## BEFORE THE STATE OF FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

n, ite.	refry rosmer	
	Petition for Variance	DEP FILE NO.: FR-925 AR V
		OGC CASE No.: 15-1631

IN RE-

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## FINAL ORDER GRANTING PETITION FOR VARIANCE

On December 1, 2015, Terry Posmer (Petitioner) filed a petition under Section 120.542, Florida, Statutes, and Rule 28-104, F.A.C., for a permanent variance or waiver from Rules 62B-33.002(18), 62B-33.002(44) formerly (43), and 62B-33.0051(1)(a)1, F.A.C. Petitioner seeks a variance or a waiver from the cited rule provisions in order to construct coastal armoring to protect a conforming structure from coastal erosion. Notice of receipt of the petition was published in the Florida Administrative Register on December 17, 2015. No comments were received in response to the notice.

## BACKGROUND AND APPLICABLE REGULATORY CRITERIA

- The Florida Department of Environmental Protection ("Department") is the state agency charged
  with the duty and power to establish special siting and design considerations seaward of established coastal
  construction control lines to ensure the protection of the beach and dune system, proposed or existing structures,
  and adjacent properties and the preservation of public beach access.
- The Petitioners seek a permanent variance or waiver from Rules 62B-33.002(18) and (44) formerly (43), and 62B-33.0051(1)(a)1, F.A.C., which provide in pertinent part:
  - Rule 62B-33.002(18). F.A.C.: "Eligible Structures" are private structures qualified for armoring as follows:
    - (b) Private structures include:
      - Non-conforming habitable structures.
    - (c) Eligible structures do not include minor structures.
  - Rule 62B-33.002(44) formerly (43), F.A.C.: "Non-conforming Structure" is any major habitable structure which was not constructed pursuant to a permit issued by the Department pursuant to Section 161.052 or 161.053, F.S., on or after March 17, 1985.
  - Rule 62B-33.0051(1)(a)1, F.A.C.: Construction of armoring shall be authorized under the following conditions:
    - The proposed armoring is for the protection of an eligible structure;
- Petitioners' property is located at 1033 Gulf Shore Boulevard, Alligator Point, Franklin County, Florida. The existing dwelling on the property was constructed under the Department's Permit FR-414, which was issued on September 21, 1994.
  - The petition was received on December 1, 2015.

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5. The segment of shoreline comprising Petitioners' property has been designated by the Department as "critically eroded" pursuant to 161.101 of the Florida Statutes. The DEP Critically Eroded Beaches in Florida report updated in June 2015 designated 0.4 miles of Alligator Point between FDEP monuments R-220 and R-221 as "critically eroded". The subject property is located approximately 313 to 405 feet west of the Department monument R-221, in Franklin County. Petitioner's property is located within this critically eroded portion of the beach. Severe erosion has occurred to this area of the beach over the past year. The seasonal high water elevation is approximately +4.02 feet (NAVD 88) in this location. This contour is now under the stairs of the home. On August 12, 2014, this contour was 38 feet from the southeastern corner of the home. On November 23, 2015, the distance from the southeastern corner of the home to the seasonal high water line was 7.75 feet. Photos provided by the Petitioner show that the southeastern corner of the home is severely compromised, that the foundation is exposed and erosion has occurred under the home. Over the past year, approximately 30 feet of erosion has occurred which greatly exceeds the average background erosion rate of -2.2 feet/year for the general area.

- 6. The erosion occurring at the critically eroded portion of the beach has destroyed the dune system there. A beach nourishment project that captured the subject shoreline was permitted by the State, but the nourishment project has not been funded for the beach at the location of Petitioner's home.
- 7. A septic system is the home's wastewater disposal system, and is threatened by the erosion occurring at Petitioner's property. The septic tank system is located just landward of the erosion escarpment. Indeed, the property to the west of Petitioner's property has a damaged septic tank visible on the beach. Compromise of the Petitioner's septic system could result in pollution to the Gulf of Mexico. Based on the current rate of erosion, the septic system can be expected to be compromised. Use of the septic system is integral to the dwelling.

### SECTION 120.542, F.S., VARIANCE AND WAIVER PROVISION

- Section 120.542, F.S., provides in pertinent part:
  - Strict application of uniformly applicable rule requirements can lead to unreasonable, unfair, and unintended results in particular instances. . . Agencies are authorized to grant variances and waivers to requirements of their rules consistent with this section and with rules adopted under the authority of this section.

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Variances and waivers shall be granted when the person subject to the rule demonstrates that the purpose of the underlying statute will be or has been achieved by other means PETTIONER: Terry Posmer DEP FILE: FR-925 AR V

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by the person and when application of a rule would create a substantial hardship or would violate principles of fairness. For purposes of this section, "substantial hardship" means a demonstrated economic, technological, legal, or other type of hardship to the person requesting the variance or waiver. For purposes of this section, "principles of fairness" are violated when the literal application of a rule affects a particular person in a manner significantly different from the way it affects other similarly situated persons who are subject to the rule.

### Section 120.52(21), F.S. defines "variance" to mean:

(21) "Variance" means a decision by an agency to grant a modification to all or part of the literal requirements of an agency rule to a person who is subject to the rule. Any variance shall conform to the standards for variances outlined in this chapter and in the uniform rules adopted pursuant to s. 120.54(5).

### Section 120.52(22), F.S. defines "waiver" to mean:

(22) "Waiver" means a decision by an agency not to apply all or part of a rule to a person who is subject to the rule.

# PRINCIPLES OF FAIRNESS AND SUBSTANTIAL HARDSHIP TO THE PETITIONER

8. The Petitioner seeks a permanent variance or waiver from Rules 62B-33.002(18) and (44) formerly (43), and 62B-33.0051(1)(a)1, F.A.C., because the Petitioner alleges that applying these rules to her situation would be unreasonable, unfair, and would create an unintended result and substantial hardship and would violate the principles of fairness. Petitioner alleges that application of the eligibility requirements of the rules to Petitioner would be unreasonable, unfair, and would create unintended consequences because the rules do not take into consideration the large scale erosion that has and is occurring at this particular segment of the shoreline. Petitioner alleges that, given the excessive and pervasive erosion, the uniform application of the rules is unreasonable, unfair, and causes the unintended result of exposing Petitioner's property and dwelling, along with the dwelling's septic system and other essential utilities, to additional significant erosion and damage.

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- 9. The Petitioner alleges that a substantial economic hardship would exist if coastal armoring is not installed because additional erosion that would occur and would require the Petitioner to undertake immediate costly non-structural measures to protect the property, such as sand placement or other temporary measures. Petitioner states that sand placement is a temporary and ineffective form of protection when coupled with the excessive erosion rate occurring at this location. The Petitioner alleges that it is highly likely that sand placed along the property to restore the beach would be washed away in a short period of time and would not provide a permanent solution to the erosion problem.
- 10. The Petitioner alleges that a substantial economic hardship would also result if further erosion damages the home's foundation elements, plumbing, underground utilities, exterior walls, and the septic system, thereby requiring Petitioner to pay the cost of repairing or replacing structures which may be damaged. The cost to redesign and replace support systems associated with the home would be extensive. Petitioner further alleges that devaluation of the property and loss of the home on the property would impose a substantial economic hardship.
- 11. The Petitioner alleges that a substantial technological hardship would exist because safe accessibility to the structure is already at risk and would be at greater risk if additional erosion were to cause removal of additional sand from beneath the floor slab. The petitioner alleges that erosion of sand from beneath the home would threaten the stability of the structure itself and could result in loss of the structure.
- 12. Petitioner alleges that strict application of the rules would lead to an unreasonable, unfair, and unintended result when compared to other persons subject to the rules. The Petitioner asserts that the rules do not take into consideration the critical nature of the erosion that has occurred and is occurring on the shoreline that affects them in a manner significantly different from the way the rules affect others subject to them.
- 13. Petitioner alleges that principles of fairness are violated in that other properties east of the Petitioner's property were issued coastal armoring permits by the Department. Petitioner alleges that the ability to protect their vulnerable structure is affected by the rules in a way that appears unfair under existing rules absent issuance of a variance or waiver.

## THE VARIANCE OR WAIVER WILL MEET THE UNDERLYING PURPOSE OF THE STATUTE

14. The Coastal Construction Control Line ("CCCL") program was established to protect Florida's beaches and dunes while assuring reasonable use of private property lying seaward of the CCCL. One purpose of the program is to protect the coastal system from improperly sited and designed structures which can destabilize the beach and dune system, accelerate erosion, endanger adjacent properties, or interfere with public beach access. Construction activities which take place seaward of the CCCL require Department approval. In the instant case, the armoring and the habitable major structure and its associated infrastructure are located seaward of the CCCL.

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15. Section 161.085, F.S., sets forth the state's policy on rigid coastal armoring structures. This section recognizes the need to protect private structures and public infrastructure from damage or destruction caused by coastal erosion. The statute provides that armoring may be permitted provided that the private structures or public infrastructure is vulnerable to damage from frequent coastal storms, and that the siting and design of the armoring takes into consideration protection of the beach-dune system, impacts on adjacent property, preservation of public beach access, and protection of native coastal vegetation and nesting marine turtles and their hatchlings. The intent of the statute is to strike the appropriate balance between protection of the coastal system and the need to protect private structures and public infrastructure.

### CONCLUSION

- 16. Given the specific circumstances at Petitioner's property, including the significant rate of erosion, armoring that is appropriately sited through the permitting process will be consistent with Rule 62B-33.0051(2), F.A.C. Such armoring that meets the requirements of the CCCL and its regulations will minimize adverse effects to the beach and dune system, adjacent property owners, and marine turtles. The armoring would be consistent with the purpose of the underlying statute if constructed in compliance with the requirements of the CCCL and its regulations. For the foregoing reasons and the economic and technical hardships as alleged, it is appropriate to grant the requested variance subject to the condition below.
- 17. Section 120.542, F.S., requires the agency to consider the Petitioner's "substantial hardship" (economic, technical, legal and other hardship) when considering whether a variance from or waiver of the rule(s) should be granted. The section also directs the Department to consider whether the "principles of fairness" are violated when the literal application of the rule(s) affects a particular person in a manner significantly different than other similarly situated persons who are subject to the rule(s).
- 18. Petitioner has demonstrated actual substantial economic and technical hardships that it would suffer if the armoring is not allowed to be installed.
- 19. Taken as a whole, literal application of the rules in this instance would be unfair based on the allegations of the Petition, as set forth herein.

#### THEREFORE, IT IS ORDERED:

The petition of Terry Posmer for a variance from Rules 62B-33.002(18) and (44) (formerly 43), and 62B-33.0051(1)(a)1, F.A.C., is GRANTED, subject to the condition below.

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### Condition for Approval

The variance shall be for a period of time to run concurrent with the period of time of any Department-issued permit to the Petitioner to construct coastal armoring at the property. A permit for coastal armoring allows for a construction period of 3 years from date of issuance pursuant to Rule 62B-33.008(8), F.A.C.

#### NOTICE OF RIGHTS

The Department's proposed agency action will become final unless a timely petition for an administrative hearing is filed under Sections 120.569 and 120.57 of the Florida Statutes before the deadline for filing a petition. The procedures for petitioning for a hearing are set forth below.

A person whose substantial interests are affected by the Department's Order may petition for an administrative proceeding (hearing) under Sections 120.569 and 120.57 of the Florida Statutes. The petition must contain the information set forth below and must be filed (received) in the Office of General Counsel of the Department at 3900 Commonwealth Boulevard, Mail Station 35, and Tallahassee, Florida 32399-3000. Petitions filed by the Petitioner or any of the parties listed below must be filed within twenty-one days of receipt of this written notice.

Under Rule 62-110.106(4) of the Florida Administrative Code, a person whose substantial interests are affected by the Department's action may request an extension of time to file a petition for an administrative hearing. Requests for extension of time must be filed (received by the clerk) with the Office of General Counsel of the Department at 3900 Commonwealth Boulevard, Mail Station 35, Tallahassee, Florida 32399-3000, before the end of the time period for filing a petition for an administrative hearing. The Department may, for good cause shown, grant the request for an extension of time. A timely request for extension of time shall toll the running of the time period for filing a petition until the request is acted upon.

Petitions filed by any persons other than those entitled to written notice under Section 120.60(3), Florida Statutes must be filed within twenty-one days of publication of the notice or within twenty-one days of receipt of the written notice, whichever occurs first. Under Section 120.60(3), Florida Statutes, however, any person who asked the Department for notice of agency action may file a petition within twenty-one days of receipt of such notice, regardless of the date of publication.

The petitioner shall mail a copy of the petition to the applicant at the address indicated above at the time of filing. The failure of any person to file a petition within the appropriate time period shall constitute a waiver of that person's right to request an administrative determination (hearing) under Sections 120.569 and 120.57 of the Florida Statutes, or to intervene in this proceeding and participate as a party to it. Any subsequent intervention (in a proceeding initiated by another party) will only be at the discretion of the presiding officer upon the filing of a motion in compliance with Rule 28-106.205 of the Florida Administrative Code.

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A petition that disputes the material facts on which the Department's action is based must contain the following information:

- (a) The name and address of each agency affected and each agency's file or identification number, if known;
- (b) The name, address, and telephone number of the petitioner; the name, address, and telephone number of the petitioner's representative, if any, which shall be the address for service purposes during the course of the proceeding; and an explanation of how the petitioner's substantial interests are or will be affected by the agency determination;
- A statement of when and how the petitioner received notice of the agency decision;
- (d) A statement of all disputed issues of material fact. If there are none, the petition must so indicate;
- (e) A concise statement of the ultimate facts alleged, including the specific facts that
  the petitioner contends warrant reversal or modification of the Department
  action;
- A statement of the specific rules or statutes that the petitioner contends require reversal or modification of the agency's proposed action; and
- (g) A statement of the relief sought by the petitioner, stating precisely the action that the petitioner wishes the agency to take with respect to the agency's proposed action.

A petition that does not dispute the material facts on which the Department's action is based shall state that no such facts are in dispute and otherwise contain the same information as set forth above, as required by rule 28-106.301, F.A.C.

Because the administrative hearing process is designed to formulate final agency action, the filing of a petition means that the Department final action may be different from the position taken by it in this notice. Persons whose substantial interests will be affected by any such final decision of the Department have the right to petition to become a party to the proceeding, in accordance with the requirements set forth above.

Mediation is not available for this proceeding.

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Once this permitting decision becomes final, any party to the final agency action has the right to seek judicial review of it under section 120.68 of the Florida Statutes, by filing a notice of appeal under rule 9.110 of the Florida Rules of Appellate Procedure with the clerk of the Department in the Office of General Counsel, Mail Station 35, 3900 Commonwealth Boulevard, Tallahassee, Florida 32399-3000, or via email at agency\_clerk@dep.state.fl.us, and by filing a copy of the notice of appeal accompanied by the applicable filing fees with the appropriate district court of appeal. The notice must be filed within thirty days after this order is filed with the clerk of the Department.

DONE AND ORDERED this 25th day of February, 2016, in Tallahassee, Florida.

STATE OF FLORIDA DEPARTMENT OF ENVIRONMENTAL PROTECTION

Jane Herndon, Esquire, Deputy Director Division of Water Resource Management

2600 Blair Stone Road

Tallahassee, Florida 32399-2400

FILED ON THIS DATE PURSUANT TO § 120.52, FLORIDA STATUTES, WITH THE DESIGNATED DEPARTMENT CLERK, RECEIPT OF WHICH IS HEREBY ACKNOWLEDGED.

CLERK

DATE

Electronic Copies Furnished to:

Elva Peppers, Florida Environmental and Land Services, Inc. (need email or address here) Agents for Petitioner

Tony McNeal, DEP CCCL Program (tony.mcneal@dep.state.fl.us)

Betsy Hewitt, DEP Office of General Counsel (betsy.hewitt@dep.state.fl.us)

Lea Crandall, DEP Agency Clerk (agency clerk@dep.state.fl.us)

Suzanne Printy, Chief Attorney, Joint Administrative Procedures Committee (printy.suzanne@leg.state.fl.us)



Florida Department of Environmental Protection (DEP) Division of Water Resource Management Coastal Construction Control Line Program 2600 Blair Stone Road, Mail Station 3522 Tallahassee, Florida 32399-2400 (850) 245-8336

#### **General Permit Conditions**

Rule 62B-33.0155, Florida Administrative Code

- The following general permit conditions shall apply, unless waived by the Department or modified by the permit:
- (a) The permittee shall carry out the construction or activity for which the permit was granted in accordance with the plans and specifications that were approved by the Department as part of the permit. Deviations therefrom, without written approval from the Department, shall be grounds for suspension of the work and revocation of the permit pursuant to Section 120.60(7), F.S., and shall result in assessment of civil fines or issuance of an order to alter or remove the unauthorized work, or both. No other construction or activities shall be conducted. No modifications to project size, location, or structural design are authorized without prior written approval from the Department. A copy of the notice to proceed shall be conspicuously displayed at the project site. Approved plans shall be made available for inspection by a Department representative.
- (b) The permittee shall conduct the construction or activity authorized under the permit using extreme care to prevent any adverse impacts to the beach and dune system, marine turtles, their nests and habitat, or adjacent property and structures.
- (c) The permittee shall allow any duly identified and authorized member of the Department to enter upon the premises associated with the project authorized by the permit for the purpose of ascertaining compliance with the terms of the permit and with the rules of the Department until all construction or activities authorized or required in the permit have been completed and all project performance reports, certifications, or other documents are received by the Department and determined to be consistent with the permit and approved plans.
- (d) The permittee shall hold and save the State of Florida, the Department, and its officers and employees harmless from any damage, no matter how occasioned and no matter what the amount, to persons or property that might result from the construction or activity authorized under the permit and from any and all claims and judgments resulting from such damage.
- (e) The permittee shall allow the Department to use all records, notes, monitoring data, and other information relating to construction or any activity under the permit, which are submitted, for any purpose necessary except where such use is otherwise specifically forbidden by law.
- (f) Construction traffic shall not occur and building materials shall not be stored on vegetated areas seaward of the control line unless specifically authorized by the permit. If the Department determines that this requirement is not being met, positive control measures, such as temporary fencing, designated access roads, adjustment of construction sequence, or other requirements, shall be provided by the permittee at the direction of the Department. Temporary construction fencing shall not be sited within marine turtle nesting habitats.
- (g) The permittee shall not disturb existing beach and dune topography and vegetation except as expressly authorized in the permit. Before the project is considered complete, any disturbed topography or vegetation shall be restored as prescribed in the permit with suitable fill material or revegetated with appropriate beach and dune vegetation.
- (h) All fill material placed seaward of the control line shall be sand which is similar to that already existing on the site in both coloration and grain size. All such fill material shall be free of construction debris, rocks, clay, or other foreign matter; shall be obtained from a source landward of the coastal construction control line; and shall be free of coarse gravel or cobbles.
- (i) If surplus sand fill results from any approved excavation seaward of the control line, such material shall be distributed seaward of the control line on the site, as directed by the Department, unless otherwise specifically authorized by the permit.
- (j) Any native salt-tolerant vegetation destroyed during construction shall be replaced with plants of the same species or, by authorization of the Department, with other native salt-tolerant vegetation suitable for beach and dune stabilization. Unless otherwise specifically authorized by the Department, all plants installed in beach and coastal areas whether to replace vegetation displaced, damaged, or destroyed during construction or otherwise shall be of species indigenous to Florida beaches and dunes, such as sea oats, sea grape, saw palmetto, panic grass, saltmeadow hay cordgrass, seashore saltgrass, and railroad vine, and grown from stock indigenous to the region in which the project is located.
- (k) All topographic restoration and revegetation work is subject to approval by the Department, and the status of restoration shall be reported as part of the final certification of the actual work performed.
- (l) If not specifically authorized elsewhere in the permit, no operation, transportation, or storage of equipment or materials is authorized seaward of the dune crest or rigid coastal structure during the marine turtle nesting season. The marine turtle nesting season is May 1 through October 31 in all counties except Brevard, Indian River, St. Lucie, Martin, Palm Beach, and Broward counties where leatherback turtle nesting occurs during the period of March 1 through October 31.
- (m) If not specifically authorized elsewhere in the permit, no temporary lighting of the construction area is authorized at any time during the marine turtle nesting season and no additional permanent exterior lighting is authorized.

- (n) All windows and glass doors visible from any point on the beach must be tinted to a transmittance value (light transmission from inside to outside) of 45% or less through the use of tinted glass or window film.
- (o) The permit has been issued to a specified property owner and is not valid for any other person unless formally transferred. An applicant requesting transfer of the permit shall sign two copies of the permit transfer agreement form, agreeing to comply with all terms and conditions of the permit, and return both copies to the Bureau. The transfer request shall be provided on the form entitled "Permit Transfer Agreement" DEP Form 73-103 (Revised 1/04), which is hereby adopted and incorporated by reference. No work shall proceed under the permit until the new owner has received a copy of the transfer agreement approved by the Department. A copy of the transfer agreement shall be displayed on the construction site along with the permit. An expired permit shall not be transferred.
- (p) The permittee shall immediately inform the Bureau of any change of mailing address of the permittee and any authorized agent until all requirements of the permit are met.
- (q) For permits involving major structures or activities, the permittee shall submit to the Bureau periodic progress reports on a monthly basis beginning at the start of construction and continuing until all work has been completed. If a permit involves either new armoring or major reconstruction of existing armoring, the reports shall be certified by an engineer licensed in the State of Florida. The permittee or engineer, as appropriate, shall certify that as of the date of each report all construction has been performed in compliance with the plans and project description approved as a part of the permit and with all conditions of the permit, or shall specify any deviation from the plans, project description, or conditions of the permit. The report shall also state the percent of completion of the project and each major individual component. The reports shall be provided to the Bureau using the form entitled "Periodic Progress Report" DEP Form 73-111 (Revised 6/04), which is hereby adopted and incorporated by reference. Permits for minor structures or activities do not require submittal of periodic reports unless required by special permit condition.
- (r) For permits involving habitable major structures, all construction on the permitted structure shall stop when the foundation pilings have been installed. At that time the foundation location form shall be submitted to and accepted by the Bureau prior to proceeding with further vertical construction above the foundation. The form shall be signed by a professional surveyor, licensed pursuant to Chapter 472, F.S., and shall be based upon such surveys performed in accordance with Chapter 472, F.S., as are necessary to determine the actual configuration and dimensioned relationship of the installed pilings to the control line. The information shall be provided to the Bureau using the form entitled "Foundation Location Certification" DEP Form 73-114B (Revised 9/05), which is hereby adopted and incorporated by reference. Phasing of foundation certifications is acceptable. The Department shall notify the permittee of approval or rejection of the form within seven (7) working days after staff receipt of the form. All survey information upon which the form is based shall be made available to the Bureau upon request. Permits for repairs or additions to existing structures with nonconforming foundations are exempt from this condition.
- (s) For permits involving major structures, the permittee shall provide the Bureau with a report by an engineer or architect licensed in the State of Florida within thirty (30) days following completion of the work. The report shall state that all locations specified by the permit have been verified and that other construction and activities authorized by the permit have been performed in compliance with the plans and project description approved as a part of the permit and all conditions of the permit; or shall describe any deviations from the approved plans, project description, or permit conditions, and any work not performed. Such report shall not relieve the permittee of the provisions of paragraph 62B-33.0155(1)(a), F.A.C. If none of the permitted work is performed, the permittee shall inform the Bureau in writing no later than 30 days following expiration of the permit. The report shall be provided on the form entitled "Final Certification" DEP Form 73-115B (Revised 9/05), which is hereby adopted and incorporated by reference.
- (t) Authorization for construction of armoring or other rigid coastal structures is based on an engineering review and assessment of the design and anticipated performance and impact of the structure as a complete unit. Construction of any less than the complete structure as approved by the Department is not authorized and shall result in the assessment of an administrative fine and the issuance of an order to remove the partially constructed structure. Modifications to the project size, location, or structural design shall be authorized by the Department in accordance with Rule 62B-33.013, F.A.C.
- 2. The permittee shall not commence any excavation, construction, or other physical activity on or encroaching on the sovereignty land of Florida seaward of the mean high water line or, if established, the erosion control line until the permittee has received from the Board of Trustees of the Internal Improvement Trust Fund the required lease, license, easement, or other form of consent authorizing the proposed use.
- 3. The permittee shall obtain any applicable licenses or permits required by Federal, state, county, or municipal law.
- 4. This permit does not authorize trespass onto other property.
- In the event of a conflict between a general permit condition and a special permit condition, the special permit condition shall prevail.
- Copies of any forms referenced above can be obtained by writing to the Department of Environmental Protection, Bureau of Beaches and Coastal Systems, 3900 Commonwealth Boulevard, Mail Station 300, Tallahassee, Florida 32399-3000, or by telephoning (850)488-7708.