area preempted by law.

Sec. 388.103. - Administration.

The Director of the Neighborhoods Department shall be responsible for the administration of this Chapter.

Sec. 388.104. - Reserved.

Sec. 388.105. - Entry on property.

Entry onto vessels or floating structures within the Waters of the County may follow the same process as provided in Section 360.109, Ordinance Code, so long as a law enforcement officer is utilized for physical boarding of vessels whether or not occupied, and of floating structures if occupied.

Sec. 388.106. - Floating Structures prohibited.

All Floating Structures, as determined by the Environmental Quality Division, Municipal Code Compliance Division, or a law enforcement officer, are prohibited from anchoring, docking, or mooring in any Waters of the County within the County limits, unless specifically exempt pursuant to this Chapter, and are subject to the penalties and enforcement pursuant to this Chapter and other laws as may be referenced.

Sec. 388.107. - Exemption from enforcement of Floating Structures.

Commercial Floating Structures that are designed for, and in use by, a licensed marine contractor for water-dependent construction or shoreside vessel operation are exempt from the prohibition on Floating Structures in the County. However, inactivity of such a structure for a period greater than ten (10) days within a thirty (30) day period if moored outside of a commercial marina or a

sovereign submerged land lease, and within the same area (eight (8) mile radius), will be considered to be "not in use" and thus subject to all enforcement mechanisms in this Chapter.

Sec. 388.108. - Obstructing channels; unlawful anchoring, mooring or docking.

It shall be unlawful: (1) for any vessel within the County to tie up to any navigational aid within the County; except in an emergency; or (2) to anchor or moor any Floating Structure within Waters of the County, or to anchor, moor or dock without permission within the marked boundaries of any mooring field.

Part 2. - Penalties and Enforcement.

Sec. 388.201. - General

The provisions of this Chapter shall be enforced by members of all duly authorized law enforcement agencies within the county and its municipalities, as well as the Jacksonville Environmental Quality Division and the Jacksonville Municipal Code Compliance Division. The Council in enacting this Chapter is acting as the governing body of Duval County, Florida. The area of enforcement of the provisions of this Chapter shall be throughout and within the boundaries of Duval County, Florida.

The provisions of this Chapter shall be enforced as provided in Chapter 609 (Code Enforcement Citations) and Chapter 360 (Environmental Regulation), Part 1 (Public Policy; General Provisions) of the *Jacksonville Ordinance Code*, and by such other means as are specified herein below.

Sec. 388.202. - Penalties.

- (a) Civil penalty: A violation of this Chapter shall be a Class F offense, as described in Schedule 1-A of Section Sec. 609.109 (Applicable Chapters and Parts), Ordinance Code.
- (b) If the violator is a repeat violator, as defined in Ch. 609, notwithstanding Sec. 609.105, Ordinance Code, the penalty for

the second determined violation is twice the amount of the first offender fine. The penalty of the third determined violation is three times the amount of the first offender fine.

- (c) Criminal penalties: A violation of this Chapter shall be punishable as a misdemeanor by a fine of up to five hundred dollars (\$500.00) per violation and a definite term of imprisonment of not more than sixty (60) days as provided in Sec. 162.22. F.S. (Designation of enforcement methods and penalties for violation of municipal ordinances).
- (d) If any penalty of this section is deemed inconsistent with any Florida Statute, the provisions of the Florida Statute shall prevail.

Sec. 388.203. - Enforcement; civil remedies.

- (a) Code Enforcement: The Environmental Quality Division, the Municipal Code Compliance Division, the Jacksonville Sherriff's Office, or other duly authorized Code Enforcement Officer or authority, may enforce the terms of this Chapter by following the procedures of Chapter 609, Ordinance Code (Code Enforcement Citations) and F.S. Ch. 162, Pt. I (Local Government Code Enforcement Boards).
- (b) Civil citation: The Environmental Quality Division, the Municipal Code Compliance Division, the Jacksonville Sherriff's Office, or other duly authorized Code Enforcement Officer or authority, may enforce the terms of this Chapter through issuance of civil citation as provided in Chapter 609, Ordinance Code, and Ch. 162, Pt. II, F.S. (Supplemental County or Municipal Code or Ordinance Enforcement Procedures). Persons or entities violating the provisions of this Chapter shall be subject to a Class D penalty as provided in Sec. 632.101, Ordinance Code.

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(c) Each day during any portion of which such violation occurs shall constitute a separate offense.

(d) It is the legislative intent of the City Council in enacting this Chapter to provide an additional or supplemental means of obtaining compliance with the requirements stated herein. Nothing contained in this Chapter shall be deemed to prohibit the City of Jacksonville from seeking enforcement by any other means provided by law, including, but not limited to, filing an action for declaratory and injunctive relief in a court of competent jurisdiction.

Section 6. Amending TITLE XVI (Judicial Code), Chapter 609 (Code Enforcement Citations), Section 609.109 (Applicable Chapters and Parts), Schedule "A", Ordinance Code. Chapter 609 (Code Enforcement Citations), Section 609.109 (Applicable Chapters and Parts, Schedule "A", is hereby amended to read as follows:

CHAPTER 609 CODE ENFORCEMENT CITATIONS

* * *

Sec. 609.109. - Applicable Chapters and Parts.

The following provisions of the Ordinance Code are subject to enforcement by citation. Where a Chapter or Part of a Chapter of the Code is referenced, then all Sections within that Chapter or Part are subject to enforcement by citation.

SCHEDULE "A"

* * *

CODE PROVISION	DESCRIPTION	CLASS
Chapter 518	Property Maintenance Code	D
Section 614.145	Regulation of the Operation of Motorized Watercraft	A

	at Huguenot Memorial Park	
Chapter 656	Zoning Code	D
Chapter 388	Boating and Waterways	<u>F</u>

* * *

Section 7. Revising the Purpose for the appropriation of \$44,000 in Ordinance 2019-250-E. The new boat and trailer purchased for the Environmental Quality Division with the \$44,000 appropriated by Ordinance 2019-250-E is hereby amended to include use of the boat for purposes of administering and enforcing Chapter 388, Ordinance Code.

Section 8. Codification Instructions. The Codifier and the Office of General Counsel are authorized to make all chapter and division "tables of contents" consistent with the changes set forth herein, including renumbering of sections. Such editorial changes and any others necessary to make the Ordinance Code shall be made forthwith and when inconsistencies are discovered.

Section 9. Effective Date. This ordinance shall become effective upon signature by the Mayor or upon becoming effective without the Mayor's signature.

/s/ Susan C. Grandin

Form Approved:

Office of General Counsel

Legislation Prepared by: Susan C. Grandin

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