

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 Fiscal Policy

BILL: CS/CS/SB 1180

INTRODUCER: Fiscal Policy Committee; Community Affairs Committee; and Senator Arrington

SUBJECT: Community Development Districts

DATE: February 24, 2026

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Tolmich</u>	<u>Fleming</u>	<u>CA</u>	<u>Fav/CS</u>
2.	<u>Biehl</u>	<u>Roberts</u>	<u>EE</u>	<u>Favorable</u>
3.	<u>Tolmich</u>	<u>Siples</u>	<u>FP</u>	<u>Fav/CS</u>

Please see Section IX. for Additional Information:

COMMITTEE SUBSTITUTE - Substantial Changes

I. Summary:

CS/CS/SB 1180 revises regulations affecting community development districts (CDDs) by establishing a recall process for members of the board of supervisors, clarifying local authority over synthetic turf, and redefining “compact, urban, mixed-use districts.”

The bill creates a recall election process for a member of a CDD’s board of supervisors that largely mirrors existing procedures for municipalities and charter counties. It sets requirements for initiating a recall petition, specifies ballot language, addresses filling vacancies created by a recall, and establishes penalties for offenses related to the petition process.

Additionally, the bill clarifies that the prohibition on local government regulation of synthetic turf does not limit a CDD’s ability to enforce deed restrictions. It also expands the types of developments that can qualify as a “compact, urban, mixed-use district,” promoting higher-density, mixed-use projects, including affordable housing, in targeted urban areas.

The bill takes effect July 1, 2026.

II. Present Situation:

Regulation of Synthetic Turf

Synthetic turf is a manufactured product that resembles natural grass and is used as a surface for landscaping and recreational areas.¹ In 2025, the Legislature adopted ch. 2025-140, Laws of Florida, which directed the Department of Environmental Protection (DEP) to adopt minimum standards for the installation of synthetic turf on single-family residential properties one acre or less in size.² Currently, a rule providing such standards has been proposed and is awaiting adoption.³ Upon the adoption of such rule, a local government may not:

- Adopt or enforce any ordinance, resolution, order, rule, or policy that prohibits, or is enforced to prohibit, a property owner from installing synthetic turf that complies with DEP standards which apply to single-family residential property.
- Adopt or enforce any ordinance, resolution, order, rule, or policy that regulates synthetic turf which is inconsistent with adopted DEP standards which apply to single-family residential property.⁴

Opportunity Zones

Opportunity Zones (OZ) are an economic development tool that allow people to invest in distressed areas in the U.S.⁵ Opportunity Zones were created under the Tax Cuts and Jobs Act of 2017⁶ (OZ-1.0) to spur economic growth and job creation in low-income communities while providing tax benefits to investors.⁷ The One Big Beautiful Bill (2025) made the program a permanent part of the tax code and further refined the program (OZ-2.0)⁸ Beginning in 2017, Governors nominated up to 25% of census tracts with median family incomes of less than 80% of their general area or a poverty rate of 20% or higher.⁹ In Florida, a total of 427 Qualified Opportunity Zones were designated, with at least one located in every county in the state.¹⁰ OZ-1.0 zones expire on December 31, 2028.¹¹ Starting July 1, 2026, new zones will be nominated by Governors and qualified by the U.S. Treasury by December 31, 2026, to take effect on January 1, 2027.¹²

¹ Section 125.572(1), F.S.

² Section 125.572(2), F.S. See Fla. Admin. Register, *Notice of Proposed Rule ch. 62-308.100* (Synthetic Turf) (January 2026), available at: <https://floridadep.gov/wra/wra/documents/proposed-rule-synthetic-turf-standards> (last visited January 27, 2026).

³ See *id.*

⁴ Section 125.572(3), F.S.

⁵ IRS, *Opportunity Zones*, available at: <https://www.irs.gov/credits-deductions/businesses/opportunity-zones> (last visited January 27, 2026).

⁶ See Public Law No. 115-97, available at: <https://www.congress.gov/bill/115th-congress/house-bill/1/text> (last visited January 27, 2026).

⁷ *Supra* note 5.

⁸ FloridaCommerce, *Opportunity Zones Program*, available at: <https://floridajobs.org/business-growth-and-partnerships/for-businesses-and-entrepreneurs/business-resource/opportunity-zones-program> (last visited January 27, 2026).

⁹ *Id.*

¹⁰ *Id.*

¹¹ *Id.*

¹² *Id.*

Recall Elections

Recall elections allow citizens to remove and replace a public official before the official's term of office ends.¹³ Typically, the recall process involves gathering a certain number of signatures on a petition within a specified amount of time.¹⁴ Recall elections have historically been used most frequently at the local level.¹⁵ Recall elections differ from impeachment in that impeachment typically requires a state legislature's lower chamber to bring specific charges and requires the upper chamber to act as the jury in an impeachment trial.¹⁶

The recall election process varies by state, however, the process generally follows the following steps:

- File an application to circulate a recall petition.
- Circulate a recall petition and gather a certain number of signatures within a specified period of time.
- Submit petitions to election officials for verification of signatures.
- If enough valid signatures are presented, hold a recall election.¹⁷

Recall of Municipal and Charter County Officer Governing Body Members

Current law provides for the recall of the members of the governing body of a municipality or charter county.¹⁸ A member of such governing body may be subject to recall if a petition alleging the grounds for recall is signed by a sufficient number of voters in the county or municipality in which the member was elected.¹⁹

If a sufficient number of voters sign the petition, the allegations, as well as the member's response to those allegations, are presented to the public in a document entitled "Recall Petition and Defense."²⁰ If a sufficient number of voters sign the "Recall Petition and Defense," a recall election is held.²¹

Special Districts

A "special district" is a unit of local government created for a particular purpose, with jurisdiction to operate within a limited geographic boundary.²² Special districts are created by general law, special act, local ordinance, or rule of the Governor and Cabinet.²³ A special district has only those powers expressly provided by, or reasonably implied from, the authority provided in the district's charter. Special districts provide specific municipal services in addition to, or in

¹³ National Conference of State Legislatures, *Recall of State Officials*, available at: <https://www.ncsl.org/elections-and-campaigns/recall-of-state-officials> (last visited January 26, 2026).

¹⁴ *Id.*

¹⁵ *Id.*

¹⁶ *Id.*

¹⁷ *Id.*

¹⁸ Section 100.361, F.S.

¹⁹ *Id.*

²⁰ *Id.*

²¹ *Id.*

²² See *Halifax Hospital Medical Center v. State of Fla., et al.*, 278 So. 3d 545, 547 (Fla. 2019).

²³ See ss. 189.02(1), 189.031(3), and 190.005(1), F.S. See generally s. 189.012(6), F.S.

place of, those provided by a municipality or county.²⁴ Special districts are funded through the imposition of ad valorem taxes, fees, or charges on the users of those services as authorized by law.²⁵

Special districts may be classified as dependent or independent based on their relationship with local general-purpose governments. A special district is classified as “dependent” if the governing body of a single county or municipality:

- Serves as governing body of the district;
- Appoints the governing body of the district;
- May remove members of the district’s governing body at-will during their unexpired terms; or
- Approves or can veto the budget of the district.²⁶

A district is classified as “independent” if it does not meet any of the above criteria or is located in more than one county, unless the district lies entirely within the boundaries of single municipality.²⁷

The Special District Accountability Program within the Department of Commerce is responsible for maintaining and electronically publishing the official list of all special districts.²⁸ This list includes all active special districts, as well as a separate list of those declared inactive.²⁹ According to the official list, as of January 20, 2026, the state had 2,087 special districts.³⁰ Special districts are governed generally by the Uniform Special District Accountability Act (USDAA).³¹ The USDAA centralizes provisions governing special districts and applies to the formation,³² governance,³³ administration,³⁴ supervision,³⁵ merger,³⁶ and dissolution³⁷ of special

²⁴ Intergovernmental Affairs Subcommittee, *The Local Government Formation Manual*, 56, available at <https://www.flhouse.gov/Sections/Documents/loaddoc.aspx?PublicationType=Committees&CommitteeId=3304&Session=2025&DocumentType=General+Publications&FileName=Local+Government+Formation+Manual+%5b2024-2026%5d.pdf> (last visited January 26, 2026).

²⁵ The method of financing a district must be stated in its charter. Sections 189.02(4)(g) and 189.031(3), F.S. Independent special districts may be authorized to impose ad valorem taxes as well as non-ad valorem special assessments in the special acts comprising their charters. *See, e.g.*, ch. 2023-335, s. 6 of s. 1, Laws of Fla. (East River Ranch Stewardship District). *See also, e.g.*, ss. 190.021 (community development districts), 191.009 (independent fire control districts), 197.3631 (non-ad valorem assessments), 298.305 (water control districts), 388.221 (mosquito control), ch. 2004-397, s. 27 of s. 3, Laws of Fla. (South Broward Hospital District).

²⁶ Section 189.012(2), F.S.

²⁷ Section 189.012(3), F.S.

²⁸ Section 189.061, F.S.

²⁹ Sections 189.061 and 189.062(6), F.S.

³⁰ Florida Department of Commerce, *Official List of Special Districts*, available at: <https://www.floridajobs.org/community-planning-and-development/special-districts/special-district-accountability-program/official-list-of-special-districts> (last visited January 26, 2026).

³¹ Section 189.01, F.S. *See additionally* ch. 190, F.S. (community development districts), ch. 191, F.S. (independent special fire control districts), ch. 298, F.S. (water control districts), ch. 388, F.S. (mosquito control districts), and ch. 582, F.S. (soil and water conservation districts).

³² *See* sections 189.02 (creation of dependent special districts) and 189.031, F.S. (creation of independent special districts).

³³ *See* section 189.0311, F.S. (charter requirements for independent special districts).

³⁴ *See* section 189.019, F.S. (requiring codification of charters incorporating all special acts for the district).

³⁵ *See* section 189.0651, F.S. (oversight for special districts created by special act of the Legislature).

³⁶ Sections 189.071 and 189.074, F.S.

³⁷ Sections 189.071 and 189.072, F.S.

districts, unless otherwise expressly provided in law.³⁸ The USDAA requires notice and publication of tentative budgets and final budgets.³⁹ Certain budget amendments are allowed up to 60 days following the end of the fiscal year.⁴⁰

Special districts do not possess “home rule” powers and may impose only those taxes, assessments, or fees authorized by special or general law. The special act creating an independent special district may provide for funding from a variety of sources while prohibiting others. For example, ad valorem tax authority is not mandatory for a special district.⁴¹

Community Development Districts

Community development districts (CDDs) are a type of independent special district intended to provide urban community services in a cost-effective manner by managing and financing the delivery of basic services and capital infrastructure to developing communities without overburdening other governments and their taxpayers.⁴² Districts consisting of 2,500 acres or more must be created by rule adopted by the Florida Cabinet acting as the Florida Land and Water Adjudicatory Commission,⁴³ whereas CDDs with less than 2,500 acres are created pursuant to county or municipal ordinance.⁴⁴ As of January 20, 2026, there are 1,076 active CDDs in Florida.⁴⁵

CDDs are authorized to provide infrastructure relating to water management and control; water supply, sewer and wastewater management, reclamation and reuse; bridges or culverts; and roads and street lights.⁴⁶ With the consent of the applicable local purpose government, a CDD may also be authorized to provide infrastructure for parks and other outdoor recreational, cultural, and educational facilities; fire prevention and control; school buildings and related structures; security; mosquito control; and waste collection and disposal.⁴⁷ The board may enter into contracts, borrow money, issue bonds, levy ad valorem taxes (subject to voter approval at a referendum),⁴⁸ levy special assessments and non-ad valorem taxes, adopt administrative rules pursuant to ch. 120, F.S., and exercise the power of eminent domain.⁴⁹

Each CDD is governed by a five-member board elected by the landowners of the district on a one-acre, one-vote basis.⁵⁰ Board members serve four-year terms, except some initial board members serve a two-year term for the purpose of creating staggered terms.⁵¹ After the sixth year (for districts of up to 5,000 acres) or the tenth year (for districts exceeding 5,000 acres or for a compact, urban, mixed-use district) following the CDD’s creation, each member of the board is

³⁸ See section 190.004, F.S. (Ch. 190, F.S. as “sole authorization” for creation of community development districts).

³⁹ Section 189.016(4), F.S.

⁴⁰ Section 189.016(6), F.S.

⁴¹ See ch. 2006-354, Laws of Fla. (Argyle Fire District may impose special assessments, but has no ad valorem tax authority).

⁴² Section 190.002(1)(a), F.S.

⁴³ Section 190.005(1), F.S.

⁴⁴ Section 190.005(2), F.S.

⁴⁵ *Supra* note 30.

⁴⁶ Section 190.012(1), F.S.

⁴⁷ Section 190.012(2), F.S.

⁴⁸ See section 190.021(1), F.S., and art. VII, s. 9, FLA CONST.

⁴⁹ Section 190.011, F.S.

⁵⁰ Section 190.006(2), F.S.

⁵¹ Section 190.006(1), F.S.

subject to election by the electors of the district at the conclusion of their term. However, this transition does not occur if the district has fewer than 250 (for districts of up to 5,000 acres) or 500 (for districts exceeding 5,000 acres or for a compact, urban, mixed-use district) qualified electors.⁵²

Merger of CDDs

A landowner or the board may petition to contract or expand the boundaries of a CDD in a manner provided by law.⁵³ A district may merge with other CDDs upon filing a petition for merger, which must state whether a new district is to be established or whether one district shall be the surviving district.⁵⁴ The government formed by such merger assumes all indebtedness of, and receives title to, all property owned by the preexisting special districts, and the rights of creditors and liens upon property are not impaired by such merger.⁵⁵

To achieve economies of scale, reduce costs to affected district residents and businesses in areas with multiple existing districts, and encourage the merger of multiple districts, up to five districts that were established by the same local general-purpose government and whose board memberships are composed entirely of qualified electors may merge into one surviving district through the adoption of an ordinance by such local general-purpose government.⁵⁶

Compact, Urban, Mixed-Use Districts

A “compact, urban, mixed-use district” is a district located within a municipality and within a community redevelopment area, that consists of a maximum of 75 acres and has development entitlements of at least 400,000 square feet of retail development and 500 residential units.⁵⁷ Such districts are a specialized type of CDD that operate under the same laws as CDDs, except for certain provisions relating to the transition to the governing board members being elected by qualified electors of the district, rather than by the landowners. The goal of these districts is to provide a compact downtown, high intensity development, mixed uses, and arts and cultural facilities of varying intensities.⁵⁸ This pattern of development encourages walkable communities with access to transit and public services and spaces and creates environments where residents can live, work, and play.⁵⁹

⁵² Section 190.006(3)(a)2.b., F.S.

⁵³ Section 190.046(1), F.S.

⁵⁴ Section 190.046(3), F.S.

⁵⁵ *Id.*

⁵⁶ Notwithstanding the acreage limitations otherwise set forth for the establishment of a district in ch. 190, F.S. Section 190.046(4)(a), F.S.

⁵⁷ Section 190.003(7), F.S.

⁵⁸ See City of Marco Island, Ordinance 07-01, available at: <https://old.cityofmarcoisland.com/media/14561> (last visited January 29, 2026).

⁵⁹ University of Delaware, *Mixed-use development*, available at: <https://www.completecommunitiesde.org/mixed-use-development/> (last visited January 29, 2026).

III. Effect of Proposed Changes:

Synthetic Turf Regulation

Section 1 amends s. 125.572, F.S., to provide that the prohibition on local governments from regulating synthetic turf on single-family residential property that complies with the Department of Environmental Protection's standards does not apply to the adoption or enforcement of any resolution, order, rule, or policy by a community development district (CDD) to enforce deed restrictions.

Compact, Urban, Mixed-Use CDDs

Section 2 amends s. 190.003, F.S., to update the definition of "compact, urban, mixed-use district" to mean a district consisting of a maximum of 75 acres which is located within a municipality, and within a qualified opportunity zone designated by the U.S. Department of the Treasury or a community redevelopment area⁶⁰ which district has development entitlements of:

- At least 400,000 square feet of retail development and 500 residential units; or
- At least 250,000 square feet of commercial development and 500 residential units that are affordable⁶¹ for very-low income, low-income, or moderate-income persons.⁶²

CDD Recall Election Process

Section 3 creates s. 190.0071, F.S., to provide a recall election process to remove members of the board of supervisors of CDDs.

The bill provides that any member elected to the governing body of a CDD may be removed from office by the electors of the CDD if they have served at least one-fourth of his or her term of office at the time a petition is filed. If the member represents a subdistrict and is elected only by electors residing in that subdistrict, only electors residing in that subdistrict are eligible to sign the recall petition and vote in a recall election. The bill defines "subdistrict" as the area or region previously contained in a CDD that has been merged with one or more other CDDs to form a surviving merged district.⁶³ If the member is elected at large by the electors of the district, all electors of the district are eligible to sign the petition to recall that member and vote in the recall election.

The bill provides that the grounds for removal of a member of the governing body of a CDD is limited to:

- Malfeasance;
- Misfeasance;

⁶⁰ A "community redevelopment area" means a slum area, a blighted area, or an area in which there is a shortage of housing that is affordable to residents of low or moderate income, including the elderly, or a coastal and tourist area that is deteriorating and economically distressed due to outdated building density patterns, inadequate transportation and parking facilities, faulty lot layout or inadequate street layout, or a combination thereof which the governing body designates as appropriate for community redevelopment. Section 163.340(10), F.S.

⁶¹ See s. 420.602(3), F.S.

⁶² See ss. 420.004, 420.602, and 420.9071, F.S., for the definitions of very-low income, low-income, and moderate-income persons.

⁶³ See s. 190.046, F.S.

- Neglect of duty;
- Drunkenness;
- Incompetence;
- Permanent inability to perform official duties; or
- Conviction of a felony involving moral turpitude.

The bill establishes requirements for the petition to initiate a recall election. The petition must contain the name of the person subject to recall and a statement of grounds for recall. A separate recall petition must be prepared for each member subject to recall. The petition must be signed by at least 10 percent of registered qualified electors of the CDD or of a subdistrict. Only qualified electors of the CDD or subdistrict, as applicable, are eligible to sign the petition and the signatures must contain specified information to verify the identity of the signatory.

The bill designates the qualified electors of the district making charges contained in the statement of grounds for recall and those signing the recall petition as the recall committee (committee). A specific person must be designated in the petition as the chair of the committee who acts on behalf of the committee.

The recall petition and its accompanying signature pages must be filed by the chair of the committee to the clerk within 35 days of the date on which the first signature is obtained on the petition. The clerk must provide written notice, by certified mail, to the district's registered agent and the board member subject to recall that a recall petition has been filed and provide a copy of such petition, within seven days of receipt of the recall petition.

The petition may not be amended after it is filed with the clerk, unless a qualified elector submits a signed request in writing to the clerk to have his or her name removed from the petition. Such request must be made within 30 days of the date the elector signed the petition. Within seven days of such request, the clerk must recalculate the percentage of signatures. If the clerk determines that the number of signatures does not meet the 10 percent threshold, the clerk must send written notice of such determination and termination of recall proceedings to the district's registered agent, the board member subject to recall, and the committee without taking further action.

The clerk must submit the petition to the supervisor of elections (SOE) within 60 days of the filing of the petition. The SOE is responsible for verifying the signatures and determining whether the required number of valid signatures have been obtained. The committee must pay the SOE the actual cost of signature verification in advance. If the CDD lies in more than one county, the clerk must submit the recall petition to the SOE in each county in which the district is located. In such event, the SOE of each county must determine the number of verified and valid signatures that have been submitted to their respective jurisdictions, and upon receipt of such determinations, the SOE of the county in which the clerk is located is responsible for complying with the noticing requirements provided by the bill. The petition and its accompanying documents provided to the clerk must, upon request, be made available in alternative formats by the committee as requested by the clerk.

If the SOE determines that the petition does not contain the required number of verified and valid signatures, the recall proceedings are terminated and the clerk must provide written notice of

such determination and termination of recall proceedings to the district's registered agent, the board member subject to recall, and the committee without taking further action. Any recall petition deemed insufficient may not be used in any other proceeding.

If the SOE determines that the petition has the required number of signatures, the clerk must provide written notice, by certified mail, to the district's registered agent and the committee of such determination, and must serve the board member subject to recall, by certified mail, notice of such certification and a request that the board member submit a rebuttal statement to the clerk within 30 days of receipt of the request.

The clerk must prepare a document entitled "Record of Recall Proceedings" within 30 days of the date of receipt of the rebuttal statement, or after the last date a rebuttal statement could have been filed. The Record of Recall Proceedings must include the recall petition, the determination of the SOE regarding the amount of verified and valid signatures, and the rebuttal statement, if provided, or, if no such statement was received, an indication that none was received. The Record of Recall Proceedings must be sent by certified mail to the district's registered agent, the board member subject to recall, and the chair of the committee. The district must post the Record of Recall Proceedings on its website within 14 days of receipt.

Upon receipt of the Record of Recall Proceedings, the committee may circulate the petition to obtain the signatures of at least 15 percent of the electors. A recall referendum petition must contain the name of the person subject to recall and a copy of the Record of Recall Proceedings. The signed recall referendum petition and its accompanying signature pages must be filed with the clerk within 60 days of the chair of the committee's receipt of the Record of Recall Proceedings. The clerk must provide written notice by certified mail to the district's registered agent and the board member subject to recall that a recall referendum petition has been filed and provide a copy of such petition within seven days of receipt of the petition.

Within 30 days after the filing of a recall referendum petition, the clerk must submit the petition to the SOE, who must determine the number of valid signatures and certify whether 15 percent of the qualified electors of the CDD have signed the petition. The committee must pay the actual cost of signature verification to the SOE in advance. If the CDD lies in more than one county, the clerk must submit the recall referendum petition to the SOE in each county in which the district is located. In such event, the SOE of each county must determine the number of verified and valid signatures that have been submitted to his or her respective jurisdiction, and upon receipt of such determinations, the SOE of the county in which the clerk is located is responsible for complying with the noticing requirements provided by the bill. The recall referendum petition and its accompanying documents provided to the clerk must, upon request, be made available in alternative formats by the committee as requested by the clerk.

If the SOE determines that the required number of signatures has not been obtained, the recall vote proceedings are terminated and the clerk must provide written notice of such determination and termination of recall vote proceedings to the registered agent of the district, the board member subject to recall, and the committee without taking further action. Any recall referendum petition deemed insufficient may not be used in any other proceeding. If the required signatures are obtained, the clerk must provide written notice of such determination and the date, time, and location of the recall referendum to the district's registered agent, the board member

subject to be recall, and the committee. A qualified elector may have his or her name removed from the recall referendum petition by submitting a signed written request to the clerk. Such request must be made within 30 days of the date the elector signed the petition. Within seven days of a qualified elector making such request, the clerk must recalculate the current percentage of verified and valid signatures. If the number of signatures falls below the required 15 percent threshold, the clerk must send written notice of such determination to the district's registered agent, the board member subject to recall, and the committee without taking further action.

Upon confirmation that the recall referendum petition has the required number of signatures, the SOE must select a day for holding the recall referendum and administer the referendum in accordance with specified law.⁶⁴ The committee must pay the SOE the actual cost of holding the recall referendum in advance. Any recall election must be held between 30 and 90 days after the certification, and at the same time as any other general or special election held within such period. If no such election is to be held within that time period, the referendum must be conducted at a special election to be held within the same period. Notice of the recall referendum must be published by the district in a newspaper of general circulation in the area of the district at least 14 days in advance of such referendum. Such notice must also be mailed to each qualified elector at his or her last known address at least 14 days in advance of such referendum. The board must use the official records maintained by the SOE and property appraiser or tax collector in each county in determining such addresses. The notices must contain the date, time, and location of the referendum, as well as a statement that the Record of Recall Proceedings is available for review on the district's website. The committee must pay the district the actual cost of the recall referendum notices in advance. A recall referendum must be canceled by the SOE if the board member subject to recall submits his or her irrevocable resignation within 20 days of sending notice that a recall referendum petition has been filed. The district must promptly provide the clerk and SOE a copy of such resignation within seven days of the receipt of such resignation.

The bill provides the ballot language to be used in the recall referendum and provides procedures for filling the vacancies created by such referendum. If a majority of the electors of the district or subdistrict voting in the recall referendum do not approve the recall, the recall proceedings are terminated. If a majority of the electors of the district or subdistrict voting in the recall referendum approves the recall of a board member, as determined by the SOE, the board member immediately ceases to hold office. The vacancy created by the recall must be filled by the board of supervisors according to specified law,⁶⁵ unless three or more board members are recalled at the same referendum, in which the Governor must fill the vacancy according to specified law.⁶⁶

A person who is removed by a recall or resigns after a petition has been filed against him or her, is not eligible to be appointed to the CDD's governing body for two years after the date of the recall or resignation.

The clerk must preserve all papers comprising or connected with a petition for recall for a period of two years after they are filed.

⁶⁴ See s. 190.006(3)(d), F.S.

⁶⁵ See s. 190.006(4), F.S.

⁶⁶ See s. 114.04, F.S.

The bill also provides penalties for offenses related to the petition process. A person commits a second-degree misdemeanor punishable by law⁶⁷ for the following offenses:

- Impersonating another.
- Forging any name or purposely writing their name or residence falsely in the signing of any petition for recall.
- Signing any paper with knowledge that he or she is not a qualified elector of the CDD.
- Employing or paying another to accept employment or payment for circulating or witnessing a recall petition.

Section 4 amends s. 190.006, F.S., to specify that any board member elected to a CDD board of supervisors is subject to these recall procedures.

Section 5 provides an effective date of July 1, 2026.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The bill does not appear to require counties and municipalities to expend funds or limit their authority to raise revenue or receive state-shared revenues as specified by Article VII, s. 18, of the State Constitution.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None.

V. Fiscal Impact Statement:

A. Tax/Fee Issues:

None.

⁶⁷ Sections 775.082 or 775.083, F.S. A second-degree misdemeanor is punishable by a term of imprisonment not exceeding 60 days and a fine of up to \$500.

B. Private Sector Impact:

None.

C. Government Sector Impact:

The bill may have an indeterminate negative fiscal impact on local governments to the extent recall petitions are filed and special elections are necessary to fill any vacancies on CDD governing boards.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Statutes Affected:

This bill substantially amends sections 125.572, 190.003, and 190.006 of the Florida Statutes. This bill creates section 190.0071 of the 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/CS by Fiscal Policy on February 24, 2026:**

The committee substitute revises certain provisions relating to the CDD recall election process, including requiring certain notice to affected parties, allowing electors to remove their name from a recall petition or recall referendum petition under certain conditions, and making certain changes regarding the administration of a recall election and the filling of vacancies. The committee substitute also:

- Removes the definition of “district.”
- Provides for the definition of “subdistrict,” which means the area or region previously contained in a CDD that has been merged with one or more other CDDs to form a surviving merged district pursuant to s. 190.046, F.S.
- Removes provisions relating to applicability and legislative intent.

CS by Community Affairs on January 27, 2026:

Regarding CDD recall petitions, the committee substitute requires a recall petition to be filed with the applicable clerk instead of the Department of Commerce, and clarifies the role of the clerk and supervisor of elections when a CDD lies in multiple counties.

The committee substitute also:

- Adds a new provision specifically authorizing CDDs to adopt or enforce regulations for synthetic turf on single-family properties in order to enforce deed restrictions, which is otherwise prohibited by current law.
- Adds a new provision amending the definition of “compact, urban, mixed-use district,” in ch. 190, F.S.
- Changes the title of the bill from “an act relating to community development district recall elections” to “an act relating to community development districts.”

B. Amendments:

None.