

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 4037 TITLE: Pasco County Mosquito Control District, Pasco County SPONSOR(S): Maggard	COMPANION BILL: None LINKED BILLS: None RELATED BILLS: None
--	--

FINAL HOUSE FLOOR ACTION: 115 Y's 0 N's **GOVERNOR'S ACTION:** Pending

SUMMARY

Effect of the Bill:

The bill amends the charter of the Pasco County Mosquito Control District (District) to make the following changes to the District's governing board:

- Revises term limits for board members from two terms to three terms, commencing with the November 2026 election.
- Clarifies the application of 2025 amendments to the District's charter on the staggering of terms of office by providing that only the seat representing the geographical subdistrict containing all or a majority of the City of Zephyrhills will be on the ballot for the November 2026 election.

Fiscal or Economic Impact:

None.

[JUMP TO](#) [SUMMARY](#) [ANALYSIS](#) [RELEVANT INFORMATION](#)

ANALYSIS

EFFECT OF THE BILL:

The bill amends the charter of the [Pasco County Mosquito Control District](#) (District), an independent [special district](#) established in 1951. The bill clarifies the application of 2025 amendments to the District's charter that provide for election of the District's governing board from single-member districts by numbering the District's geographical subdistricts, with Seat 2 containing all or the majority of the City of Zephyrhills. The bill provides that Seat 2 will be on the ballot for the November 2026 election. (Section [1](#))

The bill also revises [term limits](#) for the District's governing board by increasing the maximum number of terms a board member may serve from two terms to three terms, starting with terms of office commencing with the November 2026 election. (Section [1](#))

The bill provides that the District's requirements relating to residency and elector voting within a subdistrict do not apply until the November 2026 election for Seat 2, and until the November 2028 election for Seats 1 and 3. (Section [1](#))

Subject to the Governor's veto powers, the effective date of this bill is upon becoming a law. (Section [2](#))

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).

STORAGE NAME: h4037z.IAS

DATE: 3/20/2026

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 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

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 Feb. 11, 2026).

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).

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 limitation¹⁹ and the limitation does not 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.²⁰

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.²¹ An MCD may contain part or all of a county or municipality.²² As of January 23, 2026, there were 18 MCDs: 15 independent districts and three dependent districts.²³ The creation of new MCDs has been prohibited since July 1, 1980.²⁴

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.²⁵ 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.²⁶

MCDs are generally governed by a three-member board of supervisors who are elected to serve a four-year term.²⁷ 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.²⁸

Pasco County Mosquito Control District

The Pasco County MCD (District) was initially created as the West Pasco County MCD in 1951.²⁹ The District's boundaries were expanded in 1978, 1981, 1986, 2002, and 2003 and now encompass the entirety of Pasco County.³⁰ The District's charter was codified in 2005.³¹ The District's budget for Fiscal Year 2025-26 is \$25 million.³² The District employs 30 full-time and 10-15 part-time seasonal employees.³³

The District is governed by a three-member board.³⁴ In the event of a board vacancy, the Commissioner of Agriculture is responsible for appointing a member for the remainder of the unexpired term.

¹⁸ S. [189.0312\(1\), F.S.](#)

¹⁹ *Id.*

²⁰ S. [189.0312\(2\), F.S.](#)

²¹ Ss. [388.0101](#) and [388.011\(5\), F.S.](#)

²² S. [388.021\(1\), F.S.](#)

²³ Florida Dept. of Commerce, Special District Accountability Program, [Official List of Special Districts](#), (last visited Feb. 11, 2026).

²⁴ S. [388.021\(2\), F.S.](#)

²⁵ See ss. [388.271](#) and [388.281, F.S.](#)

²⁶ 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.

²⁷ S. [388.101\(1\), F.S.](#)

²⁸ S. [388.101\(2\) and \(3\), F.S.](#)

²⁹ Pasco County Mosquito Control District, [History](#) (last visited Feb. 11, 2026).

³⁰ Pasco County Mosquito Control District, [History](#) (last visited Feb. 11, 2026); see also [ch. 2005-322, s. 2\(1\)\(15\), Laws of Fla.](#)

³¹ [Ch. 2005-322, Laws of Fla.](#)

³² Pasco County Mosquito Control District, [2025-26 Arthropod Control Budget Amendment](#) (last visited Feb. 11, 2026).

³³ Pasco County Mosquito Control District, [History](#) (last visited Feb. 11, 2026).

³⁴ [Ch. 2005-322, s. 2\(1\)\(5\), Laws of Fla.](#)

In 2025, the District's charter was amended to convert the district's board from being elected at-large to being elected by single-member districts.³⁵ The charter amendment also established a term limit of two four-year terms for board members and required board members to be residents and electors in the district they represent.³⁶

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.³⁷ A legal advertisement of the proposed bill must be placed in a newspaper of general circulation or published on a publicly accessible website³⁸ at least 30 days prior to the introduction of the local bill in the House or Senate.³⁹ The bill was noticed in the [Tampa Bay Times on October 5, 2025](#).

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.⁴⁰ 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 [Ch. 2025-242, Laws of Fla.](#)

³⁶ *Id.*

³⁷ [Art. III, s. 10, Fla. Const.](#)

³⁸ [S. 50.0311\(2\), F.S.](#)

³⁹ [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.

⁴⁰ Intergovernmental Affairs Subcommittee, [Local Bill Policies and Procedures Manual](#), p. 11 (last visited Feb. 11, 2026).