	LEGISLATIVE ACTION	
Senate	•	House
Comm: RCS		
01/20/2022	•	
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The Committee on Rules (Hutson) recommended the following:

## Senate Amendment (with title amendment)

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Delete everything after the enacting clause and insert:

Section 1. Section 57.112, Florida Statutes, is amended to read:

- 57.112 Attorney fees and costs and damages; arbitrary, unreasonable, or expressly preempted local ordinances actions.-
- (1) As used in this section, the term "attorney fees and costs" means the reasonable and necessary attorney fees and costs incurred for all preparations, motions, hearings, trials,



and appeals in a proceeding.

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- (2) If a civil action is filed against a local government to challenge the adoption or enforcement of a local ordinance on the grounds that it is expressly preempted by the State Constitution or by state law, the court shall assess and award reasonable attorney fees and costs and damages to the prevailing party.
- (3) If a civil action is filed against a local government to challenge the adoption of a local ordinance on the grounds that the ordinance is arbitrary or unreasonable, the court may assess and award reasonable attorney fees and costs and damages to a prevailing plaintiff. An award of reasonable attorney fees or costs and damages pursuant to this subsection may not exceed \$50,000. In addition, a prevailing plaintiff may not recover any attorney fees or costs directly incurred or associated with litigation to determine an award of reasonable attorney fees or costs.
- (4) Attorney fees and costs and damages may not be awarded pursuant to this section if:
- (a) The governing body of a local governmental entity receives written notice that an ordinance that has been publicly noticed or adopted is expressly preempted by the State Constitution or state law or is arbitrary or unreasonable; and
- (b) The governing body of the local governmental entity withdraws the proposed ordinance within 30 days; or, in the case of an adopted ordinance, the governing body of a local government notices an intent to repeal the ordinance within 30 days of receipt of the notice and repeals the ordinance within 30 days thereafter.

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(5) (4) The provisions in this section are supplemental to all other sanctions or remedies available under law or court rule. However, this section may not be construed to authorize double recovery if an affected person prevails on a damages claim brought against a local government pursuant to other applicable law involving the same ordinance, operative acts, or transactions.

(6) This section does not apply to local ordinances adopted pursuant to part II of chapter 163, s. 553.73, or s. 633,202.

(7)(a)<del>(6)</del> Except as provided in paragraph (b), this section is intended to be prospective in nature and applies shall apply only to cases commenced on or after July 1, 2019.

(b) The amendments to this section effective October 1, 2022, are prospective in nature and apply only to ordinances adopted on or after October 1, 2022.

Section 2. Present subsections (3) through (6) of section 125.66, Florida Statutes, are redesignated as subsections (4) through (7), respectively, a new subsection (3) is added to that section, and paragraph (a) of subsection (2) of that section is amended, to read:

125.66 Ordinances; enactment procedure; emergency ordinances; rezoning or change of land use ordinances or resolutions.

(2) (a) The regular enactment procedure shall be as follows: The board of county commissioners at any regular or special meeting may enact or amend any ordinance, except as provided in subsection (5) (4), if notice of intent to consider such ordinance is given at least 10 days before such meeting by

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publication as provided in chapter 50. A copy of such notice shall be kept available for public inspection during the regular business hours of the office of the clerk of the board of county commissioners. The notice of proposed enactment shall state the date, time, and place of the meeting; the title or titles of proposed ordinances; and the place or places within the county where such proposed ordinances may be inspected by the public. The notice shall also advise that interested parties may appear at the meeting and be heard with respect to the proposed ordinance.

- (3) (a) Before the enactment of a proposed ordinance, the board of county commissioners shall prepare or cause to be prepared a business impact estimate in accordance with this subsection. The business impact estimate must be posted on the county's website no later than the date the notice of proposed enactment is published pursuant to paragraph (2)(a) and must include all of the following:
- 1. A summary of the proposed ordinance, including a statement of the public purpose to be served by the proposed ordinance, such as serving the public health, safety, morals, and welfare of the county.
- 2. An estimate of the direct economic impact of the proposed ordinance on private for-profit businesses in the county, including the following, if any:
- a. An estimate of direct compliance costs businesses may reasonably incur if the ordinance is enacted.
- b. Identification of any new charge or fee on businesses subject to the proposed ordinance or for which businesses will be financially responsible.



99	c. An estimate of the county's regulatory costs, including
100	an estimate of revenues from any new charges or fees that will
101	be imposed on businesses to cover such costs.
102	3. A good faith estimate of the number of businesses likely
103	to be impacted by the ordinance.
104	4. Any additional information the board determines may be
105	useful.
106	(b) This subsection may not be construed to require a
107	county to procure an accountant or other financial consultant to
108	prepare the business impact estimate required by this
109	subsection.
110	(c) This subsection does not apply to local ordinances
111	enacted to implement the following:
112	1. Part II of chapter 163;
113	2. Section 553.73;
114	3. Section 633.202;
115	4. Ordinances required to comply with federal or state law
116	or regulation;
117	5. Ordinances related to the issuance or refinancing of
118	debt;
119	6. Ordinances related to the adoption of budgets or budget
120	amendments;
121	7. Ordinances required to implement a contract or an
122	agreement, including, but not limited to, any federal, state,
123	local, or private grant, or other financial assistance accepted
124	by a county government; or
125	8. Emergency ordinances.
126	Section 3. Section 125.675, Florida Statutes, is created to
127	read:



128 125.675 Legal challenges to certain recently enacted 129 ordinances.-130 (1) A county must suspend enforcement of an ordinance that is the subject of an action, including appeals, challenging the 131 132 ordinance's validity on the grounds that it is expressly 133 preempted by the State Constitution or by state law or is 134 arbitrary or unreasonable if: 135 (a) The action was filed with the court no later than 90 136 days after the adoption of the ordinance; 137 (b) The complainant requests suspension in the initial 138 complaint or petition, citing this section; and 139 (c) The county has been served with a copy of the complaint 140 or petition. 141 (2) When there is an appeal to a case in which the 142 enforcement of an ordinance is suspended under this section, the 143 appellate court may lift the suspension if the local government 144 prevailed in the lower court. 145 (3) The court shall give cases in which the enforcement of 146 an ordinance is suspended under this section priority over other 147 pending cases and shall render a preliminary or final decision 148 on the validity of the ordinance as expeditiously as possible. 149 (4) The signature of an attorney or a party constitutes a 150 certificate that he or she has read the pleading, motion, or 151 other paper and that, to the best of his or her knowledge, 152 information, and belief formed after reasonable inquiry, it is 153 not interposed for any improper purpose, such as to harass or to 154 cause unnecessary delay, or for economic advantage, competitive 155 reasons, or frivolous purposes or needless increase in the cost

of litigation. If a pleading, motion, or other paper is signed



157	in violation of these requirements, the court, upon its own
158	initiative, shall impose upon the person who signed it, a
159	represented party, or both, an appropriate sanction, which may
160	include an order to pay to the other party or parties the amount
161	of reasonable expenses incurred because of the filing of the
162	pleading, motion, or other paper, including reasonable attorney
163	fees.
164	(5) This section does not apply to local ordinances enacted
165	to implement the following:
166	(a) Part II of chapter 163;
167	(b) Section 553.73;
168	(c) Section 633.202;
169	(d) Sections 190.005 and 190.046;
170	(e) Ordinances required to comply with federal or state law
171	or regulation;
172	(f) Ordinances related to the issuance or refinancing of
173	debt;
174	(g) Ordinances related to the adoption of budgets or budget
175	amendments;
176	(h) Ordinances required to implement a contract or an
177	agreement, including, but not limited to, any federal, state,
178	local, or private grant, or other financial assistance accepted
179	by a county government; or
180	(i) Emergency ordinances.
181	(6) The court may award attorney fees and costs and damages
182	as provided in s. 57.112.
183	Section 4. Present subsections (4) through (8) of section
184	166.041, Florida Statutes, are redesignated as subsections (5)
185	through (9), respectively, and a new subsection (4) is added to



186 that section, to read:

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166.041 Procedures for adoption of ordinances and resolutions.-

- (4) (a) Before the enactment of a proposed ordinance, the governing body of a municipality shall prepare or cause to be prepared a business impact estimate in accordance with this subsection. The business impact estimate must be posted on the municipality's website no later than the date the notice of proposed enactment is published pursuant to paragraph (3)(a) and must include all of the following:
- 1. A summary of the proposed ordinance, including a statement of the public purpose to be served by the proposed ordinance, such as serving the public health, safety, morals, and welfare of the municipality.
- 2. An estimate of the direct economic impact of the proposed ordinance on private for-profit businesses in the municipality, including the following, if any:
- a. An estimate of direct compliance costs businesses may reasonably incur if the ordinance is enacted;
- b. Identification of any new charge or fee on businesses subject to the proposed ordinance, or for which businesses will be financially responsible; and
- c. An estimate of the municipality's regulatory costs, including an estimate of revenues from any new charges or fees that will be imposed on businesses to cover such costs.
- 3. A good faith estimate of the number of businesses likely to be impacted by the ordinance.
- 4. Any additional information the governing body determines may be useful.



215 (b) This subsection may not be construed to require a 216 municipality to procure an accountant or other financial 217 consultant to prepare the business impact estimate required by 218 this subsection. 219 (c) This subsection does not apply to local ordinances 220 enacted to implement the following: 221 1. Part II of chapter 163; 222 2. Section 553.73; 223 3. Section 633.202; 224 4. Ordinances required to comply with federal or state law 225 or regulation; 226 5. Ordinances related to the issuance or refinancing of 227 debt; 228 6. Ordinances related to the adoption of budgets or budget 229 amendments; 230 7. Ordinances required to implement a contract or an 231 agreement, including, but not limited to, any federal, state, 232 local, or private grant, or other financial assistance accepted 233 by a local government; or 234 8. Emergency ordinances. Section 5. Section 166.0411, Florida Statutes, is created 235 236 to read: 237 166.0411 Legal challenges to certain recently enacted 238 ordinances.-239 (1) A municipality must suspend enforcement of an ordinance 240 that is the subject of an action, including appeals, challenging 241 the ordinance's validity on the grounds that it is expressly 242 preempted by the State Constitution or by state law or is 243 arbitrary or unreasonable if:

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- (a) The action was filed with the court no later than 90 days after the adoption of the ordinance;
- (b) The complainant requests suspension in the initial complaint or petition, citing this section; and
- (c) The municipality has been served with a copy of the complaint or petition.
- (2) When there is an appeal to a case in which the enforcement of an ordinance is suspended under this section, the appellate court may lift the suspension if the local government prevailed in the lower court.
- (3) The court shall give cases in which the enforcement of an ordinance is suspended under this section priority over other pending cases and shall render a preliminary or final decision on the validity of the ordinance as expeditiously as possible.
- (4) The signature of an attorney or a party constitutes a certificate that he or she has read the pleading, motion, or other paper and that, to the best of his or her knowledge, information, and belief formed after reasonable inquiry, it is not interposed for any improper purpose, such as to harass or to cause unnecessary delay, or for economic advantage, competitive reasons, or frivolous purposes or needless increase in the cost of litigation. If a pleading, motion, or other paper is signed in violation of these requirements, the court, upon its own initiative, shall impose upon the person who signed it, a represented party, or both, an appropriate sanction, which may include an order to pay to the other party or parties the amount of reasonable expenses incurred because of the filing of the pleading, motion, or other paper, including reasonable attorney fees.



2/3	(5) This section does not apply to local ordinances enacted
274	to implement the following:
275	(a) Part II of chapter 163;
276	(b) Section 553.73;
277	(c) Section 633.202;
278	(d) Sections 190.005 and 190.046;
279	(e) Ordinances required to comply with federal or state law
280	or regulation;
281	(f) Ordinances related to the issuance or refinancing of
282	debt;
283	(g) Ordinances related to the adoption of budgets or budget
284	amendments;
285	(h) Ordinances required to implement a contract or
286	agreement, including, but not limited to, any federal, state,
287	local, or private grant, or other financial assistance accepted
288	by a municipal government; or
289	(i) Emergency ordinances.
290	(6) The court may award attorney fees and costs and damages
291	as provided in s. 57.112.
292	Section 6. Subsection (5) of section 163.2517, Florida
293	Statutes, is amended to read:
294	163.2517 Designation of urban infill and redevelopment
295	area
296	(5) After the preparation of an urban infill and
297	redevelopment plan or designation of an existing plan, the local
298	government shall adopt the plan by ordinance. Notice for the
299	public hearing on the ordinance must be in the form established
300	in s. 166.041(3)(c)2. for municipalities, and $s. 125.66(5)(b)2.$
301	$\frac{125.66(4)(b)}{2}$ for counties.

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Section 7. Paragraph (a) of subsection (3) of section 163.3181, Florida Statutes, is amended to read:

163.3181 Public participation in the comprehensive planning process; intent; alternative dispute resolution.-

- (3) A local government considering undertaking a publicly financed capital improvement project may elect to use the procedures set forth in this subsection for the purpose of allowing public participation in the decision and resolution of disputes. For purposes of this subsection, a publicly financed capital improvement project is a physical structure or structures, the funding for construction, operation, and maintenance of which is financed entirely from public funds.
- (a) Prior to the date of a public hearing on the decision on whether to proceed with the proposed project, the local government shall publish public notice of its intent to decide the issue according to the notice procedures described by s. 125.66(5)(b)2. s. 125.66(4)(b)2. for a county or s.

Section 8. Paragraph (a) of subsection (4) of section 163.3215, Florida Statutes, is amended to read:

166.041(3)(c)2.b. for a municipality.

163.3215 Standing to enforce local comprehensive plans through development orders.-

(4) If a local government elects to adopt or has adopted an ordinance establishing, at a minimum, the requirements listed in this subsection, the sole method by which an aggrieved and adversely affected party may challenge any decision of local government granting or denying an application for a development order, as defined in s. 163.3164, which materially alters the use or density or intensity of use on a particular piece of

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property, on the basis that it is not consistent with the comprehensive plan adopted under this part, is by an appeal filed by a petition for writ of certiorari filed in circuit court no later than 30 days following rendition of a development order or other written decision of the local government, or when all local administrative appeals, if any, are exhausted, whichever occurs later. An action for injunctive or other relief may be joined with the petition for certiorari. Principles of judicial or administrative res judicata and collateral estoppel apply to these proceedings. Minimum components of the local process are as follows:

(a) The local process must make provision for notice of an application for a development order that materially alters the use or density or intensity of use on a particular piece of property, including notice by publication or mailed notice consistent with the provisions of ss. 125.66(5)(b)2. and 3. and 166.041(3)(c)2.b. and c. ss. 125.66(4)(b)2. and 3. and 166.041(3)(c)2.b. and e., and must require prominent posting at the job site. The notice must be given within 10 days after the filing of an application for a development order; however, notice under this subsection is not required for an application for a building permit or any other official action of local government which does not materially alter the use or density or intensity of use on a particular piece of property. The notice must clearly delineate that an aggrieved or adversely affected person has the right to request a quasi-judicial hearing before the local government for which the application is made, must explain the conditions precedent to the appeal of any development order ultimately rendered upon the application, and

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must specify the location where written procedures can be obtained that describe the process, including how to initiate the quasi-judicial process, the timeframes for initiating the process, and the location of the hearing. The process may include an opportunity for an alternative dispute resolution.

Section 9. Paragraph (c) of subsection (1) of section 376.80, Florida Statutes, is amended to read:

376.80 Brownfield program administration process.-

- (1) The following general procedures apply to brownfield designations:
- (c) Except as otherwise provided, the following provisions apply to all proposed brownfield area designations:
- 1. Notification to department following adoption. A local government with jurisdiction over the brownfield area must notify the department, and, if applicable, the local pollution control program under s. 403.182, of its decision to designate a brownfield area for rehabilitation for the purposes of ss. 376.77-376.86. The notification must include a resolution adopted by the local government body. The local government shall notify the department, and, if applicable, the local pollution control program under s. 403.182, of the designation within 30 days after adoption of the resolution.
- 2. Resolution adoption.—The brownfield area designation must be carried out by a resolution adopted by the jurisdictional local government, which includes a map adequate to clearly delineate exactly which parcels are to be included in the brownfield area or alternatively a less-detailed map accompanied by a detailed legal description of the brownfield area. For municipalities, the governing body shall adopt the

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resolution in accordance with the procedures outlined in s. 166.041, except that the procedures for the public hearings on the proposed resolution must be in the form established in s. 166.041(3)(c)2. For counties, the governing body shall adopt the resolution in accordance with the procedures outlined in s. 125.66, except that the procedures for the public hearings on the proposed resolution shall be in the form established in s. 125.66(5)(b) s. 125.66(4)(b).

- 3. Right to be removed from proposed brownfield area.-If a property owner within the area proposed for designation by the local government requests in writing to have his or her property removed from the proposed designation, the local government shall grant the request.
- 4. Notice and public hearing requirements for designation of a proposed brownfield area outside a redevelopment area or by a nongovernmental entity. Compliance with the following provisions is required before designation of a proposed brownfield area under paragraph (2)(a) or paragraph (2)(c):
- a. At least one of the required public hearings shall be conducted as closely as is reasonably practicable to the area to be designated to provide an opportunity for public input on the size of the area, the objectives for rehabilitation, job opportunities and economic developments anticipated, neighborhood residents' considerations, and other relevant local concerns.
- b. Notice of a public hearing must be made in a newspaper of general circulation in the area, must be made in ethnic newspapers or local community bulletins, must be posted in the affected area, and must be announced at a scheduled meeting of

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the local governing body before the actual public hearing.

Section 10. Paragraph (a) of subsection (3) of section 497.270, Florida Statutes, is amended to read:

497.270 Minimum acreage; sale or disposition of cemetery lands.-

(3) (a) If the property to be sold, conveyed, or disposed of under subsection (2) has been or is being used for the permanent interment of human remains, the applicant for approval of such sale, conveyance, or disposition shall cause to be published, at least once a week for 4 consecutive weeks, a notice meeting the standards of publication set forth in s. 125.66(5)(b)2. s. 125.66(4)(b)2. The notice shall describe the property in question and the proposed noncemetery use and shall advise substantially affected persons that they may file a written request for a hearing pursuant to chapter 120, within 14 days after the date of last publication of the notice, with the department if they object to granting the applicant's request to sell, convey, or dispose of the subject property for noncemetery uses.

Section 11. Paragraph (a) of subsection (2) of section 562.45, Florida Statutes, is amended to read:

562.45 Penalties for violating Beverage Law; local ordinances; prohibiting regulation of certain activities or business transactions; requiring nondiscriminatory treatment; providing exceptions.-

(2)(a) Nothing contained in the Beverage Law shall be construed to affect or impair the power or right of any county or incorporated municipality of the state to enact ordinances regulating the hours of business and location of place of

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business, and prescribing sanitary regulations therefor, of any licensee under the Beverage Law within the county or corporate limits of such municipality. However, except for premises licensed on or before July 1, 1999, and except for locations that are licensed as restaurants, which derive at least 51 percent of their gross revenues from the sale of food and nonalcoholic beverages, pursuant to chapter 509, a location for on-premises consumption of alcoholic beverages may not be located within 500 feet of the real property that comprises a public or private elementary school, middle school, or secondary school unless the county or municipality approves the location as promoting the public health, safety, and general welfare of the community under proceedings as provided in s. 125.66(5) s.  $\frac{125.66(4)}{1}$ , for counties, and s. 166.041(3)(c), for municipalities. This restriction shall not, however, be construed to prohibit the issuance of temporary permits to certain nonprofit organizations as provided for in s. 561.422. The division may not issue a change in the series of a license or approve a change of a licensee's location unless the licensee provides documentation of proper zoning from the appropriate county or municipal zoning authorities.

Section 12. Subsection (1) of section 847.0134, Florida Statutes, is amended to read:

847.0134 Prohibition of adult entertainment establishment that displays, sells, or distributes materials harmful to minors within 2,500 feet of a school.

(1) Except for those establishments that are legally operating or have been granted a permit from a local government to operate as adult entertainment establishments on or before



476 July 1, 2001, an adult entertainment establishment that sells, 477 rents, loans, distributes, transmits, shows, or exhibits any obscene material, as described in s. 847.0133, or presents live 479 entertainment or a motion picture, slide, or other exhibit that, 480 in whole or in part, depicts nudity, sexual conduct, sexual 481 excitement, sexual battery, sexual bestiality, or 482 sadomasochistic abuse and that is harmful to minors, as 483 described in s. 847.001, may not be located within 2,500 feet of 484 the real property that comprises a public or private elementary 485 school, middle school, or secondary school unless the county or 486 municipality approves the location under proceedings as provided 487 in s. 125.66(5) s. 125.66(4) for counties or s. 166.041(3)(c)for municipalities.

Section 13. The Legislature finds and declares that this act fulfills an important state interest.

Section 14. This act shall take effect October 1, 2022.

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======= T I T L E A M E N D M E N T ========= And the title is amended as follows:

Delete everything before the enacting clause and insert:

497 A bill to be entitled

> An act relating to local ordinances; amending s. 57.112, F.S.; authorizing courts to assess and award reasonable attorney fees and costs and damages in certain civil actions filed against local governments; specifying a limitation on awards and a restriction; providing construction and applicability; amending s. 125.66, F.S.; requiring a board of county

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commissioners to prepare or cause to be prepared a business impact estimate before the enactment of a proposed ordinance; specifying requirements for the posting and content of the estimate; providing construction and applicability; creating s. 125.675, F.S.; requiring a county to suspend enforcement of an ordinance that is the subject of a certain legal action if certain conditions are met; authorizing an appellate court to lift a suspension under certain circumstances; requiring courts to give priority to certain cases; providing construction relating to an attorney's or a party's signature; requiring a court to impose sanctions under certain circumstances; providing applicability; authorizing courts to award attorney fees and costs and damages under certain circumstances; amending s. 166.041, F.S.; requiring a governing body of a municipality to prepare or cause to be prepared a business impact estimate before the enactment of a proposed ordinance; specifying requirements for the posting and content of the estimate; providing construction and applicability; creating s. 166.0411, F.S.; requiring a municipality to suspend enforcement of an ordinance that is the subject of a certain legal action if certain conditions are met; authorizing an appellate court to lift a suspension under certain circumstances; requiring courts to give priority to certain cases; providing construction relating to an attorney's or a party's signature; requiring a court to impose



sanctions under certain circumstances; providing		
applicability; authorizing courts to award attorney		
fees and costs and damages under certain		
circumstances; amending ss. 163.2517, 163.3181,		
163.3215, 376.80, 497.270, 562.45, and 847.0134, F.S.;		
conforming cross-references; providing a declaration		
of important state interest; providing an effective		
date.		