

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

---

Prepared By: The Professional Staff of the Committee on Rules

---

BILL: CS/CS/SB 384

INTRODUCER: Environment and Natural Resources Committee; Community Affairs Committee;  
Senators Burton and Brodeur

SUBJECT: Annexing State-owned Lands

DATE: March 25, 2025

REVISED: \_\_\_\_\_

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Hackett</u>	<u>Fleming</u>	<u>CA</u>	<u>Fav/CS</u>
2.	<u>Carroll</u>	<u>Rogers</u>	<u>EN</u>	<u>Fav/CS</u>
3.	<u>Hackett</u>	<u>Yeatman</u>	<u>RC</u>	<u>Favorable</u>

---

**Please see Section IX. for Additional Information:**

COMMITTEE SUBSTITUTE - Substantial Changes

---

**I. Summary:**

CS/CS/SB 384 amends the procedure for municipal annexation to require a municipality to notify each member of the local legislative delegation prior to the first public hearing on a proposal to annex state-owned lands.

The bill takes effect on July 1, 2025.

**II. Present Situation:**

**Municipal Annexation**

A municipality may propose to annex any area of contiguous, compact, unincorporated territory by ordinance or may be petitioned for annexation by owner(s) of “contiguous... and reasonably compact” real property.<sup>1</sup> An area is considered “contiguous” if a substantial part of its boundary is coterminous with a part of the boundary of the municipality.<sup>2</sup> An area is compact if it is concentrated in a single area and does not create enclaves, pockets, or finger areas.<sup>3</sup> All lands to be annexed must be in the same county as the annexing municipality.<sup>4</sup>

---

<sup>1</sup> Sections. 171.0413(1) and 171.044(1), F.S.

<sup>2</sup> Section 171.031(11), F.S.

<sup>3</sup> Section 171.031(12), F.S.

<sup>4</sup> Section 171.045, F.S.

The governing body of a municipality may only propose annexation of an area that is contiguous, reasonably compact, and is either:<sup>5</sup>

- Developed for “urban purposes,” which is defined as having a resident population or at least two persons per acre, having a resident population of at least one person per acre if the area is subdivided into lots where at least 60 percent of the total number of lots are 1 acre or less in size, or at least 60 percent of the total number of lots meet one of the preceding definitions and at least 60 percent of the total acreage not used for non-residential “urban purposes” is subdivided into lots of 5 acres or less;
- Lies between the municipal boundary and an area developed for “urban purposes”; or
- Adjacent, on at least 60 percent of its external boundary, to any combination of the municipal boundary and areas developed for “urban purposes.”

A municipality may begin the annexation process by adopting a non-emergency ordinance.<sup>6</sup> The municipality is required to hold two advertised public meetings before the adoption of the ordinance, one held on a weekday at least 7 days after the publication of the first advertisement and one held on a weekday at least 5 days after the publication of the second advertisement. At least 10 days prior to the first public meeting, the governing body of the municipality must provide written notice to all residents and property owners in the area proposed for annexation.<sup>7</sup> The notice must contain the annexation proposal, the time and location of the public meeting, and locations where the proposed ordinance may be inspected by the public.

Before adopting an annexation ordinance, a municipality is required to prepare a feasibility study containing:<sup>8</sup>

- Plans to provide urban services to the area to be annexed;
- A map or maps of the municipality and adjacent territory showing the present and proposed municipal boundaries, the present major trunk water mains and sewer interceptors and outfalls, the proposed extensions of such mains and outfalls, and the general land use pattern in the area to be annexed;
- A statement certifying the area meets the annexation criteria specified in s. 171.043, F.S.; and
- A statement setting forth the plans of the municipality for extending to the area to be annexed each major municipal service performed within the municipality at the time of annexation.

The governing body of the municipality must file a copy of the report with the governing body of the county within 15 days of the commencement of annexation procedures.<sup>9</sup> Failure to submit the report to the county in a timely manner may invalidate the annexation.

The municipality must submit the adopted annexation ordinance to a referendum in the area to be annexed.<sup>10</sup> The municipality may also choose to submit the ordinance to the voters of the municipality for approval. If more than 70 percent of the area to be annexed is not owned by

---

<sup>5</sup> Section 171.043, F.S.

<sup>6</sup> Section 171.0413(1), F.S. A non-emergency ordinance is adopted using standing procedures specified by s. 166.041, F.S.

<sup>7</sup> Section 171.042(3), F.S.

<sup>8</sup> Section 171.042(1), F.S.

<sup>9</sup> Section 171.042(2), F.S.

<sup>10</sup> Section 171.0413(2), F.S.

registered voters, the municipality must obtain the consent of landowners owning at least 50 percent of the area to be annexed before conducting the referendum.<sup>11</sup>

The referendum may be conducted during the next regularly scheduled election or at a special election.<sup>12</sup> The referendum must not be held until at least 30 days after the adoption of the ordinance and must be advertised in a newspaper of general circulation in the area to be annexed.<sup>13</sup> If the referendum is approved by the voters, the annexation occurs on the effective date provided by the ordinance.<sup>14</sup> If the voters reject annexation, the municipality may not propose annexation of the same area in the 2 years following the referendum.

If the area to be annexed has no registered electors, the area may be annexed without a referendum if the municipality obtains the consent of landowners representing both 50 percent of acreage and 50 percent of the parcels in the area to be annexed.<sup>15</sup>

Alternatively, the owner(s) of real property in a contiguous, reasonably compact and unincorporated area of the county may petition a municipality for annexation.<sup>16</sup> The municipality must determine that all landowners in the area to be annexed have signed the petition and publish notice of the annexation before passing an ordinance annexing the area. A copy of the ordinance, including a map and a metes and bounds legal description of the area, must be filed with the clerk of the circuit court, the chief administrative officer of the county, and the Department of State within 7 days after adopting the annexation ordinance. An area may not be annexed using this process if the annexation would result in the creation of an enclave.<sup>17</sup>

### III. Effect of Proposed Changes:

**Section 1** amends s. 171.0413, F.S., to provide that, upon advertising for the first public hearing on adopting an ordinance proposing to annex state-owned lands, a municipality must notify by writing or e-mail the legislative delegation of the county in which the land is located.

**Sections 2 and 3** reenact ss. 101.6102 and 171.042, F.S. for the purpose of incorporation.

**Section 4** provides that the bill takes effect July 1, 2025.

### IV. Constitutional Issues:

#### A. Municipality/County Mandates Restrictions:

None.

#### B. Public Records/Open Meetings Issues:

None.

---

<sup>11</sup> Section 171.0413(5), F.S.

<sup>12</sup> Section 171.0413(2)(a), F.S.

<sup>13</sup> Section 171.0413(2)(a)-(b), F.S.

<sup>14</sup> Section 171.0413(2)(e), F.S.

<sup>15</sup> Section 171.0413(6), F.S.

<sup>16</sup> Section 171.044, F.S.

<sup>17</sup> Section 171.044(5), F.S.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

None.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

The bill substantially amends s. 171.0413, Florida Statutes. The bill reenacts ss. 101.6102 and 171.042, Florida Statutes.

**IX. Additional Information:**

A. Committee Substitute – Statement of Substantial Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

**CS by Environment and Natural Resources on March 17, 2025:**

The underlying bill provides that each ordinance proposing annexation *may* propose only one reasonably compact area to be annexed. The amendment reverts this change back to

current law, which requires each ordinance to propose only one reasonably compact area to be annexed.

**CS by Community Affairs on March 3, 2025:**

The committee substitute specifies that notice must be given to each member of the delegation, as opposed to the delegation generally.

**B. Amendments:**

None.