

FLORIDA HOUSE OF REPRESENTATIVES

FINAL BILL ANALYSIS

This bill analysis was prepared by nonpartisan committee staff and does not constitute an official statement of legislative intent.

BILL #: [CS/HB 4051](#)

TITLE: Pasco County Mosquito Control District, Pasco County

SPONSOR(S): Yeager, Steele

COMPANION BILL: None

LINKED BILLS: None

RELATED BILLS: None

FINAL HOUSE FLOOR ACTION: 113 Y's 0 N's

GOVERNOR'S ACTION: Approved

SUMMARY

Effect of the Bill:

The bill amends the charter of the Pasco County Mosquito Control District to convert the district's board from being elected at-large to being elected by single-member districts. The bill also establishes a term limit of two four-year terms for board members.

Fiscal or Economic Impact:

The Economic Impact Statement for the bill projects \$5,000 in expenses related to transitioning the board to single-member districts.

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ANALYSIS

EFFECT OF THE BILL:

The bill amends the charter of the [Pasco County Mosquito Control District](#), a [mosquito control district](#) established in 1951 and codified in 2005, to:

- Convert the district's board of commissioners (board) from being elected at-large to single-member districts.
- Require the Pasco County Board of County Commissioners to draw initial boundaries for seats on the district's board by January 1, 2026, and redraw the boundaries after each census.
- Provide criteria for the Pasco County Board of County Commissioners to consider when drawing boundaries.
- Require members of the board to be residents and electors in the district they represent.
- Establish a term limit of two four-year terms. (Section [1](#))

The bill was approved by the Governor on June 6, 2025, ch. 2025-242, L.O.F., and will become effective on July 1, 2025. (Section [2](#))

FISCAL OR ECONOMIC IMPACT:

LOCAL GOVERNMENT:

The Economic Impact Statement for the bill projects \$5,000 in expenses related to transitioning the board to single-member districts.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

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.¹ Special districts are created by general law, special act, local ordinance, or rule of

¹ See *Halifax Hospital Medical Center v. State of Fla., et al.*, 278 So. 3d 545, 547 (Fla. 2019).

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the Governor and Cabinet.² 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 place of, those provided by a municipality or county.³ Special districts are funded through the imposition of ad valorem taxes, fees, or charges on the users of those services as authorized by law.⁴

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.⁵

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 a single municipality.⁶

Special districts are governed generally by the Uniform Special District Accountability Act (USDAA).⁷ The USDAA centralizes provisions governing special districts and applies to the formation,⁸ governance,⁹ administration,¹⁰ supervision,¹¹ merger,¹² and dissolution¹³ of special districts, unless otherwise expressly provided in law.¹⁴ The USDAA requires notice and publication of tentative budgets and final budgets.¹⁵ Certain budget amendments are allowed up to 60 days following the end of the fiscal year.¹⁶

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.¹⁷

Term Limits

Members of a special district governing body who are elected by the qualified electors of the district may not serve for more than 12 consecutive years, unless the district's charter provides more restrictive requirements.¹⁸ Terms of office that commenced before November 5, 2024, do not count toward this limitation and the limitation does not

² See ss. [189.02\(1\)](#), [189.031\(3\)](#), and [190.005\(1\)](#), F.S. See generally [s. 189.012\(6\)](#), F.S.

³ Intergovernmental Affairs Subcommittee, [Local Government Formation Manual](#), p. 56 (last visited Mar. 23, 2025).

⁴ The method of financing a district must be stated in its charter. Ss. [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. 1\(6\), 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), and [388.221](#), F.S. (mosquito control). See also [ch. 2004-397, s. 3\(27\), Laws of Fla.](#) (South Broward Hospital District).

⁵ S. [189.012\(2\)](#), F.S.

⁶ S. [189.012\(3\)](#), F.S.

⁷ S. [189.01](#), F.S., but see 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).

⁸ See ss. [189.02](#) (creation of dependent special districts) and [189.031](#), F.S. (creation of independent special districts).

⁹ See [s. 189.0311](#), F.S. (charter requirements for independent special districts).

¹⁰ See [s. 189.019](#), F.S. (requiring codification of charters incorporating all special acts for the district).

¹¹ See [s. 189.0651](#), F.S. (oversight for special districts created by special act of the Legislature).

¹² Ss. [189.071](#) and [189.074](#), F.S.

¹³ Ss. [189.071](#) and [189.072](#), F.S.

¹⁴ See, e.g., [s. 190.004](#), F.S. (Ch. 190, F.S., as "sole authorization" for creation of community development districts).

¹⁵ S. [189.016\(4\)](#), F.S.

¹⁶ S. [189.016\(6\)](#), F.S.

¹⁷ See, e.g., [ch. 2006-354, Laws of Fla.](#) (Argyle Fire District may impose special assessments, but has no ad valorem tax authority).

¹⁸ S. [189.0312\(1\)](#), F.S.

apply to community development districts or to any independent special district created by special act whose charter provides that any additional grant of powers to community development districts also grants the power to that district.

Mosquito Control Districts

Mosquito control districts (MCDs) are intended to protect health and safety, improve quality of life, promote economic development, and allow for the enjoyment of natural attractions of the state by reducing the number of insects that transmit disease within their boundaries.¹⁹ An MCD may contain part or all of a county or municipality.²⁰ As of March 21, 2025, there were 18 mosquito control districts: 15 independent districts and three dependent districts.²¹ The creation of new MCDs has been prohibited since July 1, 1980.²²

MCDs work closely with the Department of Agriculture and Consumer Services to develop a work plan and budget to meet the needs of the district.²³ In counties without a district, the board of county commissioners may exercise the rights, powers, and duties authorized by statute for an MCD or may direct the county health department to do so.²⁴

MCDs are generally governed by a three-member board of supervisors who are elected to serve a four-year term.²⁵ Board members are elected at-large in a non-partisan election, with the three candidates receiving the highest number of votes elected to the board. An MCD board may adopt a resolution increasing the size of the board to five members or providing for staggered terms of office.²⁶

Pasco County Mosquito Control District

The Pasco County MCD (district) was initially created as the West Pasco County MCD in 1951. The district's charter was codified in 2005.²⁷ The district's boundaries were expanded in 1978, 1981, 1986, 2002, and 2003 and now encompass the entirety of Pasco County.²⁸ The district's budget for Fiscal Year 2024-25 is \$23.3 million.²⁹ The district employs 30 full-time and 10-15 part-time seasonal employees.³⁰

The district is governed by a three-member board.³¹ The board adopted a resolution in 1993 to stagger the terms of office for board members, with two members elected at the general election in a presidential election year and one member elected at a general election in a non-presidential election year.

Local Bill Forms

The Florida Constitution prohibits the passage of any special act unless a notice of intention to seek enactment of the bill has been published as provided by general law or the act is conditioned to take effect only upon approval by referendum vote of the electors in the area affected.³² A legal advertisement of the proposed bill must be placed in a newspaper of general circulation or published on a publicly accessible website³³ at least 30 days prior to the

¹⁹ Ss. [388.0101](#) and [388.011\(5\)](#), F.S.

²⁰ S. [388.021\(1\)](#), F.S.

²¹ Florida Dept. of Commerce, Special District Accountability Program, [Official List of Special Districts](#), (last visited Mar. 22, 2025).

²² S. [388.021\(2\)](#), F.S.

²³ See ss. [388.271](#) and [388.281](#), F.S.

²⁴ Ss. [388.241](#) and [388.251](#), F.S. The county health department must keep the books and make all reports required under ch. 388, F.S., and all purchases, whether by bid or otherwise, must be made in accordance with the procedures allowed by the board of county commissioners. The health department must also submit to the board of county commissioners itemized monthly statements of expenses incurred in carrying out the control program in the county.

²⁵ S. [388.101\(1\)](#), F.S.

²⁶ S. [388.101\(2\)](#) and [\(3\)](#), F.S.

²⁷ [Ch. 2005-322, Laws of Fla.](#)

²⁸ Pasco County Mosquito Control District, [History](#) (last visited Mar. 23, 2025); see also [ch. 2005-322, s. 2\(1\)\(15\), Laws of Fla.](#)

²⁹ Pasco County Mosquito Control District, [2024-2025 DACS-Certified Amended Budget 2004-002](#) (last visited Mar. 23, 2025)

³⁰ Pasco County Mosquito Control District, [History](#) (last visited Mar. 23, 2025).

³¹ [Ch. 2005-322, s. 2\(1\)\(5\), Laws of Fla.](#)

³² [Art. III, s. 10, Fla. Const.](#)

³³ S. [50.0311\(2\)](#), F.S.

introduction of the local bill in the House or Senate.³⁴ The bill was noticed in the [Tampa Bay Times on December 8, 2024](#).

The House local bill policy requires a completed and signed Local Bill Certification Form and Economic Impact Statement Form be filed with the Clerk of the House at the time the local bill is filed or as soon thereafter as possible.³⁵ Under the policy, a committee or subcommittee may not consider a local bill unless these forms have been filed. The following forms have been submitted for the bill:

- [Local Bill Certification Form](#)
- [Economic Impact Statement Form](#)

³⁴ S. [11.02, F.S.](#) If there is no newspaper circulated throughout or published in the county and no publicly accessible website has been designated, notice must be posted for at least 30 days in at least three public places in the county, one of which must be at the courthouse.

³⁵ Intergovernmental Affairs Subcommittee, [Local Bill Policies and Procedures Manual](#), p. 11 (last visited Mar. 23, 2025).