

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 #: HB 4011 TITLE: St. Lucie County Mosquito Control District. St. Lucie County SPONSOR(S): Trabulsy and Overdorf	COMPANION BILL: None LINKED BILLS: None RELATED BILLS: None
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FINAL HOUSE FLOOR ACTION: 114 Y's 0 N's **GOVERNOR'S ACTION:** Pending

SUMMARY

Effect of the Bill:

The bill expands the boundaries of the St. Lucie County Mosquito Control District by approximately 95,000 acres, subject to the approval of the electors within the areas proposed to be added to the district voting in a referendum held at the 2026 general election.

Fiscal or Economic Impact:

The Economic Impact Statement (EIS) for the bill estimates the expansion would increase district revenues by \$200,000 a year for the first two fiscal years (FYs) after the bill takes effect, with future increases thereafter as additional parcels are developed in the expansion area. The EIS projects the bill would cost the district \$883,415 for the initial FY due to needing additional equipment to service the expansion area and \$440,815 for the second FY.

[JUMP TO](#)

[SUMMARY](#)

[ANALYSIS](#)

[RELEVANT INFORMATION](#)

ANALYSIS

EFFECT OF THE BILL:

The bill revises the boundaries of the [St. Lucie County Mosquito Control District](#) to add approximately 95,000 acres to the district. (Section [1](#))

The bill provides that the expansion of the district's boundaries only take effect if approved by the electors within the areas proposed to be added to the district voting in a referendum held at the 2026 general election. (Section [2](#))

Subject to the Governor's veto powers, the effective date of this bill is upon its approval by a majority vote of the qualified electors within the areas proposed to be added to the district, except that sections 2 and 3 of this bill take effect upon becoming a law. (Section [3](#))

FISCAL OR ECONOMIC IMPACT:

LOCAL GOVERNMENT:

The Economic Impact Statement (EIS) for the bill estimates the expansion would increase district revenues by \$200,000 a year for the first two fiscal years (FYs) after the bill takes effect, with future increases thereafter as additional parcels are developed in the expansion area. The EIS projects the bill would cost the district \$883,415 for the initial FY due to needing additional equipment to service the expansion area and \$440,815 for the second FY.

RELEVANT INFORMATION

SUBJECT OVERVIEW:

Special Districts

STORAGE NAME: h4011z.IAS

DATE: 3/20/2026

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 by rule of 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

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

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 Nov. 17, 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).

Mosquito Control Districts (MCDs)

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.¹⁸ An MCD may contain part or all of a county or municipality.¹⁹ As of November 17, 2025, there were 18 MCDs: 15 independent districts and three dependent districts.²⁰ The creation of new MCDs has been prohibited since July 1, 1980.²¹ MCDs work closely with the Department of Agriculture and Consumer Services to develop an integrated arthropod management plan and detailed budget to meet the needs of the district.²² 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.²³

MCDs may levy an ad valorem tax of up to 1 mill on real and personal property within the district, with an ability to increase the maximum levy to 2 mills if approved by the electors of the district in a referendum held at a general election.²⁴

The boundaries of an MCD may only be amended by a special act of the Legislature²⁵ and any expansion of a district's boundaries must be approved by the electors of the area being annexed into the district.²⁶

[St. Lucie County Mosquito Control District](#)

The St. Lucie County MCD (district) was created by special act in 1953.²⁷ The district's charter was most recently codified in 2003.²⁸ The district is a dependent special district governed by the St. Lucie County Board of County Commissioners.²⁹

The district utilizes integrated mosquito management techniques to control the mosquito population and provides services in the area covering 301 square miles including the municipalities of Ft. Pierce and Port St. Lucie.³⁰ The district levies an ad valorem tax of .1352 for the current fiscal year (FY), which is estimated to generate \$5,561,673 in revenue.³¹ The district's total budget for mosquito control services for FY 2025-26 is \$6,802,278.³²

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.³³ A legal advertisement of the proposed bill must be placed in a newspaper of general circulation or published on a publicly accessible website³⁴ at least 30 days prior to the

¹⁸ [Ss. 388.0101](#) and [388.011\(5\), F.S.](#)

¹⁹ [S. 388.021\(1\), F.S.](#)

²⁰ Florida Dept. of Commerce, Special District Accountability Program, [Official List of Special Districts](#) (last visited Nov. 17, 2025).

²¹ [S. 388.021\(2\), F.S.](#)

²² See [ss. 388.271](#) and [388.281, F.S.](#)

²³ [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.

²⁴ [S. 388.221\(1\), F.S.](#)

²⁵ [S. 388.211, F.S.](#)

²⁶ See [art. VII, s. 9\(b\), Fla. Const.](#) (limiting the ad valorem millage levied by special districts to "a millage authorized by law approved by vote of the electors").

²⁷ Ch. 29502, Laws of Fla (1953).

²⁸ [Ch. 2003-365](#), Laws of Fla.

²⁹ [Ch. 2003-365, s. 3\(3\)](#), Laws of Fla.

³⁰ St. Lucie County, [About Mosquito Control](#) (last visited Nov. 17, 2025).

³¹ St. Lucie County, [Recommended Budget FY 2025-26](#), p. 30 (last visited Nov. 17, 2025).

³² *Id.* at 165.

³³ [Art. III, s. 10, Fla. Const.](#)

³⁴ [S. 50.0311\(2\), F.S.](#)

introduction of the local bill in the House or Senate.³⁵ The bill was noticed in the [Treasure Coast Newspapers on August 22, 2025](#) and only takes effect only upon its approval by the qualified electors within the areas proposed to be added to the district by voting in a referendum held on November 3, 2026.

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.³⁶ 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](#)

³⁵ 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.

³⁶ Intergovernmental Affairs Subcommittee, [Local Bill Policies and Procedures Manual](#), p. 11 (last visited Nov. 17, 2025).