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28 29 By the Committee on Community Affairs; and Senator Trumbull

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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 on fees and costs of certain litigation; providing construction and applicability; amending s. 125.66, F.S.; requiring a board of county 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 a prevailing county to enforce the ordinance after a specified period, except 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 if certain conditions are met; 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

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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 a prevailing municipality to enforce the ordinance after a specified period, except 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 if certain conditions are met; 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.

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

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

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57.112 Attorney fees and costs and damages; <u>arbitrary</u>, <u>unreasonable</u>, <u>or expressly</u> preempted local <u>ordinances</u> <del>actions</del>.—

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(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 by 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 after of receipt of the notice and repeals the ordinance within 30 days thereafter.
  - (5) (4) The provisions in this section are supplemental to

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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 claim brought against a local government pursuant to other applicable law involving the same ordinance, operative acts, or transactions.

- $\underline{(6)}$  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) (6) 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, 2023, are prospective in nature and apply only to ordinances adopted on or after October 1, 2023.
- (c) An amendment to an ordinance enacted after October 1, 2023, gives rise to a claim under this section only to the extent that the application of the amendatory language is the cause of the claim apart from the ordinance being amended.

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  $\underline{is}$  shall be as follows: The board of county commissioners at any regular or

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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 publication as provided in chapter 50. A copy of such notice must 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 must 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 must 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:
- <u>a. An estimate of direct compliance costs that businesses</u>
  may reasonably incur if the ordinance is enacted.

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b. Identification of any new charge or fee on businesses subject to the proposed ordinance or for which businesses will be financially responsible.

- c. An estimate of the county'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 board determines may be useful.
- (b) This subsection may not be construed to require a county to procure an accountant or other financial consultant to prepare the business impact estimate required by this subsection.
  - (c) This subsection does not apply to:
- 1. Ordinances required for compliance with federal or state law or regulation;
- 2. Ordinances relating to the issuance or refinancing of debt;
- 3. Ordinances relating to the adoption of budgets or budget amendments, including revenue sources necessary to fund the budget;
- 4. Ordinances required to implement a contract or an agreement, including, but not limited to, any federal, state, local, or private grant, or other financial assistance accepted by a county government;
  - 5. Emergency ordinances;
  - 6. Ordinances relating to procurement; or
- 7. Ordinances enacted to implement the following:

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175 a. Part II of chapter 163, relating to growth policy, county and municipal planning, and land development regulation, 177 including zoning, development orders, development agreements, 178 and development permits;

- b. Sections 190.005 and 190.046;
- 180 c. Section 553.73, relating to the Florida Building Code; 181 or
  - d. Section 633.202, relating to the Florida Fire Prevention Code.
  - Section 3. Section 125.675, Florida Statutes, is created to read:
  - 125.675 Legal challenges to certain recently enacted ordinances.-
  - (1) A county must suspend enforcement of an ordinance that is the subject of an action challenging the ordinance's validity on the grounds that it is expressly preempted by the State Constitution or by state law or is arbitrary or unreasonable if:
  - (a) The action was filed with the court no later than 90 days after the adoption of the ordinance;
  - (b) The plaintiff requests suspension in the initial complaint or petition, citing this section; and
  - (c) The county has been served with a copy of the complaint or petition.
  - (2) When the plaintiff appeals a final judgment finding that an ordinance is valid and enforceable, the county may enforce the ordinance 45 days after the entry of the order unless the plaintiff obtains a stay of the lower court's order.
  - (3) The court shall give cases in which the enforcement of an ordinance is suspended under this section priority over other

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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 or upon favorably ruling on a party's motion for sanctions, must 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.
  - (5) This section does not apply to:
- (a) Ordinances required for compliance with federal or state law or regulation;
- (b) Ordinances relating to the issuance or refinancing of debt;
- (c) Ordinances relating to the adoption of budgets or budget amendments, including revenue sources necessary to fund the budget;
- (d) Ordinances required to implement a contract or an agreement, including, but not limited to, any federal, state, local, or private grant, or other financial assistance accepted

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578-02031-23 2023170c1 233 by a county government; 234 (e) Emergency ordinances; 235 (f) Ordinances relating to procurement; or 236 (g) Ordinances enacted to implement the following: 237 1. Part II of chapter 163, relating to growth policy, 238 county and municipal planning, and land development regulation, 239 including zoning, development orders, development agreements, 240 and development permits; 241 2. Sections 190.005 and 190.046; 242 3. Section 553.73, relating to the Florida Building Code; 243 or 244 4. Section 633.202, relating to the Florida Fire Prevention 245 Code. 246 (6) The court may award attorney fees and costs and damages as provided in s. 57.112. 247 248 Section 4. Present subsections (4) through (8) of section 249 166.041, Florida Statutes, are redesignated as subsections (5) 250 through (9), respectively, and a new subsection (4) is added to 251 that section, to read: 252 166.041 Procedures for adoption of ordinances and 253 resolutions.-254 (4) (a) Before the enactment of a proposed ordinance, the 255 governing body of a municipality shall prepare or cause to be 256 prepared a business impact estimate in accordance with this 257 subsection. The business impact estimate must be posted on the 258 municipality's website no later than the date the notice of

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proposed enactment is published pursuant to paragraph (3)(a) and

1. A summary of the proposed ordinance, including a

must include all of the following:

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262 <u>statement of the public purpose to be served by the proposed</u>
263 <u>ordinance, such as serving the public health, safety, morals,</u>
264 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:
- <u>a. An estimate of direct compliance costs that businesses</u> 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.
- $\underline{\mbox{3. A good faith estimate of the number of businesses likely}}$  to be impacted by the ordinance.
- 4. Any additional information the governing body determines may be useful.
- (b) This subsection may not be construed to require a municipality to procure an accountant or other financial consultant to prepare the business impact estimate required by this subsection.
  - (c) This subsection does not apply to:
- 1. Ordinances required for compliance with federal or state law or regulation;
- 2. Ordinances relating to the issuance or refinancing of debt;
- 3. Ordinances relating to the adoption of budgets or budget amendments, including revenue sources necessary to fund the

578-02031-23 2023170c1 291 budget; 292 4. Ordinances required to implement a contract or an 293 agreement, including, but not limited to, any federal, state, 294 local, or private grant, or other financial assistance accepted 295 by a municipal government; 296 5. Emergency ordinances; 297 6. Ordinances relating to procurement; or 298 7. Ordinances enacted to implement the following: 299 a. Part II of chapter 163, relating to growth policy, county and municipal planning, and land development regulation, 300 301 including zoning, development orders, development agreements, 302 and development permits; 303 b. Sections 190.005 and 190.046; 304 c. Section 553.73, relating to the Florida Building Code; 305 or 306 d. Section 633.202, relating to the Florida Fire Prevention 307 Code. 308 Section 5. Section 166.0411, Florida Statutes, is created 309 to read: 310 166.0411 Legal challenges to certain recently enacted 311 ordinances.-312 (1) A municipality must suspend enforcement of an ordinance that is the subject of an action challenging the ordinance's 313 314 validity on the grounds that it is expressly preempted by the 315 State Constitution or by state law or is arbitrary or 316 unreasonable if: 317 (a) The action was filed with the court no later than 90 318 days after the adoption of the ordinance;

(b) The plaintiff requests suspension in the initial

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complaint or petition, citing this section; and

(c) The municipality has been served with a copy of the complaint or petition.

- (2) When the plaintiff appeals a final judgment finding that an ordinance is valid and enforceable, the municipality may enforce the ordinance 45 days after the entry of the order unless the plaintiff obtains a stay of the lower court's order.
- (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 or upon favorably ruling on a party's motion for sanctions, must 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.
  - (5) This section does not apply to:
  - (a) Ordinances required for compliance with federal or

578-02031-23 2023170c1 349 state law or regulation; 350 (b) Ordinances relating to the issuance or refinancing of 351 debt; 352 (c) Ordinances relating to the adoption of budgets or 353 budget amendments, including revenue sources necessary to fund 354 the budget; 355 (d) Ordinances required to implement a contract or an agreement, including, but not limited to, any federal, state, 356 357 local, or private grant, or other financial assistance accepted 358 by a municipal government; 359 (e) Emergency ordinances; 360 (f) Ordinances relating to procurement; or 361 (g) Ordinances enacted to implement the following: 1. Part II of chapter 163, relating to growth policy, 362 363 county and municipal planning, and land development regulation, 364 including zoning, development orders, development agreements, 365 and development permits; 366 2. Sections 190.005 and 190.046; 367 3. Section 553.73, relating to the Florida Building Code; 368 or 369 4. Section 633.202, relating to the Florida Fire Prevention 370 Code. 371 (6) The court may award attorney fees and costs and damages 372 as provided in s. 57.112. 373 Section 6. Subsection (5) of section 163.2517, Florida 374 Statutes, is amended to read: 375 163.2517 Designation of urban infill and redevelopment 376 area.-

(5) After the preparation of an urban infill and

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redevelopment plan or designation of an existing plan, the local government shall adopt the plan by ordinance. Notice for the public hearing on the ordinance must be in the form established in s. 166.041(3)(c)2. for municipalities, and s. 125.66(5)(b)2. s. 125.66(4)(b)2. for counties.

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) Before 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.

400 166.041(3)(c)2.b. for a municipality.

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

- 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

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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 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 c., 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

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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 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

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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 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  $\underline{\text{must}}$   $\underline{\text{shall}}$  be in the form established in s. 125.66(5)(b)  $\underline{\text{s. }} 125.66(4)(b)$ .

- 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 <u>must shall</u> 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 <u>must</u> 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

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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 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 <u>must shall</u> cause to be published, at least once a week for 4 consecutive weeks, a notice meeting the standards of publication set forth in <u>s.</u>

125.66(5)(b)2. <u>s. 125.66(4)(b)2.</u> The notice <u>must shall</u> describe the property in question and the proposed noncemetery use and <u>must shall</u> 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;

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providing exceptions.-

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(2)(a) Nothing contained in the Beverage Law may 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 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 may 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

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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 July 1, 2001, an adult entertainment establishment that sells, rents, loans, distributes, transmits, shows, or exhibits any obscene material, as described in s. 847.0133, or presents live entertainment or a motion picture, slide, or other exhibit that, in whole or in part, depicts nudity, sexual conduct, sexual excitement, sexual battery, sexual bestiality, or sadomasochistic abuse and that is harmful to minors, as described in s. 847.001, may not be located within 2,500 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 under proceedings as provided 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, 2023.