

**The Florida Senate**  
**BILL ANALYSIS AND FISCAL IMPACT STATEMENT**

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

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Prepared By: The Professional Staff of the Committee on Appropriations

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BILL: SB 2504

INTRODUCER: Appropriations Committee

SUBJECT: State Employees/Collective Bargaining

DATE: April 3, 2025

REVISED: \_\_\_\_\_

ANALYST

Urban

STAFF DIRECTOR

Sadberry

REFERENCE

ACTION

**AP Submitted as Comm. Bill/FAV**

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**I. Summary:**

SB 2504 directs the resolution of the collective bargaining issues at impasse for the 2025-2026 fiscal year regarding state employees. These issues will be resolved based on the spending decisions included in the General Appropriations Act for the 2025-2026 fiscal year.

The bill takes effect July 1, 2025.

**II. Present Situation:**

Chapter 447, F.S., specifies the process for collective bargaining for public employees. The bargaining agent and the negotiator for the state must bargain collectively in the determination of the wages, hours, terms, and conditions of employment of the employees within the bargaining unit.<sup>1</sup> Any collective bargaining agreement reached must be reduced to writing, signed by the Governor for the state and the bargaining agent for the union, and submitted to the members of the bargaining unit for ratification.<sup>2</sup>

Upon execution of the collective bargaining agreement, the Governor must request the Legislature to appropriate amounts sufficient to fund the provisions of the agreement.<sup>3</sup> If the Legislature appropriates funds that are not sufficient to fund the agreement, the agreement must be administered based on the amounts actually appropriated.

Typically, at the state level, a full agreement is not reached. In that instance, and pursuant to s. 216.163(6), F.S., an impasse is declared on all unresolved issues when the Governor's budget recommendations are released to the Legislature. By the first day of the legislative regular session, each party is required to notify the presiding officers of the Legislature of the unresolved issues. A joint select committee of members of the Florida House of Representatives and the Senate is appointed to review the positions of the parties relating to the unresolved issues. No

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<sup>1</sup> Section 447.309(1), F.S.

<sup>2</sup> *Id.*

<sup>3</sup> Section 447.309(2)(a), F.S.

later than the 14<sup>th</sup> day of the regular session, the committee is required to hold a public meeting and take public testimony regarding the issues at impasse.<sup>4</sup> During the session, the Legislature may take action to address the issues. Any actions taken by the Legislature are binding upon the parties.<sup>5</sup>

Following the resolution of the impasse issues, the parties are required to reduce to writing an agreement that includes those issues agreed to by the parties, as well as those issues resolved by the Legislature. The agreement must be signed by the chief executive officer and the bargaining agent and then presented to the members of the bargaining unit for ratification.

If the members ratify the agreement, all the provisions of the agreement take effect. If the members do not ratify the agreement, the issues resolved by the Legislature take effect for the first fiscal year that was the subject of the negotiations.

The five certified bargaining units for state employees and the respective bargaining agents include:

- **Police Benevolent Association.**
  - Law Enforcement Unit.
  - Florida Highway Patrol Unit.
  - Security Services Unit.
- **Florida State Lodge Fraternal Order of Police, Inc.**
  - Special Agent Unit.
- **Florida State Fire Service Association.**
  - Fire Service Unit.<sup>6</sup>

### III. Effect of Proposed Changes:

**Section 1** provides that all collective bargaining issues at impasse for the 2025-2026 fiscal year regarding state employees will be resolved pursuant to the spending decisions contained in the General Appropriations Act for the 2025-2026 fiscal year.

**Section 2** provides an effective date of July 1, 2025.

### IV. Constitutional Issues:

#### A. Municipality/County Mandates Restrictions:

None.

#### B. Public Records/Open Meetings Issues:

None.

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<sup>4</sup> Section 447.403(5)(a), F.S.

<sup>5</sup> Section 447.403(5)(b), F.S.

<sup>6</sup> Florida Department of Management Services, *Overview of State Personnel System Collective Bargaining Units* (on file with the Committee on Appropriations).

C. Trust Funds Restrictions:

None.

D. State Tax or Fee Increases:

None.

E. Other Constitutional Issues:

None identified.

**V. Fiscal Impact Statement:**

A. Tax/Fee Issues:

None.

B. Private Sector Impact:

None.

C. Government Sector Impact:

None.

**VI. Technical Deficiencies:**

None.

**VII. Related Issues:**

None.

**VIII. Statutes Affected:**

This bill creates an undesignated section of Florida law.

**IX. Additional Information:**

A. Committee Substitute – Statement of Changes:

(Summarizing differences between the Committee Substitute and the prior version of the bill.)

None.

B. Amendments:

None.