${\bf By}$  the Committee on Comprehensive Planning, Local and Military Affairs; and Senator Rossin

316-2100-99

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A bill to be entitled An act relating to special districts; amending s. 189.4031, F.S.; providing that community development districts established pursuant to ch. 190, F.S., shall be deemed in compliance with certain charter requirements; amending s. 189.405, F.S.; requiring newly elected or appointed special district board members to complete an educational course conducted by the Florida Association of Special Districts and providing requirements with respect thereto; providing requirements with respect to fees; amending s. 189.412, F.S.; providing that the Special District Information Program may assist with the association's annual conference; amending s. 190.004, F.S.; specifying requirements for the charter of a community development district; amending s. 190.005, F.S.; providing requirements for the petition to reestablish an existing special district as a community development district; revising language with respect to establishment of such districts; amending ss. 190.006 and 190.011, F.S.; revising requirements relating to the date of the election for the board of supervisors of such districts; revising requirements relating to the location of the office of such a district; authorizing the holding of meetings at such office for certain districts; amending s. 190.009, F.S.; revising requirements relating to provision of the

1 disclosure of public financing by such 2 districts to prospective purchasers of real 3 property; amending s. 190.012, F.S.; revising and expanding the powers of such districts; 4 5 amending s. 190.021, F.S.; specifying the 6 status of special assessments imposed by such 7 districts; specifying that such assessments constitute a lien against the property; 8 9 providing for collection thereof; amending s. 10 190.022, F.S.; revising requirements relating 11 to special assessments for construction, acquisition, or maintenance of district 12 facilities; amending s. 190.033, F.S.; revising 13 bid requirements for the purchase of goods and 14 the construction or improvement of public works 15 and for contracts for maintenance services; 16 17 amending s. 190.046, F.S.; revising requirements relating to consent to a change in 18 19 the boundaries of such districts and 20 limitations on such boundary changes; providing that approval of a proposed merger of community 21 development districts by an elected board of 22 supervisors constitutes approval by the 23 24 landowners of the district; amending s. 25 190.048, F.S.; revising requirements relating to the required disclosure to purchasers of 26 27 real estate within a district; creating s. 28 190.0485, F.S.; requiring such districts to 29 record a notice of establishment; providing for 30 application to existing districts; amending s. 31 190.049, F.S.; providing an exception to the

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           prohibition against special laws or general
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           laws of local application creating an
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           independent special district having two or more
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           of a community development district's special
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           powers enumerated in s. 190.012, F.S.;
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           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. Subsection (2) of section 189.4031, Florida
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    Statutes, is amended to read:
           189.4031 Special districts; creation, dissolution, and
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    reporting requirements; charter requirements. --
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           (2) Notwithstanding any general law, special act, or
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    ordinance of a local government to the contrary, any
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    independent special district charter enacted after the
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    effective date of this section shall contain the information
    required by s. 189.404(3). Recognizing that the exclusive
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    charter for a community development district is the statutory
    charter contained in ss. 190.006 through 190.041, community
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    development districts established after July 1, 1980, pursuant
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    to the provisions of chapter 190 shall be deemed in compliance
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    with this requirement.
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           Section 2. Subsections (5) and (6) of section 189.405,
   Florida Statutes, 1998 Supplement, are renumbered as
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    subsections (6) and (7), respectively, and a new subsection
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    (5) is added to said section to read:
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           189.405 Elections; general requirements and
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   procedures. --
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          (5)(a) Beginning August 1, 2000, all newly elected or
   appointed members of district boards, as identified by the
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Division of Elections of the Department of State, shall
    complete, at a minimum, 6 hours of elected officials'
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    education courses within the first calendar year of election
    or appointment. The department shall assist the Florida
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    Association of Special Districts, or its successor, in
    conducting the education program at its annual conference.
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    This education program, in conjunction with the annual
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    conference, shall include, but is not limited to, courses on
    the code of ethics for public officers and employees, public
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    meetings and public records requirements, public finance, and
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    parliamentary procedure. Course content may be offered by
    means of the following: videotapes, live seminars, workshops,
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    conferences, teleconferences, computer-based training,
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    multimedia presentations, or other available instructional
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    methods. Members unable to attend the conference may fulfill
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    this requirement by viewing a videotape of the course or
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    accessing the course through some other medium. Content of the
    course and the media employed shall be decided by the Florida
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    Association of Special Districts, or its successor. It shall
    be the responsibility of each member to demonstrate compliance
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    with this education requirement by filing with the district
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    clerk or secretary a course completion statement, signed by
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    the course provider, within 30 days of completing the
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    education program. Any member who fails to show compliance
    within the first calendar year of election or appointment
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    shall not be entitled to vote on district matters until the
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    requirement is satisfied.
          (b)1. Fees, if any, paid by participants at the annual
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    conference shall include any costs associated with the
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    education program.
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program.

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- 2. An individual district board, at its discretion, may bear the costs associated with educating its members. Board members of districts which have qualified for a zero annual fee for the most recent invoicing period pursuant to s. 189.427 shall not be required to pay a fee for the education
- This subsection does not apply to special district (C) governing board members who are also elected governing board members of local general-purpose governments, members of the judiciary, or nonvoting appointees.
- Section 3. Subsection (7) of section 189.412, Florida Statutes, is amended to read:
- 189.412 Special District Information Program; duties and responsibilities .-- The Special District Information Program of the Department of Community Affairs is created and has the following special duties:
- (7) The provision of assistance related to and appropriate in the performance of requirements specified in this chapter, including assisting with an annual conference sponsored by the Florida Association of Special Districts or its successor.
- Section 4. Subsection (3) of section 190.004, Florida Statutes, is amended, and subsection (4) is added to said section, to read:
  - 190.004 Preemption; sole authority.--
- (3) The establishment <del>creation</del> of an independent community development district as provided in this act is not a development order within the meaning of chapter 380. All governmental planning, environmental, and land development laws, regulations, and ordinances apply to all development of 31 the land within a community development district. Community

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development districts do not have the power of a local government to adopt a comprehensive plan, building code, or land development code, as those terms are defined in the Local Government Comprehensive Planning and Land Development Regulation Act. A district shall take no action which is inconsistent with applicable comprehensive plans, ordinances, or regulations of the applicable local general-purpose government.

(4) The exclusive charter for a community development district shall be the uniform community development district charter as set forth in ss. 190.006 through 190.041, including the special powers provided by s. 190.012.

Section 5. Paragraph (e) of subsection (1) and subsection (3) of section 190.005, Florida Statutes, 1998 Supplement, are amended to read:

190.005 Establishment of district.--

- (1) The exclusive and uniform method for the establishment of a community development district with a size of 1,000 acres or more shall be pursuant to a rule, adopted under chapter 120 by the Florida Land and Water Adjudicatory Commission, granting a petition for the establishment of a community development district.
- (e) The Florida Land and Water Adjudicatory Commission shall consider the entire record of the local hearing, the transcript of the hearing, resolutions adopted by local general-purpose governments as provided in paragraph (c), and the following factors and make a determination to grant or deny a petition for the establishment of a community development district:
- 1. Whether all statements contained within the 31 petition have been found to be true and correct.

- 2. Whether the <u>establishment</u> <u>creation</u> of the district is inconsistent with any applicable element or portion of the state comprehensive plan or of the effective local government comprehensive plan.
- 3. Whether the area of land within the proposed district is of sufficient size, is sufficiently compact, and is sufficiently contiguous to be developable as one functional interrelated community.
- 4. Whether the district is the best alternative available for delivering community development services and facilities to the area that will be served by the district.
- 5. Whether the community development services and facilities of the district will be incompatible with the capacity and uses of existing local and regional community development services and facilities.
- 6. Whether the area that will be served by the district is amenable to separate special-district government.
- district, created to provide one or more of the public improvements and community facilities authorized by this act, may petition, pursuant to this act, for reestablishment of the existing district as a community development district pursuant to this act. The petition shall contain the information specified in subparagraphs (1)(a)1., 3., 4., 5., 6., and 7. and shall not require payment of a fee pursuant to paragraph (1)(b). In such case, the new district so formed shall assume the existing obligations, indebtedness, and guarantees of indebtedness of the district so subsumed, and the existing district shall be terminated.

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30 31 Section 6. Paragraph (b) of subsection (2) and subsection (7) of section 190.006, Florida Statutes, are amended to read:

190.006 Board of supervisors; members and meetings.—
(2)(a) Within 90 days following the effective date of the rule or ordinance establishing the district, there shall be held a meeting of the landowners of the district for the purpose of electing five supervisors for the district. Notice of the landowners' meeting shall be published once a week for 2 consecutive weeks in a newspaper which is in general circulation in the area of the district, the last day of such publication to be not fewer than 14 days or more than 28 days before the date of the election. The landowners, when assembled at such meeting, shall organize by electing a chair who shall conduct the meeting.

(b) At such meeting, each landowner shall be entitled to cast one vote per acre of land owned by him or her and located within the district for each person to be elected. landowner may vote in person or by proxy in writing. A fraction of an acre shall be treated as 1 acre, entitling the landowner to one vote with respect thereto. The two candidates receiving the highest number of votes shall be elected for a period of 4 years, and the three candidates receiving the next largest number of votes shall be elected for a period of 2 years. The members of the first board elected by landowners shall serve their respective 4-year or 2-year terms; however, the next election by landowners shall be held on the first Tuesday in November. Thereafter, there shall be an election of supervisors for the district every 2 years on the first Tuesday in November on a date established by the board and noticed pursuant to paragraph (a). The two

candidates receiving the highest number of votes shall be elected to serve for a 4-year period, and the remaining candidate elected shall serve for a 2-year period.

entitled "Record of Proceedings of ...(name of district)...

Community Development District," in which shall be recorded minutes of all meetings, resolutions, proceedings, certificates, bonds given by all employees, and any and all corporate acts. The record book shall at reasonable times be opened to inspection in the same manner as state, county, and municipal records pursuant to chapter 119. The record book shall be kept at the office or other regular place of business maintained by the board in the county or municipality in which the district is located or within the boundaries of a development of regional impact or Florida Quality Development, or combination of a development of regional impact and Florida Quality Development, which includes the district.

Section 7. Subsection (1) of section 190.009, Florida Statutes, is amended to read:

190.009 Disclosure of public financing.--

(1) The district shall take affirmative steps to provide for the full disclosure of information relating to the public financing and maintenance of improvements to real property undertaken by the district. Such information shall be made available to all existing residents, and to all prospective residents, of the district. The district shall furnish each developer of a residential development within the district with sufficient copies of that information to provide each prospective <u>initial</u> purchaser of property in that development with a copy, and any developer of a residential development within the district, when required by law to

 provide a public offering statement, shall include a copy of such information relating to the public financing and maintenance of improvements in the public offering statement.

Section 8. Subsection (6) of section 190.011, Florida Statutes, is amended to read:

190.011 General powers.--The district shall have, and the board may exercise, the following powers:

it may designate within a county in which the district is located or within the boundaries of a development of regional impact or a Florida Quality Development, or a combination of a development of regional impact and a Florida Quality Development, which includes the district, which office must be reasonably accessible to the landowners. Meetings pursuant to s. 189.417(3) of a district within the boundaries of a development of regional impact or Florida Quality Development, or a combination of a development of regional impact and a Florida Quality Development, may be held at such office.

Section 9. Subsection (1) of section 190.012, Florida Statutes, is amended to read:

190.012 Special powers; public improvements and community facilities.—The district shall have, and the board may exercise, subject to the regulatory jurisdiction and permitting authority of all applicable governmental bodies, agencies, and special districts having authority with respect to any area included therein, any or all of the following special powers relating to public improvements and community facilities authorized by this act:

(1) To finance, fund, plan, establish, acquire, construct or reconstruct, enlarge or extend, equip, operate,

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and maintain systems, and facilities, and basic infrastructures for the following basic infrastructures:

- (a) Water management and control for the lands within the district and to connect some or any of such facilities with roads and bridges.
- (b) Water supply, sewer, and wastewater management, reclamation, and reuse or any combination thereof, and to construct and operate connecting intercepting or outlet sewers and sewer mains and pipes and water mains, conduits, or pipelines in, along, and under any street, alley, highway, or other public place or ways, and to dispose of any effluent, residue, or other byproducts of such system or sewer system.
- (c) Bridges or culverts that may be needed across any drain, ditch, canal, floodway, holding basin, excavation, public highway, tract, grade, fill, or cut and roadways over levees and embankments, and to construct any and all of such works and improvements across, through, or over any public right-of-way, highway, grade, fill, or cut.
- (d)1. District roads equal to or exceeding the specifications of the county in which such district roads are located, and street lights.
- Buses, trolleys, transit shelters, ridesharing facilities and services, parking improvements, and related signage.
- (e) Conservation areas, mitigation areas, and wildlife habitat, including the maintenance of any plant or animal species, and any related interest in real or personal property.
- (f)<del>(e)</del> Any other project within or without the boundaries of a district when a local government issued a 31 development order pursuant to s. 380.06 or s. 380.061

 approving or expressly requiring the construction or funding of the project by the district, or when the project is the subject of an agreement between the district and a governmental entity and is consistent with the local government comprehensive plan of the local government within which the project is to be located.

Section 10. Subsections (8) and (9) are added to section 190.021, Florida Statutes, to read:

190.021 Taxes; non-ad valorem assessments.--

- (8) STATUS OF ASSESSMENTS.--Benefit special assessments, maintenance special assessments, and special assessments are non-ad valorem assessments as defined by s. 197.3632.
- (9) ASSESSMENTS CONSTITUTE LIENS; COLLECTION.--Benefit special assessments and maintenance special assessments authorized by this section, and special assessments authorized by s. 190.022, shall constitute a lien on the property against which assessed from the date of imposition thereof until paid, co-equal with the lien of state, county, municipal, and school board taxes. These non-ad valorem assessments may be collected, at the district's discretion, by the tax collector pursuant to the provisions of s. 197.363 or s. 197.3632, or in accordance with other collection measures provided by law.

Section 11. Section 190.022, Florida Statutes, is amended to read:

190.022 Special assessments.--

(1) The board may levy special assessments for the construction, reconstruction, acquisition, or maintenance of district facilities authorized under this chapter using the procedures for levy and collection provided in chapter 170  $\underline{\text{or}}$   $\underline{\text{chapter 197}}$ .

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(2) Notwithstanding the provisions of s. 170.09, district assessments may be made payable in no more than 30 20 yearly installments.

Section 12. Subsections (1) and (3) of section 190.033, Florida Statutes, are amended to read:

190.033 Bids required.--

- (1) No contract shall be let by the board for the construction of any project authorized by this act, nor shall any goods, supplies, or materials to be purchased, when the amount thereof to be paid by the district shall exceed the amount provided in s. 287.017 for category four \$10,000, unless notice of bids shall be advertised once in a newspaper in general circulation in the county and in the district. Any board seeking to construct or improve a public building, structure, or other public works shall comply with the bidding procedures of s. 255.20 and other applicable general law. In each case, the bid of the lowest responsive and responsible bidder shall be accepted unless all bids are rejected because the bids are too high, or the board determines it is in the best interests of the district to reject all bids. The board may require the bidders to furnish bond with a responsible surety to be approved by the board. Nothing in this section shall prevent the board from undertaking and performing the construction, operation, and maintenance of any project or facility authorized by this act by the employment of labor, material, and machinery.
- (3) Contracts for maintenance services for any district facility or project shall be subject to competitive bidding requirements when the amount thereof to be paid by the district exceeds the amount provided in s.  $287.017\frac{(1)}{(1)}$  and (2)31 | for category four two. The district shall adopt rules,

policies, or procedures establishing competitive bidding procedures for maintenance services. Contracts for other services shall not be subject to competitive bidding unless the district adopts a rule, policy, or procedure applying competitive bidding procedures to said contracts.

Section 13. Paragraphs (e) and (f) of subsection (1) and subsection (3) of section 190.046, Florida Statutes, are amended to read:

190.046 Termination, contraction, or expansion of district.--

- (1) The board may petition to contract or expand the boundaries of a community development district in the following manner:
- (e) In all cases, written consent of all the landowners whose land is to be added to or deleted from the district shall be required. The filing of the petition for expansion or contraction by the district board of supervisors shall constitute consent of the landowners within the district other than of landowners whose land is proposed to be added to or removed from the district.
- (f)1. During the existence of <u>a</u> the district <u>initially</u> established by administrative rule, petitions to amend the boundaries of the district pursuant to paragraphs (a)-(e) shall be limited to a cumulative total of no more than 10 percent of the land in the initial district, and in no event shall all such petitions to amend the boundaries ever encompass more than a total of 250 acres.
- 2. For districts initially established by county or municipal ordinance, the limitation provided by this paragraph shall be a cumulative total of no more than 50 percent of the land in the initial district, and in no event shall all such

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petitions to amend the boundaries ever encompass more than a total of 500 acres.

- 3. Boundary expansions for districts initially established by county or municipal ordinance shall follow the procedure set forth in paragraph (b) or paragraph (c).
- (3) The district may merge with other community development districts upon filing a petition for establishment of a community development district pursuant to s. 190.005 or may merge with any other special districts upon filing a petition for establishment of a community development district pursuant to s. 190.005. The government formed by a merger involving a community development district pursuant to this section shall assume all indebtedness of, and receive title to, all property owned by the preexisting special districts. Prior to filing said petition, the districts desiring to merge shall enter into a merger agreement and shall provide for the proper allocation of the indebtedness so assumed and the manner in which said debt shall be retired. The approval of the merger agreement by the board of supervisors elected by the electors of the district shall constitute consent of the landowners within the district.

Section 14. Section 190.048, Florida Statutes, is amended to read:

190.048 Sale of real estate within a district; required disclosure to purchaser. -- Subsequent to the establishment creation of a district under this chapter, each contract for the initial sale of a parcel of real property and each contract for the initial sale of a residential unit estate within the district shall include, immediately prior to the space reserved in the contract for the signature of the 31 purchaser, the following disclosure statement in boldfaced and

conspicuous type which is larger than the type in the 2 remaining text of the contract: "THE ... (Name of 3 District)...COMMUNITY DEVELOPMENT DISTRICT MAY IMPOSE AND LEVY IMPOSES TAXES OR ASSESSMENTS, OR BOTH TAXES AND ASSESSMENTS, 4 5 ON THIS PROPERTY THROUGH A SPECIAL TAXING DISTRICT. 6 TAXES AND ASSESSMENTS PAY THE CONSTRUCTION, OPERATION, AND 7 MAINTENANCE COSTS OF CERTAIN PUBLIC FACILITIES AND SERVICES OF 8 THE DISTRICT AND ARE SET ANNUALLY BY THE GOVERNING BOARD OF THE DISTRICT. THESE TAXES AND ASSESSMENTS ARE IN ADDITION TO 9 10 COUNTY AND OTHER LOCAL GOVERNMENTAL TAXES AND ASSESSMENTS AND 11 ALL OTHER TAXES AND ASSESSMENTS PROVIDED FOR BY LAW." Section 15. Section 190.0485, Florida Statutes, is 12 13 created to read: 190.0485 Notice of establishment.--Within 30 days 14 15 after the effective date of a rule or ordinance establishing a community development district under this act, the district 16 17 shall cause to be recorded in the property records in the county in which it is located a "Notice of Establishment of 18 19 Community Development District." The notice shall, at a minimum, include the legal description of the district 20 and a copy of the disclosure statement specified in s. 21 22 190.048. Section 16. Each community development district in 23 existence on the effective date of this act shall record a 24 25 notice of establishment as specified in s. 190.0485, Florida Statutes, as created by this act, within 90 days after that 26 date, unless the district has previously recorded a notice 27 28 that meets the requirements set forth in that section. 29 Section 17. (1) Section 190.049, Florida Statutes, is amended to read: 30

190.049 Special acts prohibited.--Pursuant to s. 11(a)(21), Art. III of the State Constitution, there shall be no special law or general law of local application creating an independent special district which has the powers enumerated in two or more of the paragraphs contained in s. 190.012, unless such district is created pursuant to the provisions of s. 189.404. (2) This section shall take effect upon this act becoming a law, if passed by a three-fifths vote of the membership of each house. Section 18. This act shall take effect upon becoming a law. 

1	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR
2	Senate Bill 2456
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4	Provides that the Department of Community Affairs will assist
5	the Association of Special Districts in conducting an education program for new community development district (CDD)
6	supervisors and that supervisors who fail to comply with the requirement are prohibited from voting on district matters until they have satisfied the requirement.
7	Oualifies that the exclusive charter for a CDD includes the
8	special powers authorized by s. 190.12, F.S.
9	Provides that the election of the board of supervisors shall be every 2 years in November on a date established by the
10 11	board (rather than on the first Tuesday in November) which is noticed.
	Allows meetings of the district to be held at the office of
12 13	the CDD even when such office is not located within a county where the district is located as long as the office is located within the boundaries of a development of regional impact or a
14	Florida Quality Development, or a combination of a development of regional impact and a Florida Quality Development.
15 16	Raises the threshold for the requirement of the competitive bidding of construction and improvement of public buildings and contracts for maintenance services to \$60,000.
17	Qualifies that the consent of the landowners whose land is
18	proposed to be added or removed from the district is required as part of a petition for expansion or contraction of an existing CDD while the consent of landowners within the
19	existing boundaries of the CDD is not required. In addition,
20	the board of a CDD is authorized to approve the merger of two CDDs without approval of 100 percent of the landowners within
21	the existing districts.
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