

Chapter 7

Government Policy and Coordination

Overview of Government Policy and Coordination

In Executive Order 07-128, Governor Crist directed the Action Team to develop recommendations for “strategic investments and public-private partnerships in Florida to spur economic development around climate-friendly industries and economic activity that reduces emissions in Florida” as well as “strategies and mechanisms for the long-term coordination of Florida’s public policy in the areas of economic development, university-based research and technology development, energy, environmental protection, natural resource management, growth management, transportation, and other areas as needed to assure a future of prosperity for Floridians in reducing greenhouse gas emissions.” To address this charge, the Technical Working Group (TWG) of Government Policy and Coordination was formed.

The types of policies considered for this “sector” are not as readily quantifiable in terms of greenhouse gas (GHG) reductions and cost-effectiveness calculations as other TWGs. Nonetheless, if successfully implemented, the recommendations will contribute to GHG emission reductions and enhance economic benefits associated with many other policy recommendations described in Chapters 3 through 6.

The Government Policy and Coordination TWG presented five policies that were ultimately adopted for recommendation by the Action Team. These policies are listed in Table 7-1 and fall into two categories: efforts that enable or enhance the successful implementation of policies recommended for specific sectors, and policies that foster the development and creation of technologies and businesses that mitigate GHGs and promote the creation of jobs and economic growth. Finally, the Government Policy and Coordination TWG examined the multiple planning authorities at all levels of government in Florida, and the Action Team has recommended measures to incorporate GHG considerations into government planning processes and improve coordination among entities with overlapping jurisdiction.

All five policy recommendations were adopted unanimously by the present and voting Action Team members.

Summary List of Policy Recommendations

Policy No.	Policy Recommendation	GHG Reductions (MMtCO ₂ e)			Net Present Value 2009–2025 (Million \$)	Cost-Effectiveness (\$/tCO ₂ e)	Status of Recommendation
		2015	2025	Total 2009–2025			
GP-1	Targets, Reporting, Funding, and Accountability Measures	<i>Not to be Quantified</i>					Approved
GP-2	Public Awareness and Education	<i>Not to be Quantified</i>					Approved
GP-3	Inter-Governmental Planning Coordination and Assistance	<i>Not to be Quantified</i>					Approved
GP-4	“Green” Business Development Policies	<i>Not to be Quantified</i>					Approved
GP-5	Introduce Core Competencies Into Professional Licensing Programs	<i>Not to be Quantified</i>					Approved

GHG = greenhouse gas; MMtCO₂e = million metric tons of carbon dioxide equivalent; \$/tCO₂e = dollars per metric ton of carbon dioxide equivalent.

Note: The numbering used to denote the above pending priority policy options is for reference purposes only; it does not reflect prioritization.

Key Challenges and Opportunities

One of the key challenges facing Florida is the uncertainty of future federal policy. As the state seeks to address the challenges of mitigating GHG emissions and anticipates the effects of climate change beyond the reach of achievable emissions reductions, the role that the federal government will play remains a matter of speculation. Recent actions such as those contained within the 2007 Energy Independence and Security Act provide some guidance; however, the nature, timing, and scope of more significant federal actions are not easily predicted. Of particular interest is the potential for a national market-based program limiting GHG emissions or the expansion of the Clean Air Act to incorporate GHG emissions reduction requirements.

Recent Florida actions such as the 2007 Executive Orders and House Bill 7135 passed by the 2008 Legislature put in place an array of measures to reduce emissions and build a regulatory framework for many of the policies recommended.

The Government Policy and Coordination TWG recommendations include a number of suggestions to address fragmented, overlapping, and sometimes contradictory planning and regulatory authority between levels of government and separate agencies. The success with which climate change concerns can be interwoven into planning for future land use, transportation, and water management will be critical to achieving many of the needed long-term emission reductions. Leadership by the state is critical, as demonstrated by recent executive and legislative actions and the current Action Team effort, but inter-jurisdictional cooperation is equally critical to sustain the effort in the long run.

Nearly all of the TWG's recommendations contain language speaking to the need for immediate action. Many of the recommendations address inter-jurisdictional planning and other measures that require the concurrence of entities not directly involved in the Action Team process or subject to direction from the executive branch. It is therefore expected that many of these recommendations will be implemented only through negotiation and agreement, sometimes among multiple parties, or through legislation. The potential for extended discussion and debate has caused the Action Team in some cases to cull a subset of policies and measures that could be implemented in the near-term in order to emphasize the Action Team's sense of urgency.

Overview of Policy Recommendations and Estimated Impacts

The Government Policy and Coordination TWG organized its recommendations around five major initiatives:

- targets, reporting, funding, and accountability measures;
- public awareness and education;
- inter-governmental planning coordination and assistance;
- green business development; and
- a proposal to introduce core competencies into professional licensing.

Within these five are 43 specific actions, initiatives, or programs, which, if successfully implemented, would result in the attainment of the policy goals and significantly contribute to the success of many of the recommendations.

Government Policy and Coordination-Policy Descriptions for Recommendations

GP-1 Targets, Reporting, Funding, and Accountability Measures

This policy recommends specific administrative, goal-setting, and accountability measures necessary to implement many of the policies recommended for other sectors and measure progress over time. The State of Florida is committed to significant reductions in GHG emissions and has established emissions inventory, forecasting, reporting, and registry functions in state agencies.

The following recommendations are offered as guidance on how to implement and manage these administrative, goal-setting, and accountability functions:

- (1) periodically review and revise established goals or targets for statewide GHG-emission reductions, renewable portfolio standards (RPS), and energy efficiency targets;
- (2) establish RPS and energy efficiency portfolio standard (EEPS) targets and mandatory GHG emissions reporting, inventory, and forecasting functions at state agencies;
- (3) develop an inventory and forecast system that is aligned with national protocols and tailored to specific emissions and/or "carbon sinks" found in Florida;
- (4) provide technical assistance to emissions reporters and encourage participation;
- (5) institute an accountability program to measure and report progress in reducing GHG emissions;
- (6) establish GHG reduction targets for local, state, and regional government operations and school districts;
- (7) measure and report on research and development (R&D), job creation, and new business investment resulting from related "green" economy programs and review the effectiveness of state funds used to support and/or promote those programs; and
- (8) beginning in 2010, the Florida Energy and Climate Commission (FECC) should review progress toward achieving Executive Order 07-127 GHG reduction goals, and review and affirm or propose revisions to the goals every three years, assuming the necessary resources are available to properly complete this review.

GP-2 Public Awareness and Education

Floridians "doing their part" to address climate change assumes that citizens know what can and should be done and are provided the tools and the incentives to do so. To address this need, the Action Team proposes one public awareness and education program with measures tailored to the needs of three major audiences: K-20 education; the public at large; and local, state, and regional government.

The Action Team proposes that the following programs and measures be adopted to effectively reach these audiences:

- (1) create and maintain one or more outreach coordinator positions in relevant executive agencies specifically tasked with climate change issues;
- (2) assess the level of public understanding of the impacts of climate change and of state-specific actions to deal with climate change;

- (3) create a *Florida Climate and Energy Challenge* program by June 2009 that can craft the message of how important it is for all Floridians to pitch in and reduce their energy usage;
- (4) establish a recurring awards program to recognize leadership and attainment of goals and objectives of the Florida Climate Change Action Plan;
- (5) engage and partner with the Florida business community to coordinate and leverage private sector-sponsored messages and initiatives to help implement the *Florida Climate Challenge*;
- (6) educate broadcasters, reporters, editorial boards, and others about climate change, the risks it imposes, and actions Floridians can take;
- (7) provide and advertise marketplace incentives to adopt and purchase goods with the minimum carbon footprint;
- (8) ensure performance standards for the inclusion of climate change curricula in public education (K–12), identify gaps in climate change education, and provide specific curricula to fill any gaps;
- (9) integrate best practices into public school design and construction;
- (10) organize groups of educators to identify, assemble, and employ climate change curricula appropriate to specific age groups;
- (11) integrate climate change into core college curricula, promote research into climate change and solutions at state universities, and develop university Centers of Excellence on climate issues, new approaches, and technologies;
- (12) develop assessment tools to determine the impact of climate change curricula; and
- (13) include climate change discussions especially at state-supported venues, such as science centers, zoos, and museums.

The goals of the program would be that, by January 2010, that 50 percent or more of Floridians and Florida businesses will acknowledge by survey the seriousness of climate change impacts and will have reduced their personal usage of energy from carbon-emitting sources by 10 percent, and, by the same date, all governmental agencies at the state, regional, and local levels will have reduced their usage of energy from carbon-emitting sources by 25 percent. Also, by June 2010, the *Florida Climate and Energy Challenge* will be expanded, and additional milestones and energy reduction targets will be established to meet the 80 percent reduction from 1990 levels by the 2050 goal.

GP-3 Inter-Government Planning Coordination and Assistance

Given the high priority of climate change mitigation in the State of Florida, numerous local, state, and regional government agencies are tasked with implementing climate policies or, at a minimum, integrating energy efficiency principles into their operations. Efficient coordination among agencies and between local, state, and regional government will enhance overall effectiveness, reduce overlap, and eliminate barriers to GHG mitigation efforts.

Local governments will be among the state's most vital partners in addressing climate change. Local and regional authorities have primary responsibility for land-use, development, and infrastructure planning, and have major responsibility for building code compliance.

The State of Florida is unique in that it has an existing comprehensive planning framework, which is the foundation of the state's growth management program. It provides for the coordination of state, regional, and local planning decisions. To facilitate and expedite climate change mitigation and adaptation efforts throughout the state, Florida's policymakers should work through the Florida Department of Community Affairs in conjunction with the Regional Planning Councils to use the local government comprehensive planning process to improve coordination and ensure that each level of government is working toward the same goals in a mutually supportive and consistent manner.

State government can help lead the way and build on the existing work that is in progress at local and regional levels by:

- (1) collecting and facilitating access to information about best practices;
- (2) providing cost-benefit analyses of the various approaches available to local governments in a fiscally constrained environment;
- (3) documenting the economic benefits or payoffs for local governments, their constituencies, and businesses that are considering the implementation of green practices;
- (4) eliminating state subsidies or favorable tax treatment for programs or policies that are contrary to GHG reduction efforts;
- (5) identifying and eliminating state policies that unduly contribute to the generation of GHG emissions;
- (6) finding ways to say "yes" to local and regional partnerships and solutions;
- (7) funding the Florida Green Governments Grant Program and similar programs that support local and regional government initiatives; and

- (8) expediting state-level review and decision-making processes, if applicable, to facilitate implementation of local and regional efforts. Creating a statewide process to achieve GHG reductions will allow all coordinating agencies to work in concert. In addition, determining regional GHG averages and encouraging use of a consistent system for local governments to quantitatively assess their reduction progress would facilitate their engagement in this effort and allow them to gauge their progress and efficacy.

The Action Team proposes the following goal as a measure of success in this area: Contingent upon having available funding and necessary programs in place, all counties with a population of more than 200,000 should develop current GHG emissions inventories and mitigation action plans by the end of 2010.

GP-4 "Green" Business Development Policies

Climate change impacts are likely to have significant effects on all sectors of Florida's economy. Some sectors will face acute challenges, while others will enjoy substantial growth opportunities. GHG mitigation and climate adaptation also are likely to create new economic and employment opportunities. Substantial investment is expected in energy efficiency implementation and renewable energy technologies. These investments hold the promise of diversifying and strengthening the Florida economy.

The intent of this policy is to encourage and facilitate the involvement of funding and investment sources, business interests, and entrepreneurs in quickly seizing business opportunities related to GHG reductions and climate change solutions. Florida should foster research and development associated with GHG emissions reduction, renewable energy, and energy efficient technologies. The state should also promote business, job development, and workforce training in alternative low-carbon fuels and vehicles and other alternative low-carbon technologies, such as energy efficiency.

The Action Team recommends that Florida:

- (1) Unify existing resources and entities with those created under House Bill 7135 (FECC and the Florida Energy Systems Consortium) to support businesses in greening their operations and promote business development opportunities in climate protection and adaptation, including seeking or stimulating funding investments;
- (2) undertake an analysis of potential opportunities in green industry development and target those technologies for which Florida has an advantage;
- (3) analyze targeted incentives to promote private investment in these technologies or industries, such as tax credits, investment in academic programs and research, grant funding, and investment in workforce development;

- (4) consider funding opportunities for clean energy technologies through the 33 investment funds managed by the State Board of Administration, among which is the Florida Retirement System Pension Plan Trust Fund;
- (5) promote the use of commercially ready technologies through a targeted RPS, an EEPS, building codes, appliance standards, rebates, and tax incentives;
- (6) encourage “business incubator” programs at Florida universities and colleges to attract and support new business development related to the new energy economy;
- (7) offer incentive points for competitive grant programs for state-to-business economic development for businesses that have undertaken GHG reduction and energy efficiency programs;
- (8) create or designate a clearinghouse entity to match technology developers and other climate solution entrepreneurs with necessary financing;
- (9) promote the use and development of effective water conservation plans, low-energy water treatment technologies, and water-conserving products and technologies, such as those certified through the Environmental Protection Agency’s WaterSense program or the Florida Water Star public education program initiated by the St. Johns River Water Management District;
- (10) require the use of applicable “green buildings” standards for the award of state contracts for state-owned and state-funded projects;
- (11) favor contracting with firms that undertake green standards in business operations and in proposed contract work; and
- (12) define “green jobs” and have Enterprise Florida conduct or commission a study of job opportunities and develop a targeted strategy for Florida.

GP-5 Introduce Core Competencies Into Professional Licensing Programs

Florida has more than 200,000 licensed built-environment professionals, including building contractors, architects, landscape architects, engineers, interior designers, and others involved in the design and construction of Florida’s residential and commercial sites and buildings. It is critical that Florida’s licensed professionals—who are responsible for the design, development, and construction of Florida’s built environment— incorporate climate change and energy efficient technologies, materials, and design into their projects to facilitate the reduction of GHG emissions. Therefore, the state needs to establish core competency provisions for licensed professionals who provide site and architectural design, site engineering, site construction, building construction, and building operations efficiencies services. The state also needs to require professional organizations, in support of their respective professional membership, to

develop and administer continuing education programs that address new technologies, standards, and materials designed to reduce GHG emissions and promote energy efficiency.

Additionally, within Florida's State University System, design and engineering programs should establish required courses of study that focus on the issues and importance of climate change mitigation and energy efficiency toward establishing a sustainable Florida. Targeted professions should include architecture, interior design, civil engineering, environmental engineering, building inspectors, code compliance officers, building trades (plumbing and HVAC), general contractors (site and building), real estate, building operators, landscape architecture, and in the training for those pursuing state certification to become teachers.

Specific climate change-related questions would be added to the respective state licensure examinations. To maintain professional licenses within the designated design professions, the state would require the respective professional organizations to develop and administer continuing education programs that reinforce the importance of reducing GHG emissions and promoting energy efficiency.

In addition, the state should develop a Florida Green Building certification program for licensed professionals involved in the design and construction of residential and commercial buildings and development sites.