SENATE BILL No. 23

DIGEST OF INTRODUCED BILL

Citations Affected: IC 36-4-3.

Synopsis: Annexation. Provides the following with regard to an involuntary annexation for which an annexation ordinance is adopted after June 30, 2020: (1) Requires the county executive to review certain annexations (mandatory review). (2) Allows the county executive the option (if approved by a majority vote of the members) of reviewing certain annexations (discretionary review). Provides that: (1) whether a county executive has any review authority; and (2) if so, whether the review authority is discretionary or mandatory; depends upon the percentage that the total assessed value of taxable property annexed in the preceding calendar year (including voluntary and supervoluntary annexations) represents of the total assessed value of the municipality in the calendar year that the annexation ordinance is adopted (without considering the property annexed in the ordinance or in ordinances adopted in the preceding calendar year that have not taken effect). Allows a county executive that conducts a discretionary or mandatory review to do the following upon an affirmative vote of all of its members: (1) Terminate the annexation. (2) Void all annexation ordinances adopted during the calendar year. Requires a fiscal plan prepared after June 30, 2020, to address any estimated effects of the annexation on taxing units not included in the annexation. Requires after June 30, 2020, that notice be given of certain annexation proceedings to taxing units and political subdivisions evaluated for purposes of the fiscal plan.

Effective: July 1, 2020.

Boots

January 6, 2020, read first time and referred to Committee on Local Government.



Introduced

Second Regular Session of the 121st General Assembly (2020)

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 2019 Regular Session of the General Assembly.

SENATE BILL No. 23

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 36-4-3-1.3 IS ADDED TO THE INDIANA CODE
2	AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY
3	1, 2020]: Sec. 1.3. (a) This section applies to an annexation
4	ordinance adopted after June 30, 2020.
5	(b) This section applies to any taxing unit or political
6	subdivision that the municipality evaluates in its fiscal plan under
7	section 13(d)(8) of this chapter as being affected or potentially
8	affected by the annexation.
9	(c) The municipality shall provide notice to the fiscal officer of
10	a taxing unit or political subdivision of:
11	(1) an outreach program meeting under section 1.7(c) of this
12	chapter; and
13	(2) an annexation hearing under sections 2.1 and 2.2(b) of this
14	chapter;
15	in the same manner that notice is provided to owners of real
16	property described under section 2.2(c) of this chapter. The
17	municipality shall provide notice to a taxing unit or political



subdivision under this section, regardless of whether the municipality determines in the fiscal plan that the annexation affects the taxing unit or political subdivision. SECTION 2. IC 36-4-3-1.7, AS AMENDED BY P.L.206-2016,

SECTION 2, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE JULY 1, 2020]: Sec. 1.7. (a) This section applies only to an annexation ordinance adopted after June 30, 2015. This section does not apply to an annexation under section 5.1 of this chapter.

9 (b) Not earlier than six (6) months before a municipality introduces 10 an annexation ordinance, the municipality shall conduct an outreach program to inform citizens regarding the proposed annexation. For an 11 12 annexation under section 3 or 4 of this chapter, the outreach program 13 must conduct at least six (6) public information meetings regarding the 14 proposed annexation. For an annexation under section 5 of this chapter, 15 the outreach program must conduct at least three (3) public information 16 meetings regarding the proposed annexation. The public information 17 meetings must provide citizens with the following information:

18 (1) Maps showing the proposed boundaries of the annexation territory.

20 (2) Proposed plans for extension of capital and noncapital services in the annexation territory, including proposed dates of 21 22 extension.

> (3) Expected fiscal impact on taxpayers in the annexation territory, including any increase in taxes and fees.

25 (c) The municipality shall provide notice of the dates, times, and 26 locations of the outreach program meetings. The municipality shall 27 publish the notice of the meetings under IC 5-3-1, including the date, 28 time, and location of the meetings, except that notice must be published 29 not later than thirty (30) days before the date of each meeting. The 30 municipality shall also send notice to each owner of land within the 31 annexation territory and (after June 30, 2020) the fiscal officer of 32 each political subdivision and taxing unit under section 1.3 of this 33 chapter not later than thirty (30) days before the date of the first 34 meeting of the outreach program. The notice to landowners and (after 35 June 30, 2020) the fiscal officers under section 1.3 of this chapter 36 shall be sent by first class mail, certified mail with return receipt 37 requested, or any other means of delivery that includes a return receipt 38 and must include the following information:

39 (1) If the notice is to a landowner, the notice must inform the 40 landowner that the municipality is proposing to annex territory 41 that includes the landowner's property.

42 (2) The municipality is conducting an outreach program for the



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1 purpose of providing information to landowners and the public 2 regarding the proposed annexation. 3 (3) The date, time, and location of the meetings to be conducted 4 under the outreach program. 5 (d) The notice shall be sent to the address of the landowner as listed 6 on the tax duplicate. After June 30, 2020, the notice shall also be sent 7 to the fiscal officer of the political subdivision or taxing unit. If the 8 municipality provides evidence that the notice was sent: 9 (1) by certified mail, with return receipt requested or any other 10 means of delivery that includes a return receipt; and (2) in accordance with this section; 11 12 it is not necessary that the landowner or (after June 30, 2020) fiscal 13 officer accept receipt of the notice. If a remonstrance is filed under 14 section 11 of this chapter, the municipality shall file with the court proof that notices were sent to landowners under this section and proof 15 16 of publication. 17 (e) The notice required under this section is in addition to any notice 18 required under sections 2.1 and 2.2 of this chapter. 19 SECTION 3. IC 36-4-3-3.5 IS AMENDED TO READ AS 20 FOLLOWS [EFFECTIVE JULY 1, 2020]: Sec. 3.5. (a) An annexation 21 ordinance adopted under this chapter must contain the following 22 information: 23 (1) A description of the boundaries of the territory to be annexed, 24 including any public highway or right-of-way. 25 (2) The approximate number of acres in the territory to be 26 annexed. 27 (3) A description of any special terms and conditions adopted 28 under section 8 of this chapter. 29 (4) This subdivision applies only to an annexation ordinance 30 adopted after June 30, 2020. This subdivision does not apply 31 to an annexation ordinance adopted under section 5 or 5.1 of 32 this chapter. A statement of the following: (A) The amounts determined under section 10.1(c)(1), 33 34 10.1(c)(2), and 10.1(c)(3) of this chapter. 35 (B) The percentage that each amount determined under section 10.1(c)(1) and 10.1(c)(2) of this chapter represents 36 37 of the amount determined under section 10.1(c)(3) of this 38 chapter. 39 (b) An ordinance adopted under section 3 or 4 of this chapter must 40 also contain a description of any property tax abatements adopted 41 under section 8.5 of this chapter. 42 SECTION 4. IC 36-4-3-10.1 IS ADDED TO THE INDIANA CODE



2020

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1	AS A NEW SECTION TO READ AS FOLLOWS [EFFECTIVE JULY
2	1, 2020]: Sec. 10.1. (a) This section applies only to an annexation
3	ordinance adopted after June 30, 2020.
4	(b) The following definitions apply throughout this section:
5	(1) "Earlier annexation ordinance" refers to an annexation
6	ordinance (including the ordinance of an annexation under
7	section 5 or 5.1 of this chapter) adopted in the calendar year
8	preceding the calendar year in which the pending annexation
9	ordinance is adopted.
10	(2) "Pending annexation" refers to an annexation (not
11	including an annexation under section 5 or 5.1 of this chapter)
12	for which a determination is made under subsection (e)
13	regarding county executive review of the annexation.
14	(3) "Pending annexation ordinance" refers to the annexation
15	ordinance of a pending annexation.
16	(c) Whenever a municipality adopts an annexation ordinance
17	(except for an ordinance of an annexation under section 5 or 5.1 of
18	this chapter), the municipality shall determine the following:
19	(1) The total gross assessed value of all taxable property
20	annexed by the municipality in all earlier annexation
21	ordinances, regardless of when the ordinances take effect.
22	Total gross assessed value shall be determined as of the
23	assessment date in the calendar year preceding the calendar
24	year in which the pending annexation ordinance was adopted.
25	(2) The total gross assessed value of all taxable property
26	annexed by the municipality in all earlier annexation
27	ordinances that were adopted on the same date, regardless of
28	when the ordinances take effect. Total gross assessed value
29	shall be determined as of the assessment date in the calendar
30	year preceding the calendar year in which the pending
31	annexation ordinance was adopted.
32	(3) The total gross assessed value of all taxable property in the
33	municipality in the calendar year in which the pending
34	annexation ordinance was adopted without considering the
35	territory to be annexed in:
36	(A) the pending annexation ordinance; and
37	(B) any earlier annexation ordinance that has not taken
38	effect.
39	(d) The municipality shall file the pending annexation ordinance
40	and fiscal plan with the county executive of each county in which
41	the annexation territory is located not later than seven (7) business
42	days after the pending annexation ordinance is adopted, if the
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1	pending annexation is:
2	(1) subject to mandatory review by the county executive
$\frac{2}{3}$	under (e)(1) or (e)(3); or
4	(2) eligible for discretionary review by the county executive
5	under subsection (e)(2).
6	(e) The authority of the county executive to review the pending
7	annexation shall be determined according to the following:
8	(1) The county executive shall review the pending annexation
9	if the total gross assessed value determined under subsection
10	(c)(1) is more than fifteen percent (15%) of the total gross
11	assessed value determined under subsection (c)(3).
12	(2) The county executive may review the pending annexation
13	if:
14	(A) the total gross assessed value determined under
15	subsection (c)(2) is:
16	(i) more than five percent (5%); and
17	(ii) not more than fifteen percent (15%);
18	of the total gross assessed value determined under
19	subsection (c)(3); and
20	(B) all of the members of the county executive vote in favor
21	of reviewing the pending annexation not later than fifteen
22	(15) business days after the date of filing under subsection
23	(d).
24	The county executive shall provide notice under subsection (g)
25	if the county executive votes in favor of reviewing the pending
26	annexation.
27	(3) The county executive shall review the pending annexation
28	if the pending annexation meets the criteria for both
29	mandatory review in subdivision (1) and discretionary review
30	in subdivision (2).
31	(f) After the county executive completes its discretionary or
32	mandatory review, the county executive may vote, not later than
33	ninety (90) days after the date of filing under subsection (d), on the
34	question of whether the pending annexation should proceed or
35	terminate. If all the members of the county executive vote in favor
36	of terminating the pending annexation, both of the following occur:
37	(1) The pending annexation is terminated and may not
38	proceed under section 11.1(d) of this chapter.
39	(2) Any annexation ordinance that was adopted by the
40	municipality during the calendar year in which the pending
41	annexation ordinance was adopted is void.
42	If the county executive does not take action or less than all of its



members vote in favor of terminating the pending annexation, the 2 pending annexation shall proceed under section 11.1(d) of this chapter. Notice shall be provided in accordance with subsection (g) 4 if the county executive terminates the pending annexation or if the pending annexation will proceed.

6 (g) The notice required under subsections (e) and (f) shall be 7 provided by publication in accordance with IC 5-3-1 and to owners 8 of real property described in section 2.2 of this chapter and taxing 9 units and political subdivisions described in section 1.3 of this 10 chapter. The municipality shall provide the county executive with 11 the names and addresses of owners of real property under section 12 2.2 of this chapter and the fiscal officers of the taxing units and 13 political subdivisions under section 1.3 of this chapter.

14 (h) The failure of a county executive to review, deny, or take any 15 action on a pending annexation does not affect the right of an 16 owner of real property to remonstrate, file an appeal, or take any 17 other action with respect to the pending annexation that is 18 permitted by law.

19 SECTION 5. IC 36-4-3-11.1, AS ADDED BY P.L.228-2015, 20 SECTION 13, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE 21 JULY 1, 2020]: Sec. 11.1. (a) Except as provided in subsection (c), 22 this section applies only to an annexation ordinance adopted after June 23 30, 2015.

(b) After a municipality adopts an annexation ordinance in accordance with all applicable notice and hearing requirements under this chapter, the annexation may not proceed unless the annexing municipality completes the procedures set forth in this section.

(c) An annexation that is eligible for discretionary review or that is subject to mandatory review by the county executive under section 10.1 of this chapter must file the annexation ordinance and fiscal plan with the county executive before the annexation may proceed under subsection (d).

(c) (d) The proper officers of the municipality must give notice of the applicability of the remonstrance process by providing notice by: (1) publication in accordance with IC 5-3-1; and

36 (2) first class mail or certified mail with return receipt requested, 37 or any other means of delivery that includes a return receipt to the 38 circuit court clerk, and to owners of real property described in 39 section 2.2 of this chapter, and (after June 30, 2020) to any 40 political subdivision and taxing unit under section 1.3 of this 41 chapter.

42 Notice under this section must be published and mailed or delivered on



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1	the same date that notice of the adoption of the annexation ordinance
2	is published under section 7 of this chapter.
3	(d) (e) The notice of the applicability of the remonstrance process
4	under subsection (c) (d) must state the following:
5	(1) Any owners of real property within the area proposed to be
6	annexed who want to remonstrate against the proposed
7	annexation must complete and file remonstrance petitions in
8	compliance with this chapter. The notice must state:
9	(A) that remonstrance petitions must be filed not later than
10	ninety (90) days after the date that notice of the adoption of the
11	annexation ordinance was published under section 7 of this
12	chapter; and
13	(B) the last date in accordance with clause (A) that
14	remonstrance petitions must be filed with the county auditor
15	to be valid.
16	(2) A remonstrance petition may be signed at the locations
17	provided by the municipality under subsection (e). (f). The notice
18	must provide the following information regarding each location:
19	(A) The address of the location.
20	(B) The dates and hours during which a remonstrance petition
21	may be signed at the location.
22	(e) (f) Beginning the day after publication of the notice under
23	subsection (c) (d) and ending not later than ninety (90) days after
24	publication of the notice under subsection (c), (d), the municipality
25	shall provide both of the following:
26	(1) At least one (1) location in the offices of the municipality
27	where a person may sign a remonstrance petition during regular
28	business hours.
29	(2) At least one (1) additional location that is available for at least
30	five (5) days, where a person may sign a remonstrance petition.
31	The location must meet the following requirements:
32	(A) The location must be in a public building:
33	(i) owned or leased by the state or a political subdivision,
34	including a public library, community center, or parks and
35	recreation building; and
36	(ii) located within the boundaries of the municipality or the
37	annexation territory.
38	(B) The location must be open according to the following:
39	(i) On a day that the location is open on a weekday, the
40	location must be open at a minimum from 5 p.m. to 9 p.m.
41	(ii) On a day that the location is open on a Saturday or
42	Sunday, the location must be open at least four (4) hours
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1 2 3 4 5 6 7 8 9 10 11 12	during the period from 9 a.m. to 5 p.m. (f) (g) An additional location may not be open on a day that is a legal holiday. At any location and during the hours that a remonstrance petition may be signed, the municipality shall have a person present: (1) to witness the signing of remonstrance petitions; and (2) who shall swear and affirm before a notary public that the person witnessed each person sign the remonstrance petition. SECTION 6. IC 36-4-3-13, AS AMENDED BY P.L.206-2016, SECTION 6, IS AMENDED TO READ AS FOLLOWS [EFFECTIVE JULY 1, 2020]: Sec. 13. (a) Except as provided in subsection (e), at the hearing under section 12 of this chapter, the court shall order a proposed annexation to take place if the following requirements are
13	met:
14	(1) The requirements of either subsection (b) or (c).
15	(2) The requirements of subsection (d).
16	(3) The requirements of subsection (i).
17 18	(b) The requirements of this subsection are met if the evidence
18 19	establishes the following: (1) That the territory cought to be encoved is contiguous to the
19 20	(1) That the territory sought to be annexed is contiguous to the
20 21	municipality. (2) One (1) of the following:
21	(A) The resident population density of the territory sought to
22	be annexed is at least three (3) persons per acre.
23 24	(B) Sixty percent (60%) of the territory is subdivided.
25	(C) The territory is zoned for commercial, business, or
26	industrial uses.
27	(c) The requirements of this subsection are met if the evidence
28	establishes one (1) of the following:
29	(1) That the territory sought to be annexed is:
30	(A) contiguous to the municipality as required by section 1.5
31	of this chapter, except that at least one-fourth $(1/4)$, instead of
32	one-eighth (1/8), of the aggregate external boundaries of the
33	territory sought to be annexed must coincide with the
34	boundaries of the municipality; and
35	(B) needed and can be used by the municipality for its
36	development in the reasonably near future.
37	(2) This subdivision applies only to an annexation for which an
38	annexation ordinance is adopted after December 31, 2016. That
39	the territory sought to be annexed involves an economic
40	development project and the requirements of section 11.4 of this
41	chapter are met.
42	(d) The requirements of this subsection are met if the evidence



establishes that the municipality has developed and adopted a written fiscal plan and has established a definite policy, by resolution of the legislative body as set forth in section 3.1 of this chapter. The fiscal plan must show the following:

5 (1) The cost estimates of planned services to be furnished to the 6 territory to be annexed. The plan must present itemized estimated 7 costs for each municipal department or agency.

8 (2) The method or methods of financing the planned services. The 9 plan must explain how specific and detailed expenses will be 10 funded and must indicate the taxes, grants, and other funding to 11 be used.

(3) The plan for the organization and extension of services. The
plan must detail the specific services that will be provided and the
dates the services will begin.

15 (4) That planned services of a noncapital nature, including police protection, fire protection, street and road maintenance, and other 16 noncapital services normally provided within the corporate 17 18 boundaries, will be provided to the annexed territory within one 19 (1) year after the effective date of annexation and that they will be 20 provided in a manner equivalent in standard and scope to those 21 noncapital services provided to areas within the corporate 22 boundaries regardless of similar topography, patterns of land use, 23 and population density.

(5) That services of a capital improvement nature, including street
(5) That services of a capital improvement nature, including street
construction, street lighting, sewer facilities, water facilities, and
stormwater drainage facilities, will be provided to the annexed
territory within three (3) years after the effective date of the
annexation in the same manner as those services are provided to
areas within the corporate boundaries, regardless of similar
topography, patterns of land use, and population density, and in

a manner consistent with federal, state, and local laws,
procedures, and planning criteria.
(6) This subdivision applies to a fiscal plan prepared after June
30, 2015. The estimated effect of the proposed annexation on

3430, 2015. The estimated effect of the proposed annexation on35taxpayers in each of the political subdivisions to which the36proposed annexation applies, including the expected tax rates, tax37levies, expenditure levels, service levels, and annual debt service38payments in those political subdivisions for four (4) years after39the effective date of the annexation.

40 (7) This subdivision applies to a fiscal plan prepared after June
41 30, 2015. The estimated effect the proposed annexation will have
42 on municipal finances, specifically how municipal tax revenues



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1	will be affected by the annexation for four (4) years after the
2	effective date of the annexation.
3	(8) This subdivision applies to a fiscal plan prepared after June
4	30, 2015. June 30, 2019. Any estimated effects on political
5	subdivisions and taxing units (as defined in IC 6-1.1-1-21) in
6	the county that are not part of the annexation and on taxpayers
7	located in those political subdivisions and taxing units (as
8	defined in IC 6-1.1-1-21) for four (4) years after the effective
9	date of the annexation.
10	(9) This subdivision applies to a fiscal plan prepared after June
11	30, 2015. A list of all parcels of property in the annexation
12	territory and the following information regarding each parcel:
13	(A) The name of the owner of the parcel.
14	(B) The parcel identification number.
15	(C) The most recent assessed value of the parcel.
16	(D) The existence of a known waiver of the right to
17	remonstrate on the parcel. This clause applies only to a fiscal
18	plan prepared after June 30, 2016.
19	(e) At the hearing under section 12 of this chapter, the court shall do
20	the following:
21	(1) Consider evidence on the conditions listed in subdivision (2).
22	(2) Order a proposed annexation not to take place if the court
23	finds that all of the following conditions that are applicable to the
24	annexation exist in the territory proposed to be annexed:
25	(A) This clause applies only to an annexation for which an
26	annexation ordinance was adopted before July 1, 2015. The
27	following services are adequately furnished by a provider
28	other than the municipality seeking the annexation:
29	(i) Police and fire protection.
30	(ii) Street and road maintenance.
31	(B) The annexation will have a significant financial impact on
32	the residents or owners of land. The court may not consider:
33	(i) the personal finances; or
34	(ii) the business finances;
35	of a resident or owner of land. The personal and business
36	financial records of the residents or owners of land, including
37	state, federal, and local income tax returns, may not be subject
38	to a subpoena or discovery proceedings.
39	(C) The annexation is not in the best interests of the owners of
40	land in the territory proposed to be annexed as set forth in
41	subsection (f).
42	(D) This clause applies only to an annexation for which an



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1 2	annexation ordinance is adopted before July 1, 2015. One (1)
$\frac{2}{3}$	of the following opposes the annexation: (i) At least sixty-five percent (65%) of the owners of land in
4	the territory proposed to be annexed.
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6	(ii) The owners of more than seventy-five percent (75%) in
7	assessed valuation of the land in the territory proposed to be annexed.
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8 9	Evidence of opposition may be expressed by any owner of land in the territory proposed to be expressed
9 10	in the territory proposed to be annexed.
10	(E) This clause applies only to an annexation for which an approximation ordinance is adopted after June 20, 2015. One (1)
11	annexation ordinance is adopted after June 30, 2015. One (1)
12	of the following opposes the annexation: (i) At least fifty one percent (51%) of the owners of lend in
13 14	(i) At least fifty-one percent (51%) of the owners of land in the territory proposed to be approved
14	the territory proposed to be annexed. (ii) The owners of more than sixty percent (60%) in assessed
16	valuation of the land in the territory proposed to be annexed.
17	The remonstrance petitions filed with the court under section
18	11 of this chapter are evidence of the number of owners of
19	land that oppose the annexation, minus any written revocations
20	of remonstrances that are filed with the court under section 11
20	of this chapter.
$\frac{21}{22}$	(F) This clause applies only to an annexation for which an
23	annexation ordinance is adopted before July 1, 2015. This
23	clause applies only to an annexation in which eighty percent
25	(80%) of the boundary of the territory proposed to be annexed
26	is contiguous to the municipality and the territory consists of
27	not more than one hundred (100) parcels. At least seventy-five
28	percent (75%) of the owners of land in the territory proposed
29	to be annexed oppose the annexation as determined under
30	section 11(b) of this chapter.
31	(f) The municipality under subsection $(e)(2)(C)$ bears the burden of
32	proving that the annexation is in the best interests of the owners of land
33	in the territory proposed to be annexed. In determining this issue, the
34	court may consider whether the municipality has extended sewer or
35	water services to the entire territory to be annexed:
36	(1) within the three (3) years preceding the date of the
37	introduction of the annexation ordinance; or
38	(2) under a contract in lieu of annexation entered into under
39	IC 36-4-3-21.
40	The court may not consider the provision of water services as a result
41	of an order by the Indiana utility regulatory commission to constitute
42	the provision of water services to the territory to be annexed.
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1	(g) The most recent:
2	(1) federal decennial census;
3	(2) federal special census;
4	(3) special tabulation; or
5	(4) corrected population count;
6	shall be used as evidence of resident population density for purposes
7	of subsection (b)(2)(A), but this evidence may be rebutted by other
8	evidence of population density.
9	(h) A municipality that prepares a fiscal plan after June 30, 2015,
10	must comply with this subsection. A municipality may not amend the
11	fiscal plan after the date that a remonstrance is filed with the court
12	under section 11 of this chapter, unless amendment of the fiscal plan
13	is consented to by at least sixty-five percent (65%) of the persons who
14	signed the remonstrance petition.
15	(i) The municipality must submit proof that the municipality has
16	complied with:
17	(A) the outreach program requirements and notice requirements
18	of section 1.7 of this chapter; and
19	(B) the requirements of section 11.1 of this chapter.

