	COMMITTEE/SUBCOMMITTEE ACTION
	ADOPTED (Y/N)
	ADOPTED AS AMENDED (Y/N)
	ADOPTED W/O OBJECTION (Y/N)
	FAILED TO ADOPT (Y/N)
	WITHDRAWN (Y/N)
	OTHER
1	Committee/Subcommittee hearing bill: Civil Justice Subcommittee
2	Representative Grant, J. offered the following:
3	
4	Amendment (with title amendment)
5	Between lines 344 and 345, insert:
6	Section 3. Subsections (2), (3), and (4), paragraph (b) of
7	subsection (5), paragraphs (a), (b), and (c) of subsection (6),
8	subsections (8), (10), (11), (12), and (13), paragraph (a) of
9	subsection (15), paragraph (a) of subsection (16), and
10	subsections (17), (18), (19), (20), (21), (24), (25), (26),
11	(28), and (30) of section 70.51, Florida Statutes, are amended
12	to read:
13	70.51 Land use and environmental dispute resolution.—
14	(2) As used in this section, the term:
15	(a) "Comprehensive plan amendment" means a governmental
16	action subject to s. 163.3181(4).

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(b) (a) "Development order" means any order, or notice of proposed state or regional governmental agency action, which is or will have the effect of granting, denying, or granting with conditions an application for a development permit, and includes the rezoning of a specific parcel. Actions by the state or a local government on comprehensive plan amendments are not development orders.

- (c) (b) "Development permit" means any building permit, zoning permit, subdivision approval, certification, special exception, variance, or any other similar action of local government, as well as any permit authorized to be issued under state law by state, regional, or local government which has the effect of authorizing the development of real property including, but not limited to, programs implementing chapters 125, 161, 163, 166, 187, 258, 372, 373, 378, 380, and 403.
- (d) "Enforcement action" means any civil or administrative action by a governmental entity intended to enforce any law, ordinance, regulation, rule, or policy related to the development or use of real property. The term includes, but is not limited to, any action taken under chapter 162, such as a notice of violation, order, or placement of a lien, or the service of a notice of violation or an order to correct a condition, or an equivalent action, by a state agency.
- $\underline{\text{(e)}}$ "Governmental entity" includes an agency of the state, a regional or a local government created by the State

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Constitution or by general or special act, any county or municipality, or any other entity that independently exercises governmental authority. The term does not include the United States or any of its agencies.

- $\underline{\text{(f)}}$ "Land" or "real property" means land and includes any appurtenances and improvements to the land, including any other relevant real property in which the owner had a relevant interest.
- (g) (d) "Owner" means a person with a legal or equitable interest in real property who filed an application for a development permit for the property at the state, regional, or local level and who received a development order, who filed a comprehensive plan amendment, or who holds legal title to or who has a legal or equitable interest in real property that is subject, or is otherwise a person subject to, to an enforcement action of a governmental entity.
- (h) (e) "Proposed Use of the property" means the proposal filed by the owner to develop his or her real property or the actual use of the property giving rise to an enforcement action.
- <u>(i) (e)</u> "Special magistrate" means a person selected by the parties to perform the duties prescribed in this section. The special magistrate must be a resident of the state and possess experience and expertise in mediation and at least one of the following disciplines and a working familiarity with the others: land use and environmental permitting, land planning, land

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economics, local and state government organization and powers, and the law governing the same. A special magistrate is not required to be a certified mediator.

- (3) Any owner who believes that a development order, either separately or in conjunction with other development orders, a comprehensive plan amendment, or an enforcement action of a governmental entity, is unreasonable or unfairly burdens the use of the owner's real property, may apply within 30 days after receipt of the order or notice of the governmental action for relief under this section.
- (4) To initiate a proceeding under this section, an owner must file a request for relief with the elected or appointed head of the governmental entity that issued the development order or orders, denied the comprehensive plan amendment, or that initiated the enforcement action. Filing may be by electronic mail to the official email address of the head of the governmental entity, by hand delivery to such person, or by United States mail to such person at his or her official address. Formal service of process is not required for such filing. The process shall be considered initiated as of the date the petition is filed with the head of the governmental entity pursuant to this subsection. The head of the governmental entity may not charge the owner for the request for relief and must forward the request for relief to the special magistrate who is

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mutually agreed upon by the owner and the governmental entity within 10 days after receipt of the request.

- (5) The governmental entity with whom a request has been filed shall also serve a copy of the request for relief by United States mail or by hand delivery to:
- (b) Any substantially affected party who submitted oral or written testimony, sworn or unsworn, of a substantive nature which stated with particularity objections to or support for any development order, comprehensive plan amendment, at issue or enforcement action at issue. Notice under this paragraph is required only if that party indicated a desire to receive notice of any subsequent special magistrate proceedings occurring on the development order, comprehensive plan amendment, or enforcement action. Each governmental entity must maintain in its files relating to each particular development order, comprehensive plan amendment, or enforcement action orders a mailing list of persons who have presented oral or written testimony and who have requested notice.
 - (6) The request for relief must contain:
- (a) A brief statement of the owner's proposed use of the property.
- (b) A summary of the development order or comprehensive plan amendment or a description of the enforcement action. A copy of the development order or comprehensive plan amendment or

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the documentation of an enforcement action at issue must be attached to the request.

- (c) A brief statement of the impact of the development order, denial of the comprehensive plan amendment, or enforcement action on the ability of the owner to achieve the proposed use of the property.
- determine whether a request for relief is complete and was timely filed and may conduct a hearing on whether the request for relief should be dismissed for failing to include the information required in subsection (6). If the special magistrate dismisses the case, the special magistrate shall allow the owner to amend the request and refile. Failure to file an adequate amended request within the time specified shall result in a dismissal with prejudice as to this proceeding. A property owner who is successful in a suit to require a governmental entity to participate in a proceeding under this section shall be awarded attorney fees and costs.
- (10) (a) Before initiating a special magistrate proceeding to review a local development order, comprehensive plan amendment, or local enforcement action, the owner must exhaust all nonjudicial local government administrative appeals if the appeals take no longer than 4 months. Once nonjudicial local administrative appeals are exhausted and the development order, comprehensive plan amendment, or enforcement action is final, or

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within 4 months after issuance of the development order, denial of the comprehensive plan amendment, or notice of the enforcement action if the owner has pursued local administrative appeals even if the appeals have not been concluded, the owner may initiate a proceeding under this section. Initiation of a proceeding tolls the rendition or effectiveness of the development order, denial of the comprehensive plan amendment, time for seeking judicial review of a local government development order or enforcement action until the special magistrate's recommendation is acted upon by the local government. Election by the owner to file for judicial review of a local government development order, comprehensive plan amendment, or enforcement action before prior to initiating a proceeding under this section waives any right to a special magistrate proceeding.

development order, comprehensive plan amendment, or enforcement action issued by a state or regional agency, the time for challenging agency action under ss. 120.569 and 120.57 is tolled until the agency acts upon the recommendation of the special magistrate or the proceeding is terminated by the owner. If an owner chooses to bring a proceeding under ss. 120.569 and 120.57 before initiating a special magistrate proceeding, then the owner waives any right to a special magistrate proceeding unless all parties consent to proceeding to mediation.

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- (11) The initial party to the proceeding is the governmental entity that issues the development order or comprehensive plan amendment to the owner or that is taking the enforcement action. In those instances when the development order, comprehensive plan amendment, or enforcement action is the culmination of a process involving more than one governmental entity or when a complete resolution of all relevant issues would require the active participation of more than one governmental entity, the special magistrate may, upon application of a party, join those governmental entities as parties to the proceeding if it will assist in effecting the purposes of this section, and those governmental entities so joined shall actively participate in the procedure.
- under subsection (5) receipt of the request for relief, any owner of land contiguous to the owner's property and any substantially affected person who submitted oral or written testimony, sworn or unsworn, of a substantive nature which stated with particularity objections to or support for the development order, comprehensive plan amendment, or enforcement action at issue may make a written request to participate in the hearing by transmitting such request to the official who signed the notice proceeding. Those persons may be permitted to participate in the hearing but shall not be granted party or intervenor status. The participation of such persons is limited

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to addressing issues raised regarding alternatives, variances, and other types of adjustment to the development order, comprehensive plan amendment, or enforcement action which may impact their substantial interests, including denial of the development order or comprehensive plan amendment or application of an enforcement action.

- (13) Each party must make efforts to assure that those persons qualified by training or experience necessary to address issues raised by the request or by the special magistrate and further qualified to address alternatives, variances, and other types of modifications to the development order, comprehensive plan amendment, or enforcement action are present at the hearing.
- (15) (a) The special magistrate shall hold a hearing within $\underline{60}$ $\underline{45}$ days after his or her receipt of the request for relief unless a different date is agreed to by all the parties. The hearing must be held in the county in which the property is located.
- magistrate is selected, or 21 days after the date on which the petition is served Fifteen days following the filing of a request for relief, whichever is earlier, the governmental entity that issued the development order or comprehensive plan amendment or that is taking the enforcement action shall file a response to the request for relief with the special magistrate 512513 h0519-line344.docx

together with a copy to the owner. The response must set forth in reasonable detail the position of the governmental entity regarding the matters alleged by the owner. The response must include a brief statement explaining the public purpose of the regulations on which the development order, comprehensive plan amendment, or enforcement action is based.

- open to the public and does not require the use of an attorney. The hearing must operate at the direction and under the supervision of the special magistrate. The object of the hearing is to focus attention on the impact of the governmental action giving rise to the request for relief and to explore alternatives to the development order, comprehensive plan amendment, or enforcement action and other regulatory efforts by the governmental entities in order to recommend relief, when appropriate, to the owner.
- (a) The first responsibility of the special magistrate is to facilitate a resolution of the conflict between the owner and governmental entities to the end that some modification of the owner's proposed use of the property or adjustment in the development order, comprehensive plan amendment, or enforcement action or regulatory efforts by one or more of the governmental parties may be reached. Accordingly, the special magistrate shall act as a facilitator or mediator between the parties in an effort to effect a mutually acceptable solution. The parties

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shall be represented at the mediation by persons with authority to bind their respective parties to a solution, or by persons with authority to recommend a solution directly to the persons with authority to bind their respective parties to a solution. The mediation shall be conducted according to ss. 44.401-44.406.

- (b) If an acceptable solution is not reached by the parties after the special magistrate's attempt at mediation, the special magistrate shall consider the facts and circumstances set forth in the request for relief and any responses and any other information produced at the hearing in order to determine whether the action by the governmental entity or entities is unreasonable or unfairly burdens the real property.
- (c) In conducting the hearing, the special magistrate may hear from all parties and witnesses that are necessary to an understanding of the matter. The special magistrate shall weigh all information offered at the hearing.
- whether the development order, comprehensive plan amendment, or enforcement action, or the development order, comprehensive plan amendment, or enforcement action in conjunction with regulatory efforts of other governmental parties, is unreasonable or unfairly burdens use of the property may include, but are not limited to:
- (a) The history of the real property, including when it was purchased, how much was purchased, where it is located, the 512513 h0519-line344.docx

nature of the title, the composition of the property, and how it was initially used.

- (b) The history or development and use of the real property, including what was developed on the property and by whom, if it was subdivided and how and to whom it was sold, whether plats were filed or recorded, and whether infrastructure and other public services or improvements may have been dedicated to the public.
- (c) The history of environmental protection and land use controls and other regulations, including how and when the land was classified, how use was proscribed, and what changes in classifications occurred.
- (d) The present nature and extent of the real property, including its natural and altered characteristics.
- (e) The reasonable expectations of the owner at the time of acquisition, or immediately <u>before</u> prior to the implementation of the regulation at issue, whichever is later, under the regulations then in effect and under common law.
- (f) The public purpose sought to be achieved by the development order, comprehensive plan amendment, or enforcement action, including the nature and magnitude of the problem addressed by the underlying regulations on which the development order, comprehensive plan amendment, or enforcement action is based; whether the development order, comprehensive plan amendment, or enforcement action is necessary to the achievement

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of the public purpose; and whether there are alternative
development orders, comprehensive plan amendments, or
enforcement action conditions that would achieve the public
purpose and allow for reduced restrictions on the use of the
property.

- (g) Uses authorized for and restrictions placed on similar property.
- (h) Whether the governmental entity attempted to resolve the dispute in good faith, including, but not limited to, adhering to the deadlines provided in this section.
- (i) (h) Any other information determined relevant by the special magistrate.
- (19) Within 14 days after the conclusion of the hearing, or when the parties propose a settlement agreement for entry by the special magistrate pursuant to subsection (22), the special magistrate shall prepare and file with all parties a written recommendation.
- (a) If the special magistrate finds <u>and concludes</u> that the development order at issue, or the development order, <u>comprehensive plan amendment</u>, or enforcement action in combination with the actions or regulations of other governmental entities, is not unreasonable or does not unfairly burden the use of the owner's property, the special magistrate must recommend that the development order, <u>comprehensive plan amendment</u>, or enforcement action remain undisturbed and the

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proceeding shall end, subject to the owner's retention of all other available remedies.

- (b) If the special magistrate finds <u>and concludes</u> that the development order, <u>comprehensive plan amendment</u>, or enforcement action, or the development order, <u>comprehensive plan amendment</u>, or enforcement action in combination with the actions or regulations of other governmental entities, is unreasonable or unfairly burdens use of the owner's property, the special magistrate, with the owner's consent to proceed, may recommend one or more alternatives that protect the public interest served by the development order, <u>comprehensive plan amendment</u>, or enforcement action and regulations at issue but allow for reduced restraints on the use of the owner's real property, including, but not limited to:
- 1. An adjustment of land development or permit standards or other provisions controlling the development or use of land.
- 2. Increases or modifications in the density, intensity, or use of areas of development.
 - 3. The transfer of development rights.
 - 4. Land swaps or exchanges.
- 5. Mitigation, including payments in lieu of onsite mitigation.
- 337 6. Location on the least sensitive portion of the property.

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- 7. Conditioning the amount of development or use permitted.
 - 8. A requirement that issues be addressed on a more comprehensive basis than a single proposed use or development.
 - 9. Rehearing or reconsideration and issuance of the development order, comprehensive plan amendment, or enforcement action with or without modifications or additional stipulations, or a variance, special exception, or other extraordinary relief, including withdrawal of the enforcement action.
 - 10. Purchase of the real property, or an interest therein, by an appropriate governmental entity.
 - at any time before the special magistrate enters a recommendation, which agreement may remain subject to approval by the governmental entity, the parties may request that the special magistrate transmit the settlement agreement to the governmental entity as the special magistrate's findings and recommendation for consideration and approval by the governmental entity, and the special magistrate need not include the findings or conclusions set forth in paragraph (a) or paragraph (b) This subsection does not prohibit the owner and governmental entity from entering into an agreement as to the permissible use of the property prior to the special magistrate entering a recommendation. An agreement for a permissible use must be incorporated in the special magistrate's recommendation.

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(d) This section provides legislative authority for the
governmental entity or tribunal to rehear and reconsider its
prior action on a development order, comprehensive plan
amendment, or enforcement action pursuant to, and in
consideration of, a special magistrate's recommendation
regardless of whether existing statutes, rules, ordinances, or
regulations provide for such a procedure. Any such rehearing or
reconsideration shall be at a public hearing noticed and
otherwise conducted in the same manner as the original hearing.
The tribunal shall treat the special magistrate's findings, or a
settlement agreement, as evidence for modification of its prior
development order, comprehensive plan amendment, or enforcement
action, and shall provide an opportunity for any person who
participated in the original hearing or the special magistrate's
proceeding to provide additional evidence and testimony. The
tribunal's action on the special magistrate's recommendation
shall then become the final order on the development order,
comprehensive plan amendment, or enforcement action.
(20) The special magistrate's recommendation and findings

- (20) The special magistrate's recommendation and findings are is a public record under chapter 119. However, actions or statements of all participants to the special magistrate mediation proceeding are evidence of an offer to compromise and inadmissible in any proceeding, judicial or administrative.
- (21) Within 45 days after receipt of the special magistrate's recommendation, the governmental entity responsible

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for the development order, comprehensive plan amendment, or enforcement action and other governmental entities participating in the proceeding must consult among themselves and each governmental entity must:

- Accept or modify the recommendation of the special magistrate, including any proposed settlement agreement, as submitted and proceed to implement it by development agreement, when appropriate, by rehearing or reconsidering the development order or enforcement action, or by other method, in the ordinary course and consistent with the rules and procedures of that governmental entity. However, the decision of the governmental entity to accept the recommendation of the special magistrate with respect to rehearing or reconsidering the prior development order or enforcement action or granting a modification, variance, or special exception to the application of statutes, rules, regulations, or ordinances as they would otherwise apply to the subject property does not require an owner to duplicate previous processes in which the owner has participated in order to effectuate the granting of the modification, variance, or special exception;
- (b) Modify the recommendation as submitted by the special magistrate and proceed to implement it by development agreement, when appropriate, or by other method, in the ordinary course and consistent with the rules and procedures of that governmental entity; or

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- (b) (c) Reject the recommendation as submitted by the special magistrate. Failure to act within 45 days is a rejection unless the period is extended by agreement of the owner and issuer of the development order, comprehensive plan amendment, or enforcement action.
- (24) The procedure created by this section is not itself, nor does it create, a judicial cause of action. Once the governmental entity acts on the special magistrate's recommendation, the owner may <u>pursue whatever administrative or judicial remedies are applicable elect to file suit in a court of competent jurisdiction</u>. Invoking the procedures of this section is not a condition precedent to filing a civil action.
- (25) Regardless of the action the governmental entity takes on the special magistrate's <u>findings and</u> recommendation, a recommendation that the development order, <u>comprehensive plan</u> <u>amendment</u>, or enforcement action, or the development order, <u>comprehensive plan amendment</u>, or enforcement action in combination with other governmental regulatory actions, is unreasonable or unfairly burdens use of the owner's real property may serve as an indication of sufficient hardship to support <u>waivers of or</u> modification, variances, or special exceptions to the application of statutes, rules, regulations, or ordinances to the subject property, <u>whether as a part of the implementation of the recommendation</u>, in a <u>subsequent</u> application, or in an administrative or judicial challenge to

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the action of the governmental entity. However, the special magistrate's findings and recommendations are not preclusive to any issue or defense in any subsequent administrative or judicial proceeding.

- (26) A special magistrate's <u>findings and</u> recommendation under this section constitutes data in support of, and a support document for, a comprehensive plan or comprehensive plan amendment, but is not, in and of itself, dispositive of a determination of compliance with chapter 163.
- guidelines to govern the conduct of proceedings authorized by this section, which must include, but are not limited to, payment of special magistrate fees and expenses, including the costs of providing notice and effecting service of the request for relief under this section, which shall be borne equally by the governmental entities and the owner. Such guidelines may not modify the requirements and relief provided by this section in any way.
- regardless of whether the parties are engaged in pending
 litigation presently before a court or administrative agency, a
 governmental entity may conduct meetings following the
 procedures in s. 286.011(8) at any time after the governmental
 entity responds in writing to a request for relief to discuss
 settlement strategies, but shall not take action on a proposed

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464	settlement agreement except at a noticed public meeting This
465	section applies only to development orders issued, modified, or
466	amended, or to enforcement actions issued, on or after October
467	1, 1995 .
468	Section 4. Subsection (4) of section 163.3181, Florida
469	Statutes, is amended to read:
470	163.3181 Public participation in the comprehensive
471	planning process; intent; alternative dispute resolution
472	(4) If a local government denies an owner's request for an
473	amendment to the comprehensive plan which is applicable to the
474	property of the owner, the owner may initiate a dispute
475	resolution proceeding under s. 70.51 the local government must
476	afford an opportunity to the owner for informal mediation or
477	other alternative dispute resolution. The costs of the mediation
478	or other alternative dispute resolution shall be borne equally
479	by the local government and the owner. If the owner requests
480	mediation, the time for bringing a judicial action is tolled
481	until the completion of the mediation or 120 days, whichever is
482	earlier.
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485	TITLE AMENDMENT
486	Remove line 17 and insert:
487	declare prohibited exactions invalid; amending s. 70.51,
488	F.S.; providing and revising definitions; providing for

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resolution of disputes concerning comprehensive plan amendments under the Florida Land Use and Environmental Dispute Resolution Act; revising requirements for initiating a proceeding under the act; providing for an award of attorney fees and costs to property owners who successfully bring actions to compel a governmental entity to participate in certain proceedings; revising provisions concerning tolling of certain administrative proceedings; revising the time periods for a governmental entity to respond to a request for relief; requiring mediations to be conducted according to specified provisions; requiring the governmental entity's conduct in dispute resolution to be considered in determining whether regulatory efforts were unreasonable or unfairly burdened use of the property; revising the deadline for a magistrate to prepare and file a written recommendation; revising provisions concerning settlement agreements; specifying that a governmental entity has authority to rehear and reconsider certain actions pursuant to a special magistrate's recommendation; providing requirements for such rehearing and reconsideration; revising provisions concerning other remedies that may be pursued by a property owner; providing requirements for guidelines adopted by governmental entities for dispute resolution proceedings; specifying that certain settlement discussions are confidential;

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COMMITTEE/SUBCOMMITTEE AMENDMENT Bill No. HB 519 (2020)

Amendment No.

514	requiring that actions on proposed settlements be taken at
515	open meetings; deleting obsolete language; amending s.
516	163.3181, F.S.; conforming provisions to changes made by
517	the act; amending s.

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