SENATE BILL No. 261

DIGEST OF INTRODUCED BILL

Citations Affected: IC 36-7-22.1.

Synopsis: Economic development districts. Creates a procedure to establish a community infrastructure improvement district (district). Specifies that the procedure added by the bill allowing for the establishment of a district does not authorize the unit to establish a district that overlaps with an economic improvement district. Requires a petition for the establishment of a district to include a rate and methodology report. Specifies the contents of the report. Specifies the basis upon which benefits accruing to parcels of real property within a district may be apportioned among those parcels. Requires a determination that the aggregate assessments within a district: (1) do not exceed 30% of the projected assessed value of property within the district; or (2) in the case of a district that is established for single family residences, do not exceed 10% of the projected assessed value per single family residence within the district; before a legislative body may adopt an ordinance to establish a district. Requires a community infrastructure improvement board (board) to assist the county treasurer in order to make certain specified determinations and designations regarding annual assessments within a district. Adds specific provisions that apply to the board's issuance of revenue bonds. Sunsets these provisions after five years.

Effective: July 1, 2023.

Buchanan, Baldwin

January 11, 2023, read first time and referred to Committee on Tax and Fiscal Policy.



First Regular Session of the 123rd General Assembly (2023)

PRINTING CODE. Amendments: Whenever an existing statute (or a section of the Indiana Constitution) is being amended, the text of the existing provision will appear in this style type, additions will appear in this style type, and deletions will appear in this style type.

Additions: Whenever a new statutory provision is being enacted (or a new constitutional provision adopted), the text of the new provision will appear in **this style type**. Also, the word **NEW** will appear in that style type in the introductory clause of each SECTION that adds a new provision to the Indiana Code or the Indiana Constitution.

Conflict reconciliation: Text in a statute in *this style type* or *this style type* reconciles conflicts between statutes enacted by the 2022 Regular Session of the General Assembly.

SENATE BILL No. 261

A BILL FOR AN ACT to amend the Indiana Code concerning local government.

Be it enacted by the General Assembly of the State of Indiana:

1	SECTION 1. IC 36-7-22.1 IS ADDED TO THE INDIANA CODE
2	AS A NEW CHAPTER TO READ AS FOLLOWS [EFFECTIVE
3	JULY 1, 2023]:
4	Chapter 22.1. Community Infrastructure Improvement
5	Districts
6	Sec. 1. (a) This chapter applies to all units except townships.
7	(b) This chapter does not authorize a unit to establish a
8	community infrastructure improvement district that overlaps with
9	an economic improvement district established under IC 36-7-22.
10	Sec. 2. As used in this chapter, "assessment" means a charge
11	determined under section 14(a) of this chapter by applying the
12	percentage of benefit apportioned to a parcel within a community
13	infrastructure improvement district to the cost associated with
14	economic development projects giving rise to such benefits. Costs
15	subject to assessment for these purposes include all costs of the

economic improvement projects as well as financing and

administrative costs. In the case of bonds or notes issued pursuant



16

1	to section 26 of this chapter, financing costs shall include, without
2	limitation, principal and interest, related reserve funds, cost of
3	insurance, and costs associated with ancillary financial
4	arrangements with respect to the bonds or notes.
5	Sec. 3. As used in this chapter, "board" refers to a community
6	infrastructure improvement board established under section 13 of
7	this chapter.
8	Sec. 4. As used in this chapter, "economic improvement project"
9	means the following:
10	(1) Planning or managing development or improvement
11	activities.
12	(2) Designing, landscaping, beautifying, constructing, or
13	maintaining public areas, public improvements, or public
14	ways (including designing, constructing, or maintaining
15	lighting, infrastructure, utility facilities, improvements, and
16	equipment, water facilities, improvements, and equipment,
17	sewage facilities, improvements, and equipment, streets, or
18	sidewalks for a public area or public way).
19	(3) Promoting commercial activity or public events.
20	(4) Supporting business recruitment and development.
21	(5) Providing security for public areas.
22	(6) Acquiring, constructing, or maintaining parking facilities.
23 24	(7) Constructing, rehabilitating, or repairing residential
24	property, including improvements related to the habitability
25	of the residential property.
26	(8) Acquiring, constructing, rehabilitating, or repairing
27	redevelopment projects, economic development facilities
28	described in IC 36-7-11.9-3, pollution control facilities
29	described in IC 36-7-11.9-9, or other local improvements.
30	(9) Constructing, rehabilitating, or repairing industrial or
31	commercial property associated with a qualified
32	redevelopment site (as defined in IC 6-3.1-34-6).
33	Sec. 5. As used in this chapter, "projected assessed value"
34	means:
35	(1) with respect to the community infrastructure
36	improvement district, an assessed value of the property within
37	the community infrastructure improvement district, plus the
38	as-built projected assessed value of the economic development
39	project to be constructed in the community infrastructure
10	improvement district as determined pursuant to a third party

evaluation accepted by the legislative body; and

(2) with respect to an individual parcel, the as-built (or



41

42

1	as-improved, as appropriate) projected assessed value of the
2	parcel as determined pursuant to a third party evaluation
3	accepted by the legislative body;
4	including in both cases the assessed value of a property subject to
5	a voluntary assessment agreement as set forth in section 10(e) of
6	this chapter.
7	Sec. 6. As used in this chapter, "rate and method apportionment
8	report" means a report relating to a developer's planned economic
9	development of the subject parcels, which must set forth at least
10	the following:
11	(1) A list of parcels consistent with the parcels identified in the
12	petition for the establishment of the community infrastructure
13	improvement district under section 7 of this chapter.
14	(2) A statement of:
15	(A) the proposed assessment formula under section 7(b)(5)
16	of this chapter;
17	(B) the apportionment of benefits under section 8(a) of this
18	chapter; and
19	(C) zones or other classifications, if any, relating to the
20	formula under clause (A) or the apportionment under
21	clause (B).
22	(3) The proposed total assessment per parcel, including:
23	(A) the lump sum payment amount if the assessment is
24	payable as a lump sum;
25	(B) the method for converting a lump sum assessment to
26	annual installments, if applicable; and
27	(C) a schedule of annual installments and an
28	accompanying amortization schedule of the assessment, if
29	any.
30	(4) A statement of the basis and methodology for reassessment
31	in the case of a parcel division or consolidation of the assessed
32	property, status of development or the completion of
33	improvements associated with the assessed property or
34	changes in zoning classification of the property, and any
35	resulting assessment changes.
36	(5) The proposed maximum number of years during which the
37	assessment may be paid in annual installments.
38	(6) The proposed method for establishing the assessment for
39	the initial year and each year thereafter.
40	Sec. 7. (a) A person that intends to file a petition for the
41	establishment of a community infrastructure improvement district

under this section must first provide written notice to the clerk (as



42

defined in IC 36-1-2) in the case of a municipality, or the cou	ınty	
auditor, in the case of a county, of the person's intent be	fore	
initiating the petition process.		

- (b) A petition for the establishment of a community infrastructure improvement district may be filed with the clerk of the municipality or the county auditor not later than one hundred twenty (120) days after the date on which the notice of intent for the petition is filed with the clerk of the municipality or the county auditor under subsection (a). The petition must include the following information:
 - (1) The boundaries of the proposed district, including the boundaries of any zones to be established under section 8(b) of this chapter.
 - (2) The name and address of each parcel and owner of land within the proposed district and a description of the existing land use and zoning classification of each parcel.
 - (3) A detailed description of the economic improvement projects to be carried out within the proposed district, the estimated cost of these projects, and the benefits to accrue to the property owners within the district.
 - (4) A plan for the application of assessment revenue to the cost of the economic improvement projects within the district.
 - (5) A proposed formula for determining the percentage of the total benefit to be received by each parcel of real property within the district, in the manner provided by section 8 of this chapter.
 - (6) The number of years in which assessments will be levied.
 - (7) A proposed list of members for the board.
- (c) The petition shall be accompanied by a rate and method apportionment report.
- (d) The clerk of the municipality or the county auditor shall retain the paper copy of a petition filed under this section for not less than ninety (90) days from the date the petition is filed with the clerk of the municipality or the county auditor.
- Sec. 8. (a) The benefits accruing to parcels of real property within a community infrastructure improvement district may be apportioned among those parcels on any basis reasonably representative of the diffusion of benefits from the economic improvement project, including the following:
 - (1) Proximity of the parcel to the project.
 - (2) Accessibility of the parcel to the project.
 - (3) True cash value of the parcel.



1	(4) True cash value of any improvement on the parcel.
2	(5) Age of any improvement on the parcel.
3	(6) Land use class of the parcel.
4	(7) Equivalent units, including, in the case of an apartment
5	building, the number of units in the building.
6	(8) Parcel square footage.
7	(9) Parcel front footage.
8	(10) Gross floor area.
9	(11) Benefit availability.
10	(12) Impervious surface area.
11	(13) Other similar factors.
12	The apportionment of benefits under this subsection may be
13	adjusted by zone or land use as provided in subsections (b) and (c)
14	(b) If the benefit of the economic development project varies
15	from one (1) area to another within the community infrastructure
16	improvement district, up to three (3) zones may be established
17	within the district to delineate the approximate difference in
18	beneficial impact, and benefits may be apportioned accordingly.
19	(c) In order to encourage the retention or development of
20	various land uses within the district, assessments may be adjusted
21	according to the zoning classification of the property.
22	Sec. 9. (a) After receipt of a petition under section 7 of this
23	chapter, the clerk of the municipality or the county auditor shall
24	in the manner provided by IC 5-3-1, publish notice of a hearing or
25	the proposed community infrastructure improvement district. The
26	clerk of the municipality or the county auditor shall mail a copy of
27	the notice to each owner of real property within the proposed
28	community infrastructure improvement district. The notice must
29	include the boundaries of the proposed district, a description of the
30	proposed projects, the proposed formula for determining the
31	percentage of the total benefit to be received by each parcel of
32	property, and the hearing date. The date of the hearing may not be
33	more than sixty (60) days after the date on which the notice is
34	mailed.
35	(b) At the public hearing under subsection (a), the legislative
36	body shall hear all owners of real property in the proposed distric
37	(who appear and request to be heard) upon the questions of:
38	(1) the sufficiency of the notice;
39	(2) whether the proposed economic improvement projects are
10	of public utility and benefit;

(3) whether the formula to be used for the assessment of

special benefits is appropriate; and



41

42

1	(4) whether the district contains all, or more or less than all,
2	of the property specially benefited by the proposed project.
3	Sec. 10. (a) After conducting a hearing on the proposed
4	community infrastructure improvement district, the legislative
5	body may adopt an ordinance establishing the community
6	infrastructure improvement district if it determines that:
7	(1) the petition meets the requirements of this section and
8	sections 7 and 8 of this chapter;
9	(2) the economic improvement projects to be undertaken in
10	the district will provide special benefits to property owners in
l 1	the district and will be of public utility and benefit;
12	(3) the benefits provided by the project will be new benefits
13	that do not replace benefits existing before the establishment
14	of the district;
15	(4) the formula to be used for the assessment of benefits is
16	appropriate;
17	(5) except as provided in subdivision (6), aggregate
18	assessments under this chapter do not exceed thirty percent
19	(30%) of the projected assessed value of property within the
20	district; and
21	(6) in the case of a community infrastructure improvement
22	district that is established for single family residences, the
23	aggregate assessments under this chapter do not exceed ten
24	percent (10%) of the projected assessed value per single
25	family residence within the district.
26	(b) The legislative body may adopt the ordinance only if it
27	determines that the petition has been signed by one hundred
28	percent (100%) of the owners of real property subject to
29	assessment within the proposed district.
30	(c) Unless an owner of property has entered into a voluntary
31	assessment agreement associated with the economic improvement
32	project, the signature of a person shall not be considered in
33	determining whether the requirement under subsection (b) is met
34	if the person's property:
35	$\begin{array}{c} \text{(1) is:} \\ \text{(2)} \end{array}$
36	(A) owned by a nonprofit entity and is exempt from
37	property taxation under IC 6-1.1-10-16;
38	(B) owned by this state or a state agency or leased to a
39 10	state agency and is exempt from property taxation under
10 11	IC 6-1.1-10 or any other law; or
11 12	(C) owned by a political subdivision of this state and is
12	exempt from property taxation under IC 6-1.1-10 or any



1	other law; or
2	(2) would be exempt from assessments under the ordinance.
3	(d) In addition, unless an owner of property has entered into a
4	voluntary assessment agreement, neither the parcel of rea
5	property nor the assessed value of any property may be considered
6	in determining the total parcels of real property or the total
7	assessed value of property in the proposed district for purposes of
8	determining whether the requirement under subsection (b) is me
9	if the property:
10	(1) is:
11	(A) owned by a nonprofit entity and is exempt from
12	property taxation under IC 6-1.1-10-16;
13	(B) owned by this state or a state agency or leased to a
14	state agency and is exempt from property taxation under
15	IC 6-1.1-10 or any other law; or
16	(C) owned by a political subdivision of this state and is
17	exempt from property taxation under IC 6-1.1-10 or any
18	other law; or
19	(2) would be exempt from assessment under the ordinance.
20	(e) The assessed value of a property subject to a voluntary
21	assessment agreement is the most recent of valuations from either
22	the county assessor or a third party evaluation accepted by the
23	legislative body.
24	Sec. 11. (a) An ordinance adopted under section 10 of this
25	chapter may be repealed or amended only after notice of the
26	proposed repeal or amendment is published and mailed in the
27	manner provided by section 9 of this chapter. However, in no even
28	shall any ordinance adopted under this chapter be repealed or
29	amended if there is any outstanding debt payable from
30	assessments.
31	(b) Notwithstanding subsection (a), an ordinance adopted under
32	section 10 of this chapter may be amended to add additional
33	contiguous parcels to which benefits of economic improvement
34	projects accrue at the request of the owner or owners of such
35	parcels. If an ordinance is amended under this subsection, the rate
36	and method of apportionment report shall be amended to reflect
37	the revised list of parcels and related assessments, and notice must
38	be provided under section 14(b) of this chapter.
39	Sec. 12. An ordinance adopted under section 10 of this chapter
40	may provide that businesses established within the district after the
41	creation of the district are exempt from special assessments for a
42	period not to exceed one (1) year.



Sec.	13. An ordinance adopted under section 10 of this chapter
must es	stablish a community infrastructure improvement board to
be app	ointed by the legislative body. The board must have at least
three (3	3) members, and a majority of the board members must own
real pr	operty within the district. However, if there is only one (1)
proper	ty owner within a district, the legislative body shall appoint
one (1)	member to the community infrastructure improvement
board	who owns real property within the district and not more
than tv	wo (2) other members who are not required to own real
proper	ty within the district.

Sec. 14. (a) The following apply:

- (1) The board shall use the formula approved by the legislative body under section 10(a)(4) of this chapter to determine the percentage of benefit to be received by each parcel of real property within the community infrastructure improvement district. The board shall apply the percentage determined for each parcel to the total amount that is to be defrayed by special assessment and determine the special assessment for each parcel.
- (2) In the event of a reassessment as provided in section 6(4) of this chapter, the next assessment installment will include an additional amount owed, if any, equal to the difference between the amount originally calculated in subdivision (1) and the amount calculated pursuant to subdivision (1) using the reassessment methodology described in the rate and method of apportionment report.
- (b) Promptly after determining the proposed assessment for each parcel, the board shall mail notice to each owner of property to be assessed. The notice must:
 - (1) describe any potential proposed special assessment and estimates of related annual installments thereof, including any method by which the assessments or installments may change depending on factors as set forth in the rate and method of apportionment report;
 - (2) state that the rate and method of apportionment report and the proposed special assessment on each parcel of real property in the community infrastructure improvement district is on file and can be seen in the board's office;
 - (3) state the time and place where written remonstrances against the special assessment may be filed;
 - (4) set forth the time and place where the board will hear any owner of assessed real property who has filed a remonstrance



before the hearing date; and

- (5) state that the board, after hearing evidence, may decrease, or leave unchanged, the special assessment on any parcel.
- (c) The notices must be deposited in the mail twenty (20) days before the hearing date. The notices to the owners must be addressed as the names and addresses appear on the tax duplicates and the records of the county auditor.
- (d) At the time fixed in the notice, the board shall hear any owner of assessed real property who has filed a written remonstrance before the date of the hearing. The hearing may be continued from time to time as long as is necessary to hear the owners.
- (e) The board shall render its decision by either confirming or decreasing each special assessment by setting opposite each name, parcel, and proposed assessment, the amount of the assessment as determined by the board. However, if the total of the special assessments exceeds the amount needed, the board shall make a prorated reduction in each special assessment.
- (f) Except as provided in section 15 of this chapter, the signing of the special assessment schedule by a majority of the members of the board and the delivery of the schedule to the county auditor constitute a final and conclusive determination of the benefits that are assessed.
- (g) Each special assessment is a lien on the real property that is assessed and is subordinate to and subject to all other liens and encumbrances then existing or thereafter created.
- (h) The board shall certify to the county auditor the schedule of special assessments of benefits. For purposes of providing substantiation of the deductibility of a special assessment for federal adjusted gross income tax purposes under Section 164 of the Internal Revenue Code, the board shall, to the extent practicable, supplement the schedule of special assessments provided to the county auditor with a statement that identifies the part of each special assessment that is allocable to interest, maintenance, and repair charges. If the board provides the county auditor with the statement, the county auditor shall show, on the tax statement, the part of the special assessment that is for interest and maintenance and repair items separately from the remainder of the special assessment.
- (i) An assessment or reassessment, interest, the expense of collection, and reasonable attorney's fees, if incurred, is:
 - (1) a lien that is effective from the date of the ordinance or



1	order levying the assessment until the assessment is paid;
2	(2) a lien that is subject to and subordinate to:
3	(A) all liens and encumbrances existing at the time the
4	assessment lien becomes effective; and
5	(B) any later extension or amendment of the liens and
6	encumbrances existing at the time the assessment lien
7	became effective;
8	(3) a lien that runs with the land and that portion of an
9	assessment payment that has not yet come due is not
10	eliminated by transfer of the parcel to a tax exempt owner;
11	and
12	(4) an assessment lien that may be enforced by the governing
13	body in the same manner that mortgages are foreclosed.
14	(j) Delinquent installments of the assessment shall incur interest,
15	penalties, and attorney's fees in the same manner as delinquent ad
16	valorem taxes.
17	(k) The owner of assessed property, including those by way of
18	voluntary assessment, may pay at any time all or any part of the
19	assessment, with interest that has accrued on the assessment, on
20	any lot or parcel.
21	Sec. 15. (a) Any owner of real property in a community
22	infrastructure improvement district may file an action contesting
23	the validity of:
24	(1) the ordinance adopted under section 10 of this chapter; or
25	(2) the assessment schedule adopted under section 14 of this
26	chapter.
27	(b) An action under this section must be filed:
28	(1) in the circuit or superior court of the county in which the
29	community infrastructure improvement district is located;
30	and
31	(2) within thirty (30) days after adoption of either the
32	ordinance or assessment schedule, respectively.
33	Sec. 16. Within thirty (30) days after the county auditor receives
34	the certification of final scheduled assessments for the completion
35	of the economic improvement project, the auditor shall deliver a
36	copy of the certificate to the county treasurer. Each year, the
37	board, which may work through a third party administrator, shall
38	assist the county treasurer in order to:
39	(1) prepare an annual assessment roll, which shall reflect
40	which parcels, if any, have fully paid any applicable
41	assessment and therefore no longer owe an assessment
42	installment;



(2) designate which parcels are assessed, and in what

2	amounts, going forward;
3	(3) establish annual assessment installments consistent with
4	the rate and method apportionment report; and
5	(4) calculate and add to the annual assessment installments
6	due any penalties, interest, fees, or payments owed under
7	section 14(j) of this chapter, and other amounts due.
8	Each year, the treasurer shall add the full annual assessment
9	installment due in that year to the tax statements of the person
10	owning the property affected by the assessment, designating it in
11	a manner distinct from general taxes.
12	Sec. 17. Assessments collected under this chapter shall be paid
13	to the board.
14	Sec. 18. (a) The board shall establish a community
15	infrastructure improvement fund and shall deposit in this fund all
16	assessments received under this chapter and any other amounts
17	received by the board.
18	(b) Money in the community infrastructure improvement fund
19	may be used only for the purposes specified in the ordinance
20	establishing the community infrastructure improvement district.
21	Any money earned from investment of money in the fund becomes
22	a part of the fund.
23	Sec. 19. (a) Before November 1 of each year, the board shall
24	prepare and submit to the fiscal body a budget for the following
25	calendar year governing the board's projected expenditures from
26	the community infrastructure improvement fund. Such budget
27	must include amounts to pay debt service on any bonds supported
28	by assessments and assessment installments until such bonds are
29	paid in full. The fiscal body may approve, modify, or reject the
30	proposed budget.
31	(b) The board may make an expenditure from the community
32	infrastructure improvement fund only if the expenditure was
33	approved by the fiscal body in its review of the board's budget or
34	was otherwise approved by the fiscal body.
35	Sec. 20. The board must comply with IC 36-1-12 when
36	contracting for public works.
37	Sec. 21. The board may enter into lease or contractual
38	agreements, or both, with governmental, not-for-profit, or other
39	private entities for the purpose of carrying out economic
40	improvement projects.
41	Sec. 22. If the ordinance that established a community

infrastructure improvement district is repealed, the assets and



42

liabilities of the community infrastructure improvement district shall be disposed of in the manner determined by the unit. However, liabilities incurred by the community infrastructure improvement district are not an obligation of the unit and are payable only from the special assessments and other revenues of the district.

- Sec. 23. The board shall submit an annual report to the legislative body and the fiscal body before February 15 of each year. The report must summarize the board's activities and expenditures during the preceding calendar year.
 - Sec. 24. The board may:

- (1) exercise any of the powers of a unit under IC 36-7-12-18 or IC 36-7-12-18.5; or
- (2) issue revenue bonds under section 26 of this chapter; to finance an economic improvement project.
- Sec. 25. Upon acceptance or rejection of a proposed community infrastructure improvement district following a petition under this chapter, the resulting district (or the person that files the petition, if the proposed district is rejected) shall, at the request of the unit, reimburse the unit for all or part of the reasonable expenses incurred by the unit to comply with this chapter. The legislative body of the unit may choose not to collect all or part of the reasonable expenses incurred to comply with this chapter.
- Sec. 26. (a) In accordance with section 24 of this chapter, the board may issue bonds or notes payable from assessments assessed under this chapter to finance economic improvement projects. The bonds or notes may be publicly offered or privately placed in the manner determined by the board. Such assessments are not ad valorem property taxes and any bonds or notes payable from the assessment revenue are not general obligations of the unit that established the community infrastructure improvement district.
- (b) The board may enter into ancillary financial agreements relating to and in furtherance of its issuance of bonds or notes under this chapter, including agreements with the unit that established the district.
- (c) Bonds or notes issued under this chapter shall include provisions for redemptions from property owners who choose to make one (1) time lump sum assessment prepayments on the unamortized portion of any assessment applicable to their property.
- (d) Bonds or notes issued under this chapter are subject to the following limitations:



1	(1) The bonds or notes may be issued for a period not to
2	exceed thirty-five (35) years.
3	(2) The average life of the bonds or notes may not exceed one
4	hundred twenty percent (120%) of the average economic life
5	of the improvements for which the bonds or notes are issued.
6	Sec 27 This chanter expires July 1 2028

