HOUSE OF REPRESENTATIVES COMMITTEE ON COMMUNITY AFFAIRS ANALYSIS - LOCAL LEGISLATION

BILL #: HB 1603

RELATING TO: Indian Rocks Fire District

SPONSOR(S): Representative Crow

TIED BILL(S): None

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) COMMUNITY AFFAIRS (PRC)
- (2) FINANCE & TAXATION (FRC)
- (3)

(4)

(5)

I. <u>SUMMARY</u>:

This bill codifies all prior special acts relating to the Indian Rocks Fire District (District) in Pinellas County into a single act and repeals all prior special acts relating to the District's charter.

This bill also makes substantive changes to the District's charter. The District is renamed and recreated as the Pinellas Suncoast Fire & Rescue District.

This bill revises the District's boundaries. This bill clarifies the procedures for adding land into the District and provides for the exclusion within the District's boundaries those lands annexed into a municipality.

This bill revises the District's authority and election procedures. In addition, this bill clarifies the District's powers and duties.

The bill removes obsolete language which was preempted by applicable general law chapters and inserts applicable chapter language.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

| 1. | Less Government | Yes [] | No [] | N/A [X] |
|----|-------------------------|--------|-------|---------|
| 2. | Lower Taxes | Yes [] | No [] | N/A [X] |
| 3. | Individual Freedom | Yes [] | No [] | N/A [X] |
| 4. | Personal Responsibility | Yes [] | No [] | N/A [X] |
| 5. | Family Empowerment | Yes [] | No [] | N/A [X] |

For any principle that received a "no" above, please explain:

B. PRESENT SITUATION:

Indian Rocks Fire District

The Indian Rocks Fire District is an independent special fire control District in Pinellas County which was created in 1953, by chapter 29438, Laws of Florida, 1953, for the purpose of providing fire control services to the beach and mainland area. In addition to the District containing unincorporated property within its boundaries, the District also includes the cities of Belleair Beach, Belleair Shore, Indian Rocks Beach, and Indian Shores.

The size of the District is nine square miles and serves a population of 25,000. The District currently employs 43 employees and has an additional 12 volunteers. The District owns 2 fire engines, 1 ladder truck, 1 mini-pump, and 1 boat.

In 1999, the District received 3500 calls. Its average response time was 4 minutes. The District currently does not levy ad valorem taxes, but rather assesses \$120 per household.

Codification

Codification is the process of bringing up-to-date a special act. Special acts are not codified and, after the Legislature passes the initial enabling act, special acts continuously amend or alter previously enacted special acts. To ascertain the current status of any special act, it is necessary to research all amendments or changes made to the act since its inception or original passage by the Legislature. Codification of special district charters is important because it allows readers to go to one special act to determine the current charter of a district, instead of two, ten, twenty, or sometimes more special acts.

Section 191.015, Florida Statutes, provided for codification of fire control districts charters either by December 1, 2001, or when any act relating to such district is introduced to the Legislature, whichever occurs first. In addition, section 189.429, Florida Statutes, was created by the 1997 Legislature which required that no changes be made to a special districts charter as it exists on October 1, 1997, in the codifying legislation and that all prior Legislative acts relating to the district be repealed.

The 1998 Legislature further amended section 191.015, Florida Statutes, by (I) *extending the deadline to codify to December 1, 2004*, (ii) allowing for the adoption of the codification

schedule provided for in an October 3, 1997 memorandum issued by the Chair of the Committee on Community Affairs, and (iii) removing the requirement that a codified charter must be submitted prior to the introduction of any act relating to the charter or prior to the scheduled deadline. In addition, section 189.429 was amended by removing the prohibition of substantive amendments in a districts codification bill.

To date, five independent special fire control districts have codified pursuant to section 191.015, Florida Statutes. Those fire control districts are:

| Florosa Fire Control District | Ch. 99-479 |
|---|-------------|
| Lee County Bonita Springs Fire Control District | Ch. 98-464 |
| North Bay Fire Control District | Ch. 98-470 |
| North Naples Fire District | Ch. 99-450 |
| Ocean City-Wright District | Ch. 99-478. |

The South Walton Fire District attempted to codify its charter during the 1999 Legislative Session. However, the codification bill died on the House calendar on April 30, 1999.

There are some independent special fire control districts which do not have to codify as they do not have more than one special act. Most of these independent special fire control districts previously were governed by ordinances. However, these ordinances were preempted by chapter 191, Florida Statutes, (see section 191.004, Florida Statutes). Some independent special fire control districts have codified their charter even though they currently do not have any special acts. These codifications are generally a restatement of chapter 191, Florida Statutes.

Status Statement Language

Section 189.404(5), Florida Statutes, provides that after October 1, 1997, the charter of any newly created special district shall contain and, as practical, the charter of a preexisting special district shall be amended to contain, a reference to the status of the special district as dependent or independent. When necessary, the status statement shall be amended to conform with the departments determination or declaratory statement regarding the status of the district.

Chapter 191, Florida Statutes, Provisions

Chapter 191, Florida Statutes, is the "Independent Special Fire Control District Act" (Act). The Act's purpose is to establish standards and procedures concerning the operations and governance of the 53 independent special fire control districts, and to provide greater uniformity in the financing authority, operations, and procedures for electing members of the governing boards of such districts to ensure greater accountability to the public. The Act requires each district, whether created by special act, general law of local application, or county ordinance, to comply. The section provides that it is the intent of the Legislature that this Act supersede all special acts or general laws of local application provisions that contain the charter of an independent special fire control district. However, those provisions that address district boundaries and geographical subdistricts for the election of members of the governing board are excepted. Chapter 191, Florida Statutes, also does

not repeal any authorization providing for the levying of ad valorem taxes, special assessments, non-ad valorem assessments, impact fees, or other charges.

District Board of Commissioners

Section 191.005, Florida Statutes, provides for the election of the district board of commissioners, including its membership, officers, and meetings. This section requires the business affairs of each district to be conducted and administered by a five-member board which is elected in nonpartisan staggered elections by the electors of the district. Districts which currently have three-member boards were required to increase to five members unless a special act was enacted after 1997, which provides that they are three-member boards. Although a special act is needed to have fewer than five members, a district can have more than five commissioners on its governing board. Pursuant to paragraph (c) of subsection 191.005(1), the Act does not require the elimination of board seats from those boards with more than five commissioners.

Candidates for the board are required to qualify with the county supervisor of elections. Except as specifically stated in chapter 191, Florida Statutes, elections must be held at the same time and in the same manner as prescribed by law for holding general elections in accordance with subsections 189.405(2)(a) and (3), Florida Statutes. Each member is elected for a term of 4 years and serves until the member's successor is chosen and qualified. Candidates for the board must qualify by paying a filing fee equal to 3 percent of the salary or honorarium paid for the office, or a filing fee of \$25, whichever is more. In the alternative, candidates may qualify by submitting a petition that contains the signatures of at least 3 percent of the district's registered electors, or any lesser amount of signatures as directed by chapter 99, chapter 582, or other general or special law. No election or party assessment shall be levied if the election is nonpartisan. The forms are to be submitted and checked in the same manner as petitions filed by nonpartisan judicial candidates pursuant to section 105.035, Florida Statutes.

If a district presently elects members of its board, the next election must be conducted in accordance with section 191.005, Florida Statutes. This section does not require the early expiration of any member's term of office by more than 60 days.

Members of the board may each be paid a salary or honorarium which is determined by at least a majority-plus-one vote of the board. Such salary or honorarium is prohibited from exceeding \$500 per month for each member. Members may be reimbursed for travel and per diem expenses pursuant to section 112.061, Florida Statutes.

When a vacancy occurs on the board, the remaining members are permitted to appoint a qualified person to fill the seat until the next general election, at which time an election must be held to fill the vacancy. Upon assuming office, each member must take and subscribe to the oath of office and within 30 days after assuming office, give a surety bond in the sum of \$5,000. The cost of such bond is borne by the district.

The board is required to maintain records of all meetings, resolutions, proceedings, certificates, bonds given by commissioners, and corporate acts. The records are open to inspection in the same manner as state, county, and municipal records are open under chapter 119, Florida Statutes. All meetings of the board are open to the public and governed by chapter 286, Florida Statutes, section 189.417, Florida Statutes, section 191.005, Florida Statutes, and other applicable general laws.

Powers of the District

The district's general governmental powers, which may be exercised by majority vote, include but are not limited to the following:

- To provide for a pension or retirement plan for its employees. The board is also authorized to provide for an extra compensation program, including a lump-sum bonus payment program, to reward outstanding employees.
- To adopt resolutions and procedures prescribing the powers, duties, and functions of the officers of the district, the conduct of the business of the district, the maintenance of records, and the form of other documents and records of the district. The board is also authorized to adopt ordinances and resolutions that are necessary to conduct district business.
- To acquire, by purchase, lease, gift, dedication, devise, or otherwise, real and personal property or any estate for any purpose authorized in the Act.
- To hold, control, and acquire by donation or purchase any public easement, dedication to public use, platted reservation for public purposes, or reservation for those purposes authorized by the Act.
- To borrow money and issue bonds, revenue anticipation notes, or certificates payable from and secured by a pledge of funds, revenues, taxes, and assessments, warrants, notes, or other evidence of indebtedness, and to mortgage real and personal property when necessary.
- To charge user and impact fees authorized by resolution of the board, in amounts necessary to conduct district activities and services, and to enforce their receipt and collection "in the manner prescribed by resolution not inconsistent with law."
- To exercise the power of eminent domain pursuant to chapter 73, Florida Statutes, or chapter 74, Florida Statutes, over any property within the district, except municipal, county, state, special district, or federal property used for a public purpose. Eminent domain may only be exercised for district purposes relating solely to the establishment and maintenance of fire stations and substations.
- To assess and impose upon real property in the district ad valorem taxes and special assessments.
- To impose and foreclose special assessment liens or to impose, collect, and enforce non-ad valorem assessments pursuant to chapter 197, Florida Statutes.

Special Powers of the District

Independent special fire control districts are granted "special powers" relating to the provision of fire suppression and prevention, which involves the establishment and maintenance of fire stations and substations and the acquisition and maintenance of firefighting and fire-protection equipment deemed necessary to prevent or fight fires. The board is authorized to carry out the following powers:

• Establish and maintain emergency medical and rescue response services and acquire and maintain rescue, medical, and other emergency equipment, pursuant

to chapter 401, Florida Statutes, and any certificate of public convenience and necessity or its equivalent issued for those purposes.

- Employ, train, and equip firefighting and other personnel, including volunteer firefighters, as necessary to accomplish the duties of the district.
- Conduct public education to promote awareness of methods to prevent fires and reduce loss of life and property.
- Adopt and enforce fire safety standards and codes and enforce the rules of the State Fire Marshal.
- Conduct arson investigations and cause-and-origin investigations.
- Adopt hazardous material safety plans and emergency response plans in coordination with the county emergency management agency, as provided in chapter 252, Florida Statutes.
- Contract with general-purpose local government for emergency management planning and services.

Taxes and Assessments

Districts are authorized to levy <u>ad valorem taxes</u> and <u>non-ad valorem assessments</u> for district purposes. Each district is authorized by this general provision to levy ad valorem taxes up to 3.75 mills, upon voter approval, notwithstanding lower millage caps in the special acts of individual districts. This provision applies unless a higher amount has previously been authorized. In that event, the higher, previously authorized rate applies. With respect to user charges, the board is permitted to provide a schedule of charges for emergency services, including firefighting occurring in or to structures outside the district.

The board may establish a schedule of impact fees, if the general-purpose local government has not adopted an impact fee for fire services. The schedule of impact fees must be in compliance with any standards set by general law for new construction to pay for the cost of new facilities and equipment. The board may enter into agreements with general-purpose local governments to share in the revenues from fire protection impact fees imposed by such governments.

Bonds

Independent special fire control districts are authorized to issue various types of bonds, including general obligation bonds, assessment bonds, revenue bonds, notes, bond anticipation notes, or other evidences of indebtedness to finance all or part of any proposed improvements by this Act or under general law or special law. The total annual payments for the principal and interest on such indebtedness must not exceed 50 percent of the total annual budgeted revenues of the district. The bonds are payable from the non-ad valorem assessments or other non-ad valorem revenues, including user fees or charges or rental income authorized by this Act or general law. No proceedings may be required for the issuance of bonds other than those provided by this section and by general law. Detailed and lengthy provisions are set forth relating to issuance of bonds and the use of bond proceeds, and authority is given for the issuance of refunding bonds.

Boundaries and Mergers

There are conditions under which the boundaries of an independent special fire control district are permitted to be modified, extended, enlarged or dissolved. Lands may be added or deleted from a district only by special act of the Legislature, subject to a referendum vote.

The merger of a district with all or part of another independent special district or dependent fire control district is effective only when it is ratified by the Legislature. A district's merger with another governmental entity is not justification for increasing the ad valorem taxes on property within the original limits of the district beyond the maximum established by the district's enabling legislation, unless such increase is approved by the electors of the district by referendum.

A district may only be dissolved by special act of the Legislature, subject to referendum vote of the electors of the district. If legislative dissolution of a district is proposed in order to consolidate fire services under county government, the county is required to prepare a report describing the plans for merger. The county commission is required to consider the report at a public hearing. If the report is adopted by the commission, the request for legislative dissolution is permitted to proceed. The report must be filed as an attachment to the economic impact statement regarding the special act or general law of local application dissolving the district.

C. EFFECT OF PROPOSED CHANGES:

This bill codifies all prior special acts relating to the Indian Rocks Fire District in Pinellas County into a single act and repeals all prior special acts relating to the District's charter.

This bill also makes substantive changes to the District's charter. The District is renamed and recreated as the Pinellas Suncoast Fire & Rescue District.

This bill revises the District's boundaries. This bill clarifies the procedures for adding land into the District and provides for the exclusion within the District's boundaries those lands annexed into a municipality. The bill provides that any territory outside the district's boundaries which is served by the District shall remain within the District. In addition, the bill provides that any of the land within the boundaries that has been annexed by a municipality outside the boundaries of the District, as of December 13, 1999, is excluded from the District's boundaries. The date for inclusion was previously January 1, 1989. This revision in date removes five commercial properties on Walsingham Road from the District's boundaries due to them being annexed by a municipality. The bill clarifies the procedures for expansion of the District by providing that unincorporated land may be included within the District's boundaries upon the written petition for inclusion by a majority of the owners within the proposed tracts; requires the proposal to be approved by at least three board members. The petition is required to contain the legal description of the property and the names and addresses of the property owners. If the petition is approved, the board is required to adopt a resolution describing the lands to be included.

The bill provides for the inclusion of municipal property upon request of the municipality's governing body. Upon request, there must be an affirmative vote by the board and referendum approval of inclusion by the electors of the municipality. The bill requires the referendum to be at the next special or general election at 90 days following district approval of inclusion.

This bill revises the District's governing board (board) and election procedures. The board is increased from four commissioners to five commissioners pursuant to chapter 191, F.S.

The fifth subdistrict is an additional subdistrict on the mainland portion of the District. The bill requires that these two subdistricts are to be as nearly equal in population as practicable. Candidates for each seat that receive the most votes cast for a candidate for that seat is elected to the board. In addition, the District's elections are pursuant to chapter 191, F.S., including the ability to qualify for office by petition.

In addition, this bill clarifies the District's powers and duties. The bill clarifies that the District may levy non-ad valorem assessments, instead of the authority to levy special assessments. Non-ad valorem assessments are levied and collected by the District in the manner provided by general law, including penalties and interest.

The bill removes obsolete language which was preempted by applicable general law chapters and inserts applicable chapter language.

- D. SECTION-BY-SECTION ANALYSIS:
 - <u>Section 1</u>: Provides codification intent language; and provides that it is intended that all district authority is preserved, including current approved ad valorem taxation authority.
 - <u>Section 2</u>: Codifies, reenacts, amends, and repeals all special acts relating to the Indian Rocks Fire District.
 - **Section 3:** Recreates and renames the Indian Rocks Fire District as the Pinellas Suncoast Fire & Rescue District (District); and recreates and reenacts the District's charter to read:
 - Section 1: Describes District boundaries; provides that the District is organized and exists under chapters 189 and 191, Florida Statutes; ratifies District's creation; requires District's charter to be amended by special act of the Legislature; provides that the District exists until dissolved by law; provides that any territory outside the district's boundaries which is served by the District shall remain within the District; and provides that any of the land within the boundaries that has been annexed by a municipality outside the boundaries of the District, as of December 13, 1999, is excluded from the District's boundaries.
 - Section 2: Provides for District's governing board pursuant to chapter 191, Florida Statutes; provides for a five member governing board; provides for the election of officers; allows for monthly compensation; requires each member to execute a good and sufficient bond; required the board to pay all bond premiums; requires after each decennial census, that the board shall divide the district into five subdistricts; requires the subdistricts to be comprised of contiguous territory with equal population; and provides that, to the extent possible, specific subdistrict areas, including two subdistricts on the mainland.
 - Section 3: Provides for four year terms for board members; provides for election by a majority vote of those electors voting; provides that District elections shall be at the same time as county elections; provides that procedures for conducting district elections and for qualifications of electors are pursuant to applicable general law; provides that candidates for each seat that receives the most votes for that seat is elected; allows for each board member to succeed himself; requires board members to be a resident of a subdistrict and elected

by the residents of such subdistrict; provides that if a board member loses his residency, then the seat is declared vacant, the member is disqualified from future service, and the seat is filled by the Board until the next general election; provides that no current board member may be declared vacant due to residency until the current term of office has expired, with the exception of the at-large seat; provides that board member ceases to be qualified; provides that candidates qualify pursuant to applicable general law; allows candidates to qualify by petition if the petition is signed by at least 25 electors from the subdistrict for which the candidate is running; requires that all qualifying candidate names be listed on the ballot; and provides that any expenses arising from the elections are paid by the District.

- Section 4: Authorizes the District to levy non-ad valorem assessments; provides that the rate of the assessment is set by a resolution by or on February 1 of each year; provides that if the rate of assessment increases, the resolution and the list of assessments must be approved at referendum; the referendum shall be called by and held under the supervision of the Pinellas Board of County Commissioners and the Pinellas Supervisor of Elections; if approved by a majority of those voting, then the assessment rate goes into effect for the next non-ad valorem assessment roll; requires the board to prepare a non-ad valorem assessment roll by September 10 of each year; allows the board to change the date on which the assessment roll is fixed and the date that the final assessment roll is adopted; requires notice of such change ten days prior to the current date; allows property owners to file protests against the assessments; provides for hearing to consider such protests; and allows for adjustments.
- Section 5: Provides for the preparation of an assessment and collection roll; provides requirements of such roll; requires the roll to be delivered to the County Tax Collector by September 15 of each year; provides that it is the duty of the tax collector to collect assessments according to the roll; requires the tax collector to deliver the proceeds, minus the costs of collection, monthly to the board; requires the tax collector to furnish a description of the lands for which payments are made; provides that such assessments are liens upon the lands so assessed; provides for lien status; provides that assessments become a lien from January 1 of the assessment year, but does not become delinquent until April 1 of the following year; allows the District to collect assessments as provides that of the District are deposited in an authorized depository.
- Section 6: Authorizes the District to borrow money for purposes allowed under chapter 191, Florida Statutes; provides that the District or the board members are not personally liable for any loans; and requires the District to apply the first proceeds of the assessment roll to any pledged loans until such loans are paid.
- Section 7: Authorizes the District to levy an ad valorem tax of not more than 3 mills.
- Section 8: Provides for specific uses of District funds.
- Section 9: Provides that District's powers may only be exercised for the purpose of providing services, equipment, and facilities within the District; provides that the District may enter into contracts to furnish district personnel and facilities

when such contracts provide that the costs of such services are paid by the other contracting party; grants the District all powers, functions and duties set forth in applicable general law; provides that the District may be financed by any method established by general applicable law; authorizes the District to acquire firefighter equipment; authorizes the District to enter into any contract relating to the District's purpose; authorizes the District to hire a fire chief and other personnel; provides for board members' administrative duties; authorizes the adoption of necessary policies and regulations; provides for the appointment of a fire marshal; grants the fire marshal the power to issue orders and citations for code violations; provides fire marshal duties; requires the fire chief to report the fire marshal activities to the governing board; and provides for the adoption of a fire code.

- Section 10: Provides that if any municipality annexes any land within the District, the District continues as the service-provider for the annexed land.
- Section 11: Provides for the expansion of the District; provides that unincorporated land may be included within the District's boundaries upon the written petition for inclusion by a majority of the owners within the proposed tracts; requires the proposal to be approved by at least three board members; requires the petition to contain the legal description of the property and the names and addresses of the property owners; if the petition is approved, the board is required to adopt a resolution describing the lands to be included; provides that if additional land is included, the board must request that its legislative delegation approve the addition; provides that the District's boundaries are amended upon approval by the Legislature; provides for inclusion of municipal property upon request of the municipality's governing body; requires referendum approval of inclusion by the electors of the municipality; provides for the referendum; provides that if additional land is included, the board must request that its legislative delegation approve the addition: provides that the District's boundaries are amended upon approval by the Legislature; and provides that municipalities and property owners bear the substantial costs associated with the process of inclusion.
- Section 12: Declares that the cost of new facilities should be borne by new development; authorizes the District to impose impact fees; requires the board to set the amount of fees; requires that fees must be paid prior to obtaining a building permit for residential dwellings, commercial/industrial structures, and mobil home development; requires impact fees for capital improvements to be maintained in a separate fund; restricts the use of fees; and requires the maintenance of records.
- Section 13: Provides that the District's planning requirements are set forth in applicable general and special laws.
- Section 14: Provides for the District's boundaries.
- Section 15: Provides that the District and board are required to abide by the financial disclosure, noticing, and reporting requirements that are provided by general law and applicable to board members and independent special fire control districts.

- Section 16: Provides that bond issuance procedures and requirements are in section 191.012, Florida Statutes, and other applicable general law.
- **Section 4:** Provides for remedial and liberal construction.
- **Section 5:** Provides severability clause.
- **Section 6:** Repeals all prior special acts relating to the District.
- Section 7: Provides effective date of upon becoming a law.
- III. NOTICE/REFERENDUM AND OTHER REQUIREMENTS:
 - A. NOTICE PUBLISHED? Yes [X] No []

IF YES, WHEN? February 1, 2000

WHERE? <u>The Tampa Tribune</u>, Hillsborough County; <u>The St. Petersburg Times</u>; Pinellas County

B. REFERENDUM(S) REQUIRED? Yes [] No [X]

IF YES, WHEN?

- C. LOCAL BILL CERTIFICATION FILED? Yes, attached [X] No []
- D. ECONOMIC IMPACT STATEMENT FILED? Yes, attached [X] No []

IV. COMMENTS:

A. CONSTITUTIONAL ISSUES:

N/A

B. RULE-MAKING AUTHORITY:

N/A

C. OTHER COMMENTS:

A letter from the District's fire chief states that this bill does modify the District's current boundaries. The effect of this bill is that five commercial properties currently within the District's boundaries which have been annexed into a municipality, are no longer within the District. A copy of this letter is available at the House Committee on Community Affairs Offices.

A District commissioner has some concerns regarding the election procedures of this bill and equal representation. His concern is that the bill violates the Federal and Florida constitutions, and Florida Statutes due to the bill not following the one man/one vote representation in the District's board elections. In addition, he is concerned with the bill asserting representation on a geographical basis rather than on a population basis. A copy of these letters are available at the House Committee on Community Affairs Offices. In response to these letters, the attorney for the District responded to the issues raised. This letter first states that the statutory provision mentioned, only deals with districts with governing boards elected on a one acre/one vote basis. These provisions don't apply to the District as the District is currently popularly elected. In addition, the bill does not exempt the District from general election law as the bill provides that candidates qualify, run and serve in accord with Florida election law. As to the constitutionality of the bill, the U.S. Supreme Court has ruled that single or limited purpose governments are not required to comply with the one person/one vote dictates of general purpose government. Since the District is a single purpose government, the one person/one vote dictate does not apply. This is further seen in that there are several fire control districts that are appointed. Finally, the change to redrawing the subdistricts is only to reflect the increase in the number of subdistricts from four to five. In conclusion, the letter states that as drafted, the bill does not deviate from general Florida law or the Florida and Federal constitutions. A copy of this letter is available at the House Committee on Community Affairs Offices.

V. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

None

VI. <u>SIGNATURES</u>:

COMMITTEE ON COMMUNITY AFFAIRS: Prepared by:

Staff Director:

Laura L. Jacobs, Esq.

Joan Highsmith-Smith