

# Local Government: Case Study of Revenues & Expenditures

---

House Select Committee on Property Taxes  
May 13, 2025

Presented by:



The Florida Legislature  
Office of Economic and  
Demographic Research  
850.487.1402  
<http://edr.state.fl.us>

# Background

# Reported Statewide Revenues and Expenditures of Florida's County Governments

## As Reported by Local Governments to DFS via Annual Financial Reports (AFRs)

### Local Fiscal Years: 2018-19 to 2023-24

Local FY	County Governments (billions)				Comments
	Revenues			Expenditures	
	Tax Accounts ONLY	All Other Accounts Excluding Taxes	Total of All Accounts	Total of All Accounts	
2018-19	\$ 16.1	\$ 32.6	\$ 48.7	\$ 44.2	<b>STABLE &amp; GROWING...</b> Verified revenues and expenditures as of August 14, 2024.
2019-20	\$ 16.7	\$ 36.0	\$ 52.6	\$ 48.8	<b>COVID + FEDERAL RELIEF FUNDING...</b> Verified revenues and expenditures as of August 14, 2024.
2020-21	\$ 17.8	\$ 38.2	\$ 56.0	\$ 51.7	<b>COVID + FEDERAL RELIEF FUNDING...</b> Verified revenues and expenditures as of November 18, 2024. The county data exclude Volusia. All figures exclude any reporting in the Custodial Fund.
2021-22	\$ 20.0	\$ 40.5	\$ 60.6	\$ 53.9	<b>INFLATION...</b> Verified revenues and expenditures as of December 17, 2024. All figures exclude any reporting in the Custodial Fund.
2022-23	\$ 22.2	\$ 43.2	\$ 65.4	\$ 58.5	<b>INFLATION...</b> Verified revenues and expenditures as of April 23, 2025. The county data exclude Jefferson. All figures exclude any reporting in the Custodial Fund.
2023-24	Incomplete reporting at the present time				<b>NOT AVAILABLE...</b> The statutory AFR reporting deadline for the FY 2023-24 is June 30, 2025. Comprehensive data will not be available until December 2025.

**Reported Statewide Revenues and Expenditures of Florida's Municipal Governments**  
**As Reported by Local Governments to DFS via Annual Financial Reports (AFRs)**  
**Local Fiscal Years: 2018-19 to 2023-24**

Local FY	Municipal Governments				Comments
	Revenues			Expenditures	
	Tax Accounts ONLY	All Other Accounts Excluding Taxes	Total of All Accounts	Total of All Accounts	
2018-19	\$ 8.6	\$ 30.8	\$ 39.4	\$ 35.5	<b>STABLE &amp; GROWING...</b> Verified revenues and expenditures as of August 14, 2024. The municipal data exclude Mayo.
2019-20	\$ 9.0	\$ 33.5	\$ 42.5	\$ 36.6	<b>COVID + FEDERAL RELIEF FUNDING...</b> Verified revenues and expenditures as of August 14, 2024. The municipal data exclude Archer, Mayo, Paxton, Raiford, and Vernon.
2020-21	\$ 9.5	\$ 38.2	\$ 47.7	\$ 36.6	<b>COVID + FEDERAL RELIEF FUNDING...</b> Verified revenues and expenditures as of November 18, 2024. All figures exclude any reporting in the Custodial Fund. The municipal data exclude Hillcrest Heights, Lazy Lake, Opa-locka, and Raiford.
2021-22	\$ 10.1	\$ 26.9	\$ 37.0	\$ 40.9	<b>INFLATION...</b> Verified revenues and expenditures as of December 17, 2024. All figures exclude any reporting in the Custodial Fund. The municipal data exclude Cottondale, Doral, Hialeah Gardens, New Port Richey, Sneads, and Weleka.
2022-23	\$ 10.8	\$ 38.9	\$ 49.7	\$ 43.7	<b>INFLATION...</b> Verified revenues and expenditures as of April 23, 2025. All figures exclude any reporting in the Custodial Fund. These municipal files are still being compiled so the data are preliminary.
2023-24	Incomplete reporting at the present time				<b>NOT AVAILABLE...</b> The statutory AFR reporting deadline for the FY 2023-24 is June 30, 2025. Comprehensive data will not be available until December 2025.

Data Source: Department of Financial Services, Division of Accounting and Auditing, Bureau of Local Government. Florida's

# Why 2019 for the Case Study?

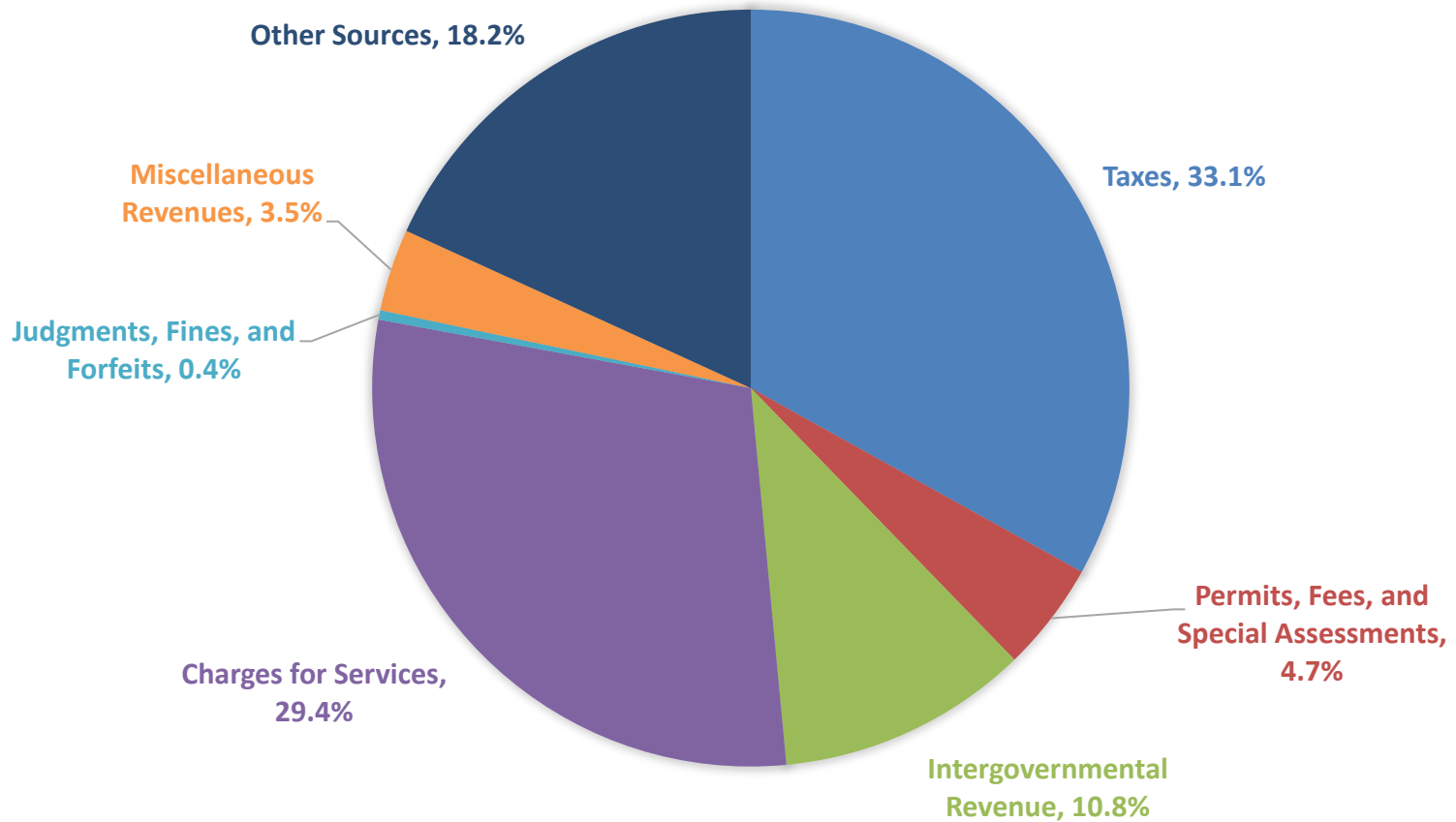
- Required reporting of revenues and expenditures to the Department of Financial Services (DFS) by local governments provides a comprehensive snapshot of local finances.
- This standardized data allows local governments to be compared across a variety of annual metrics and over time.
  - Annual Financial Reports (AFRs).
  - Uniform Accounting System prescribed by DFS.
- Post-Great Recession, Pre-Covid and Pre-Inflation period means that the financial and economic environments were growing yet stable.
  - Subsequent years have yet to be fully scrubbed.



# Revenues

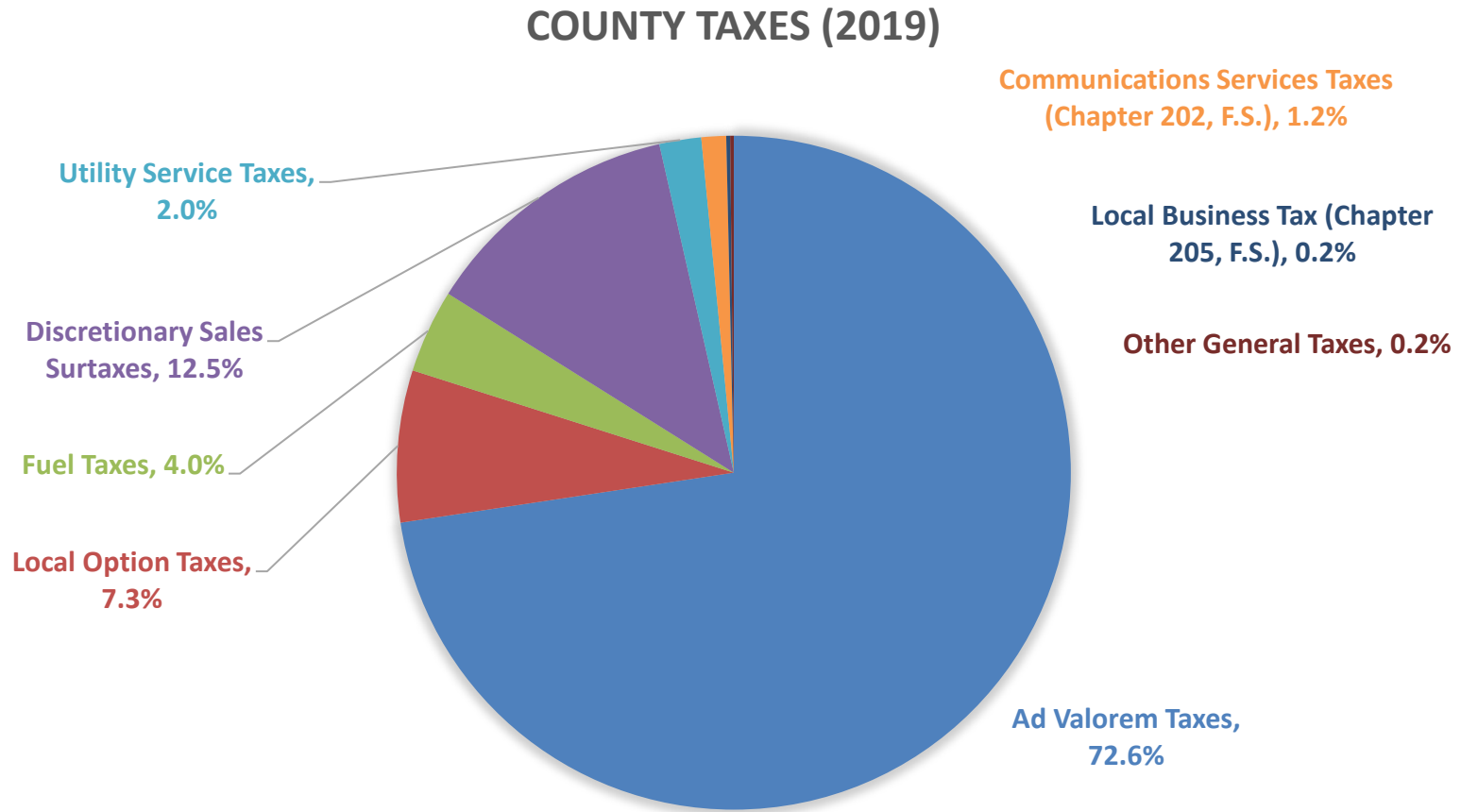
# Revenue Types—Statewide Overview of Counties...

COUNTY REVENUES (2019)



Combining all counties allows a composite picture.

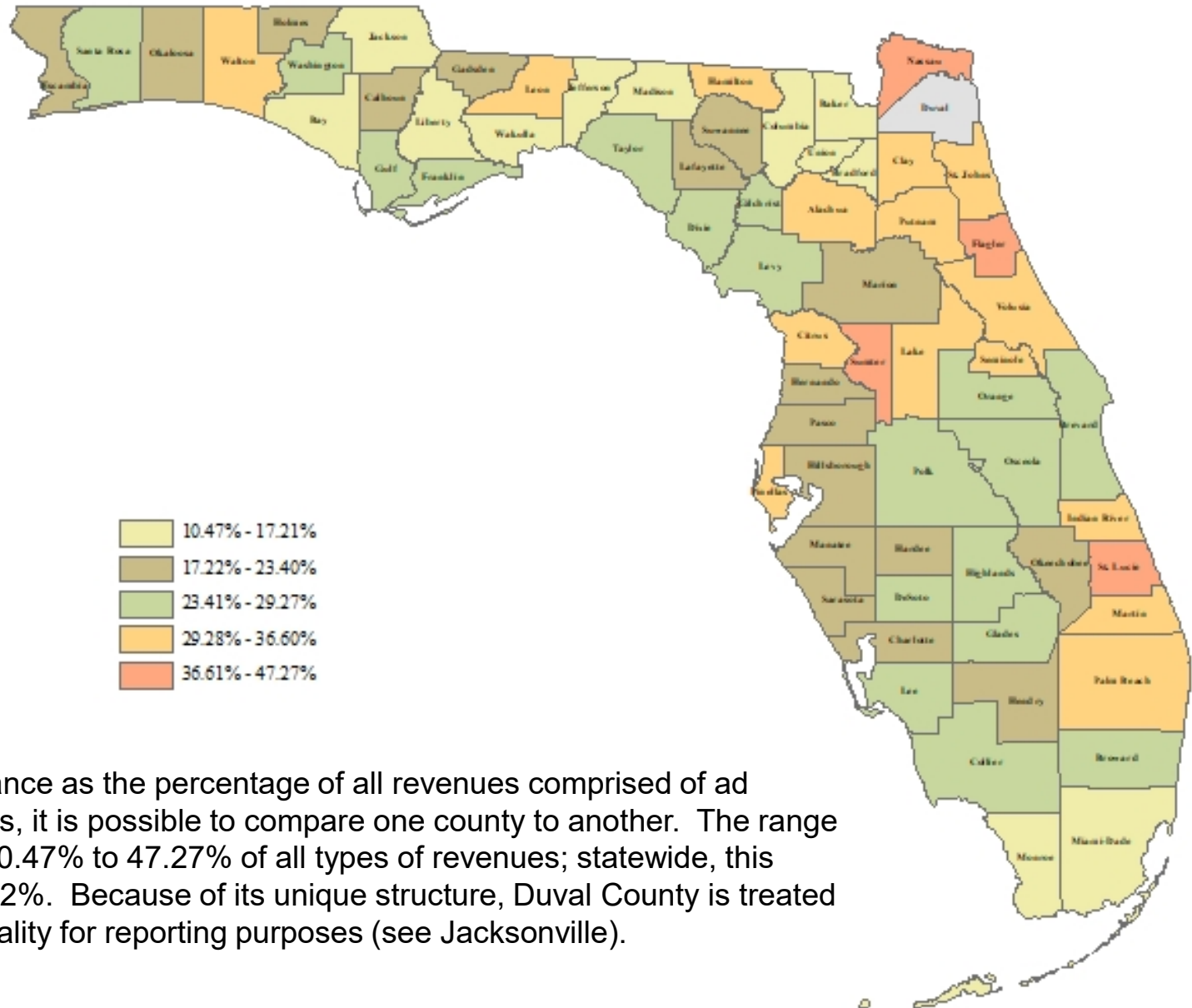
# Tax Breakout—Statewide Overview of Counties...



Note: Special assessments are included in *Permits, Fees, and Special Assessments*, not in *Taxes*.

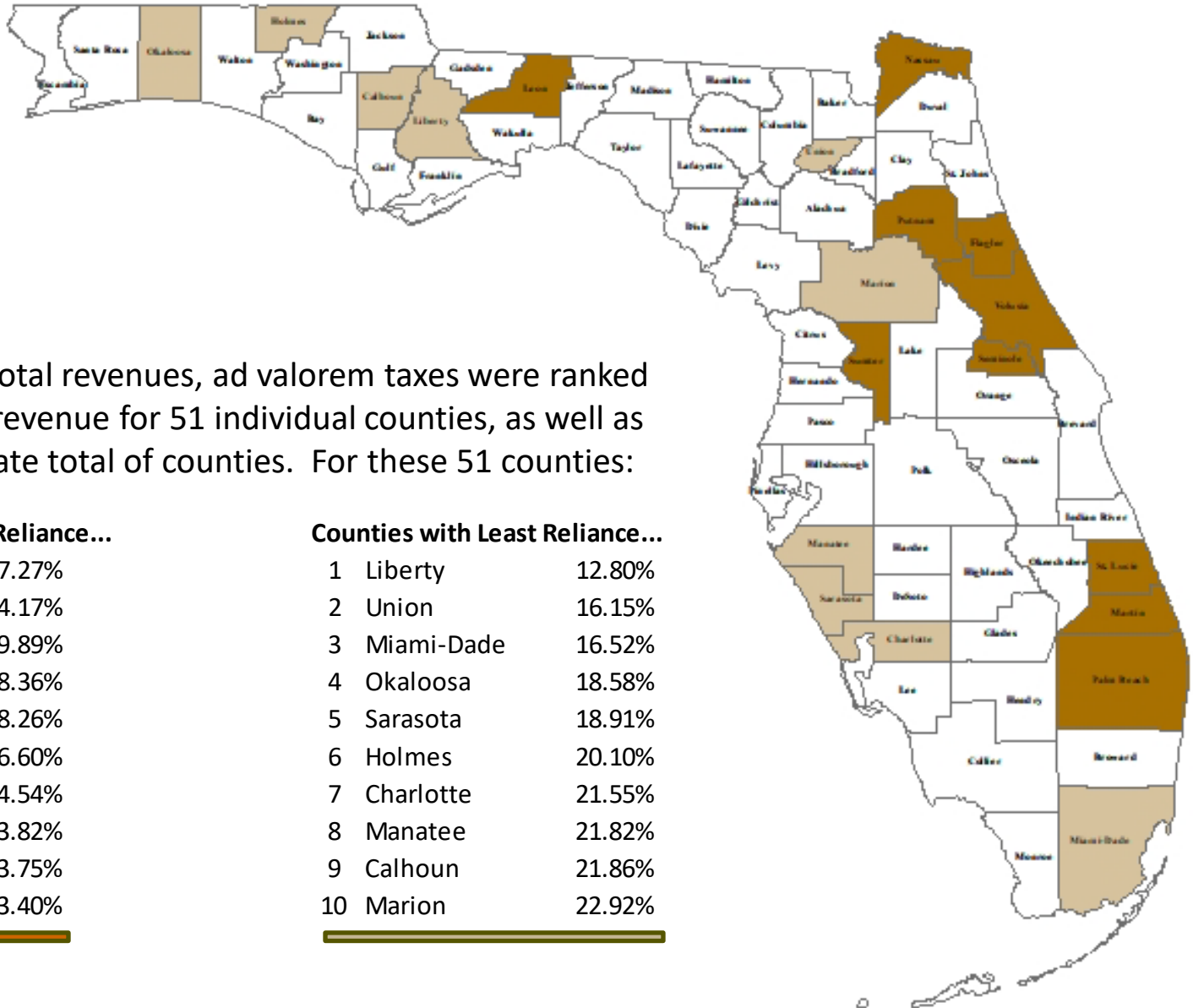


# County Reliance on Ad Valorem Taxes...



Defining reliance as the percentage of all revenues comprised of ad valorem taxes, it is possible to compare one county to another. The range is between 10.47% to 47.27% of all types of revenues; statewide, this share is 24.02%. Because of its unique structure, Duval County is treated as a municipality for reporting purposes (see Jacksonville).

# Individual County Reliance on Ad Valorem...



As a percentage of total revenues, ad valorem taxes were ranked as the #1 source of revenue for 51 individual counties, as well as for the combined state total of counties. For these 51 counties:

## Counties with Greatest Reliance...

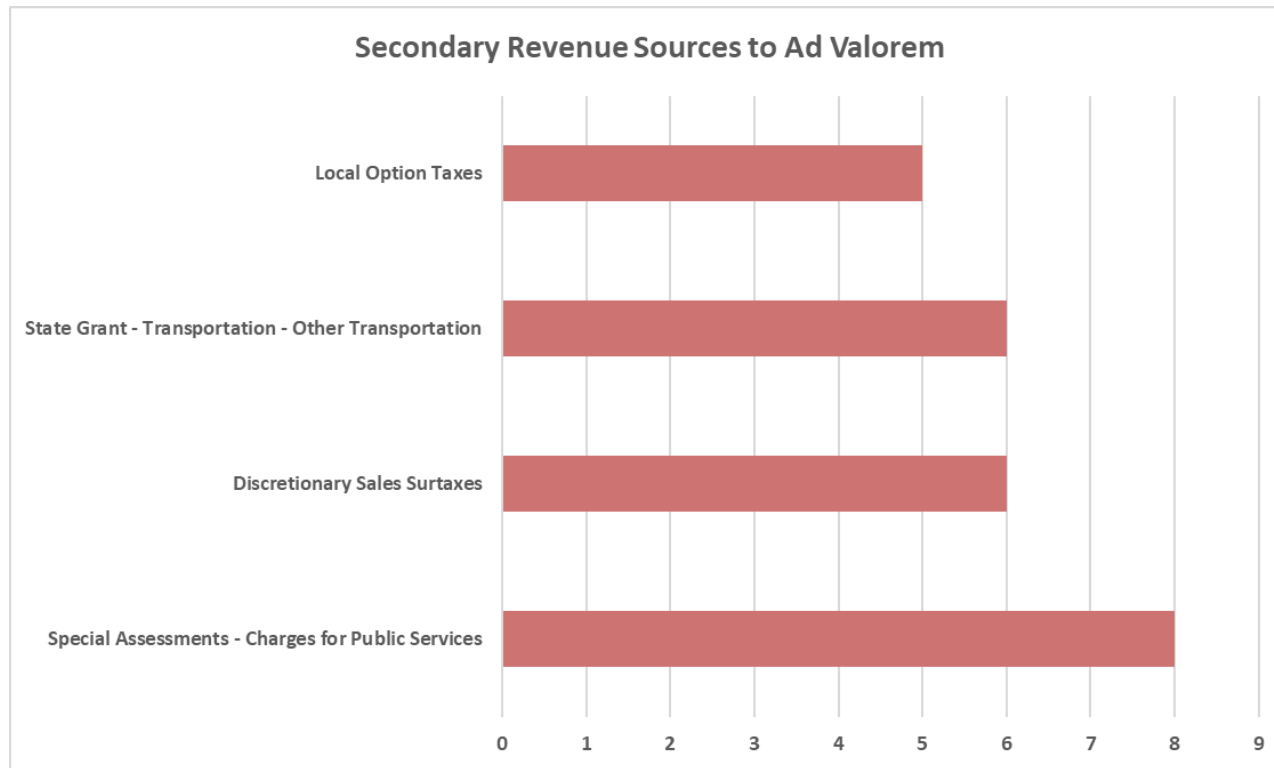
1	Flagler	47.27%
2	Nassau	44.17%
3	Sumter	39.89%
4	Martin	38.36%
5	St. Lucie	38.26%
6	Palm Beach	36.60%
7	Volusia	34.54%
8	Seminole	33.82%
9	Putnam	33.75%
10	Leon	33.40%

## Counties with Least Reliance...

1	Liberty	12.80%
2	Union	16.15%
3	Miami-Dade	16.52%
4	Okaloosa	18.58%
5	Sarasota	18.91%
6	Holmes	20.10%
7	Charlotte	21.55%
8	Manatee	21.82%
9	Calhoun	21.86%
10	Marion	22.92%

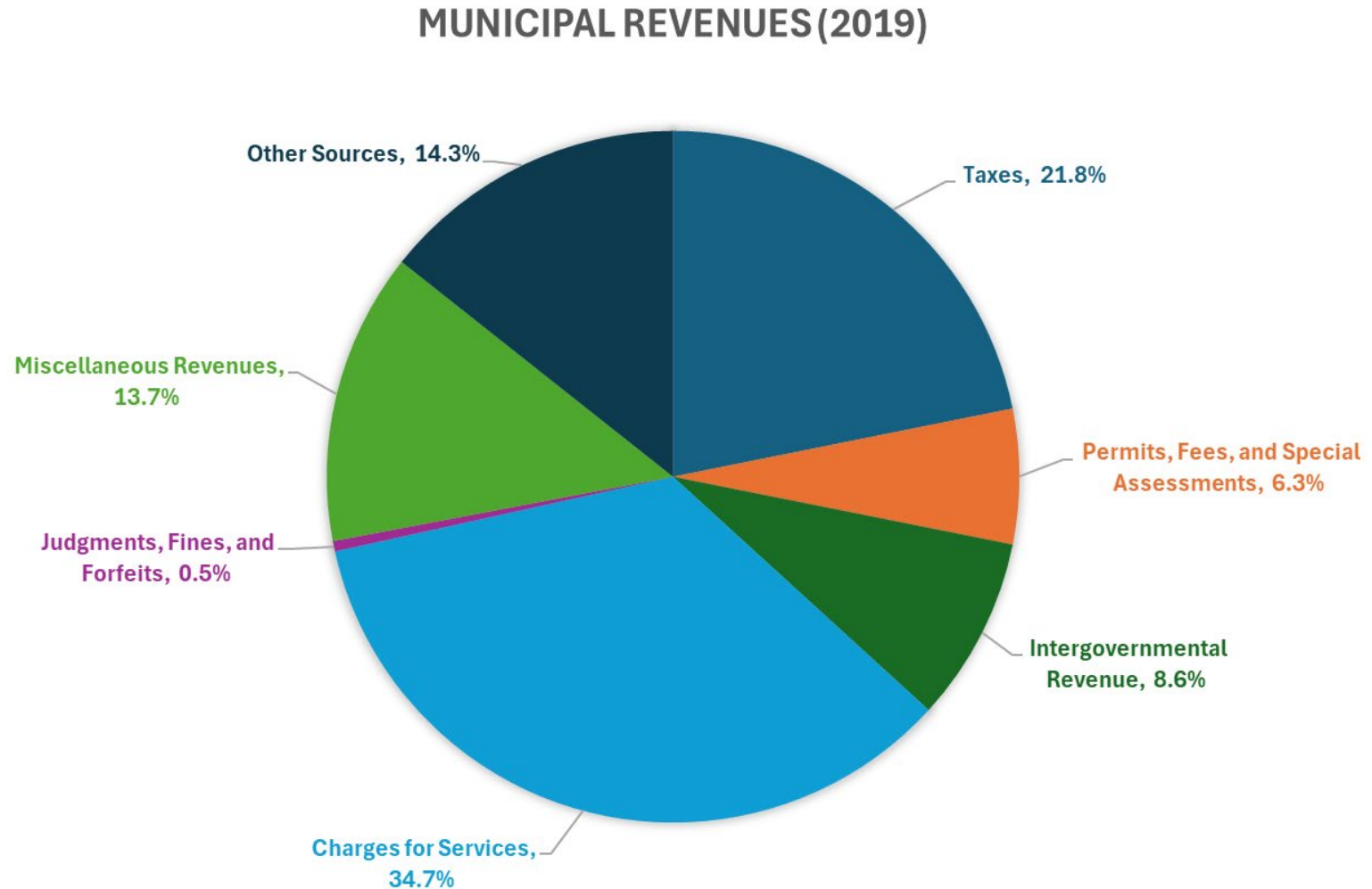
# Secondary Revenue Sources for Counties...

Continuing to focus on the 51 counties, there is wide variation among the sources that were their second greatest revenue contributors. The most prevalent were:



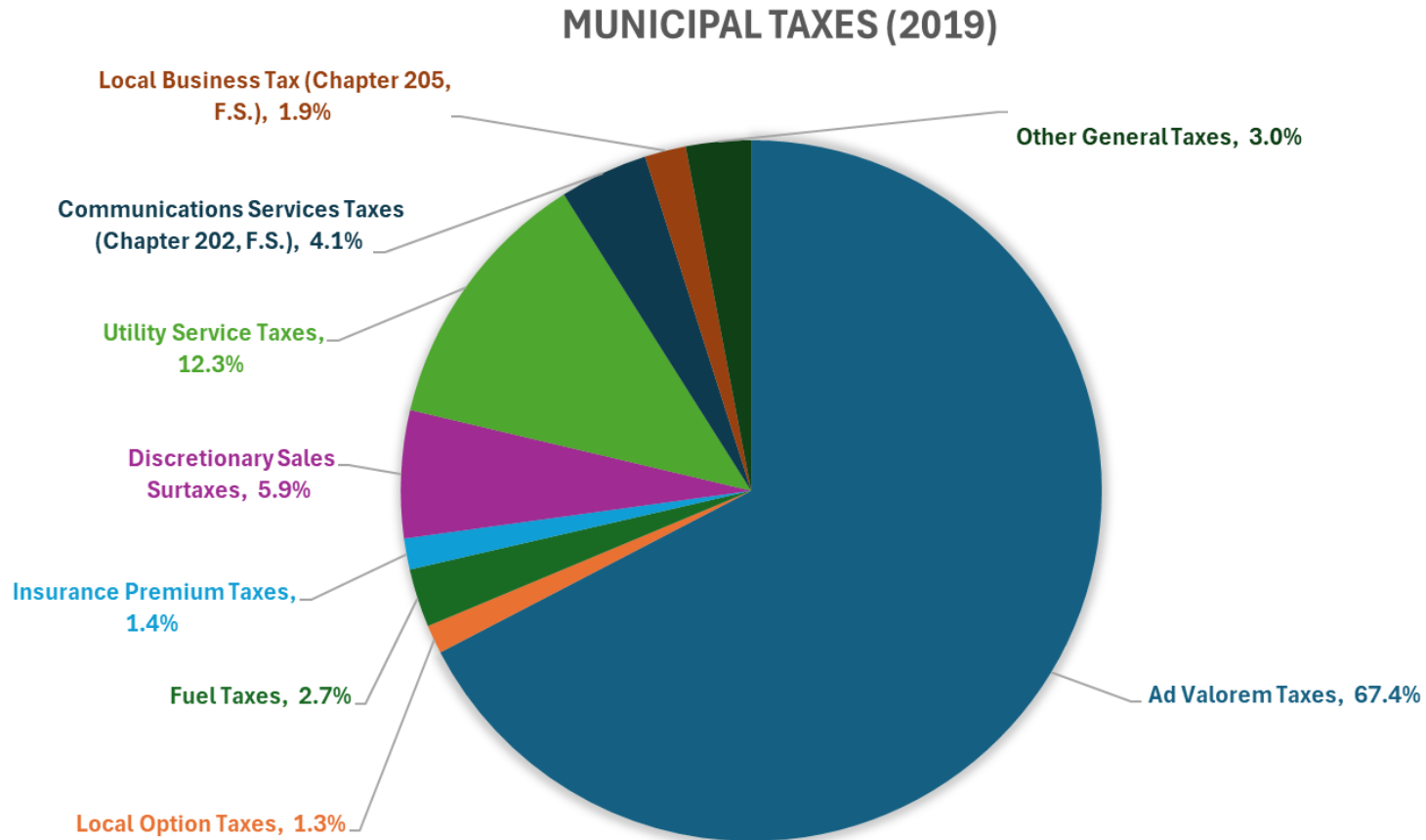
Thirteen of the 15 counties that had a revenue source other than ad valorem identified as its highest source pointed to codes that essentially transferred revenues within government. Once these codes were omitted, ad valorem became their highest single source of revenue. All these counties were within the lowest tier of reliance on ad valorem taxes.

# Revenue Types—Statewide Overview of Municipalities...



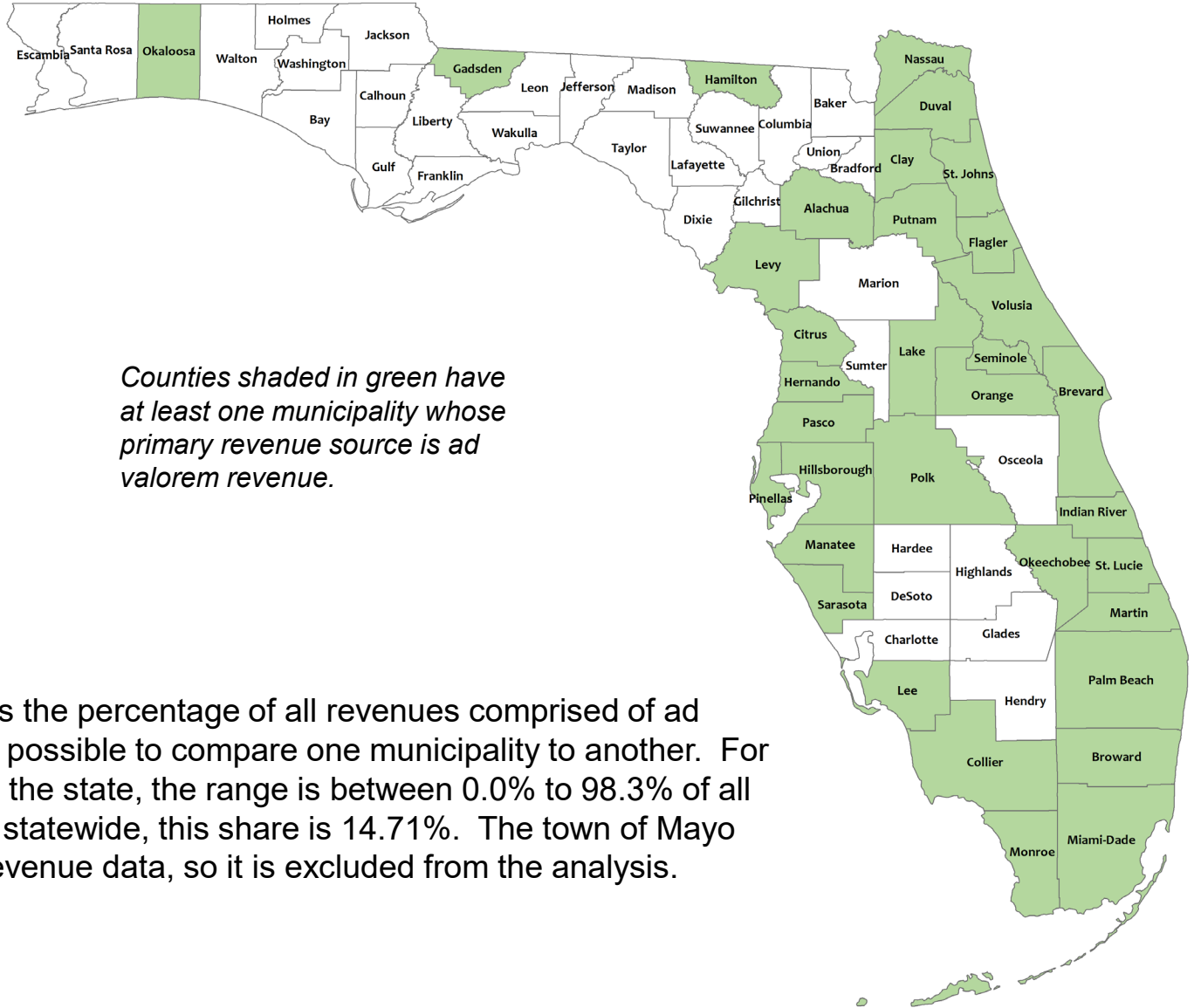
Combining all municipalities allows a composite picture.

# Tax Breakout—Statewide Overview of Municipalities...



Note: Special assessments are included in *Permits, Fees, and Special Assessments*, not in *Taxes*.

# Counties with At Least One Municipality Having Reliance on Ad Valorem Taxes...



Defining reliance as the percentage of all revenues comprised of ad valorem taxes, it is possible to compare one municipality to another. For all municipalities in the state, the range is between 0.0% to 98.3% of all types of revenues; statewide, this share is 14.71%. The town of Mayo did not have any revenue data, so it is excluded from the analysis.

# Individual Municipality Reliance on Ad Valorem...

As a percentage of total revenues for 411 reporting municipalities, ad valorem taxes were ranked as the #1 source of revenue for 181 individual municipalities, in addition to the combined state total of municipalities. For these 181 municipalities:

## **Municipalities with Greatest Reliance...**

1	Bay Lake	98.3%
2	Lake Buena Vista	97.4%
3	Weeki Wachee	90.2%
4	Lazy Lake	79.7%
5	Sea Ranch Lakes	79.2%
6	Indian Creek	77.6%
7	Indiantown	76.9%
8	Belleair Shore	74.6%
9	Orchid	69.3%
10	Ocean Ridge	67.9%

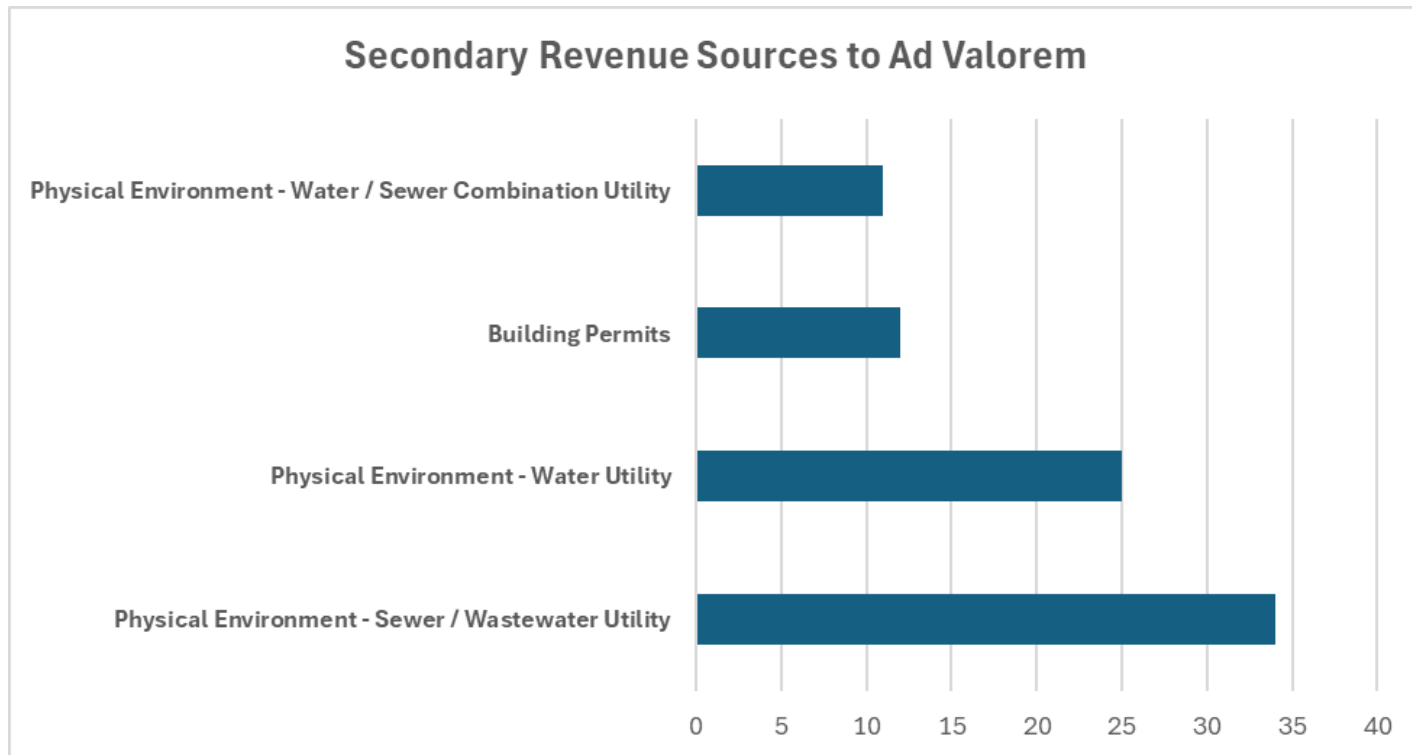
## **Municipalities with Least Reliance...**

181	Apopka	11.0%
180	Orlando	11.7%
179	Plant City	12.6%
178	Port Orange	13.1%
177	Holly Hill	13.1%
176	Dade City	13.1%
175	Sarasota	13.2%
174	Orange Park	13.5%
173	Ocoee	13.8%
172	Clermont	14.2%

Moreover, there were 22 cities that had "0" reported for ad valorem taxes.

# Secondary Revenue Sources for Municipalities...

Continuing to focus on the 181 municipalities, there is wide variation among the sources that were their second greatest revenue contributors. The most prevalent were:

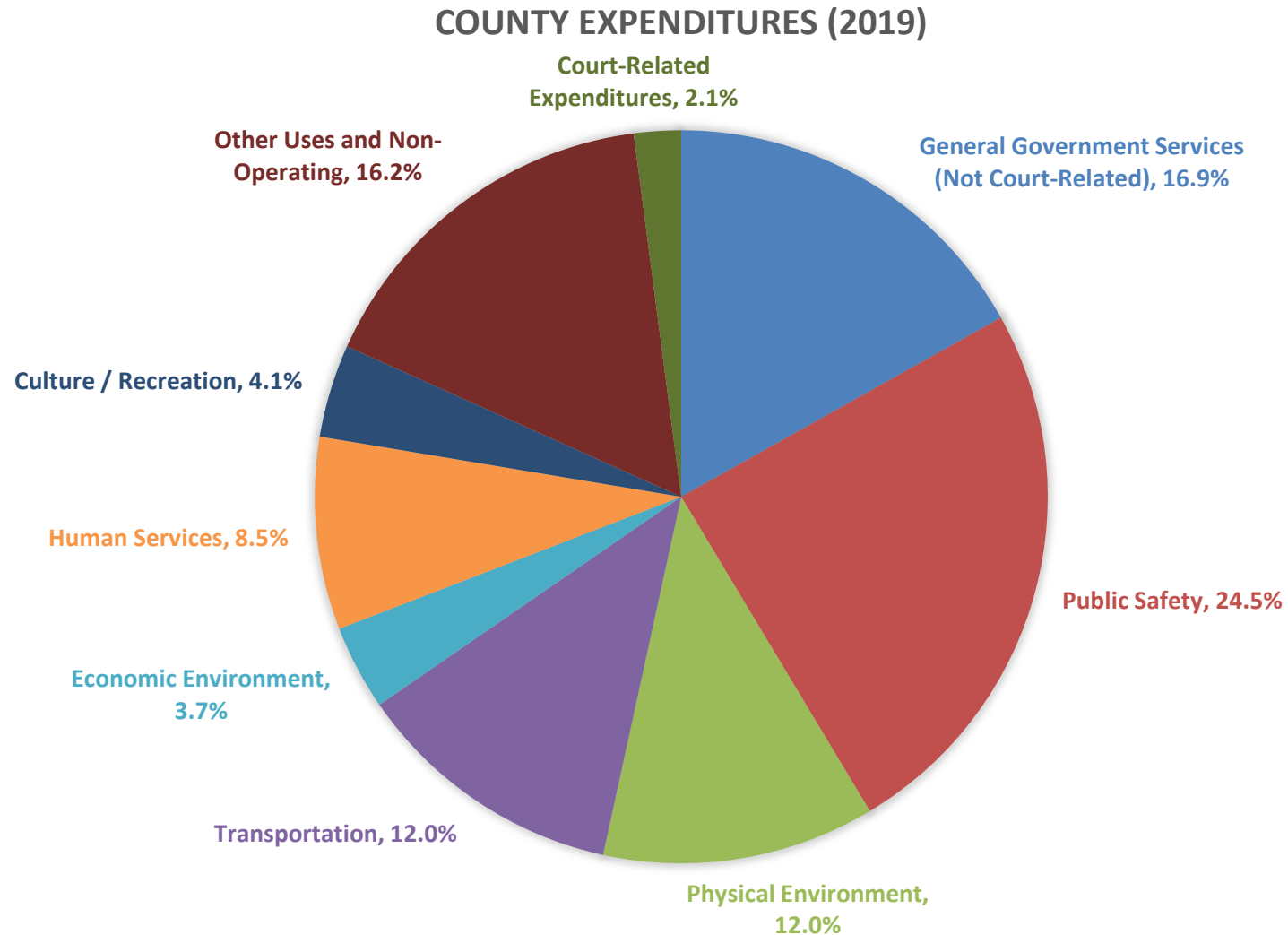


Note: While included in the calculation, *Non-Operating – Inter-Fund Group Transfers In* were omitted from the list.

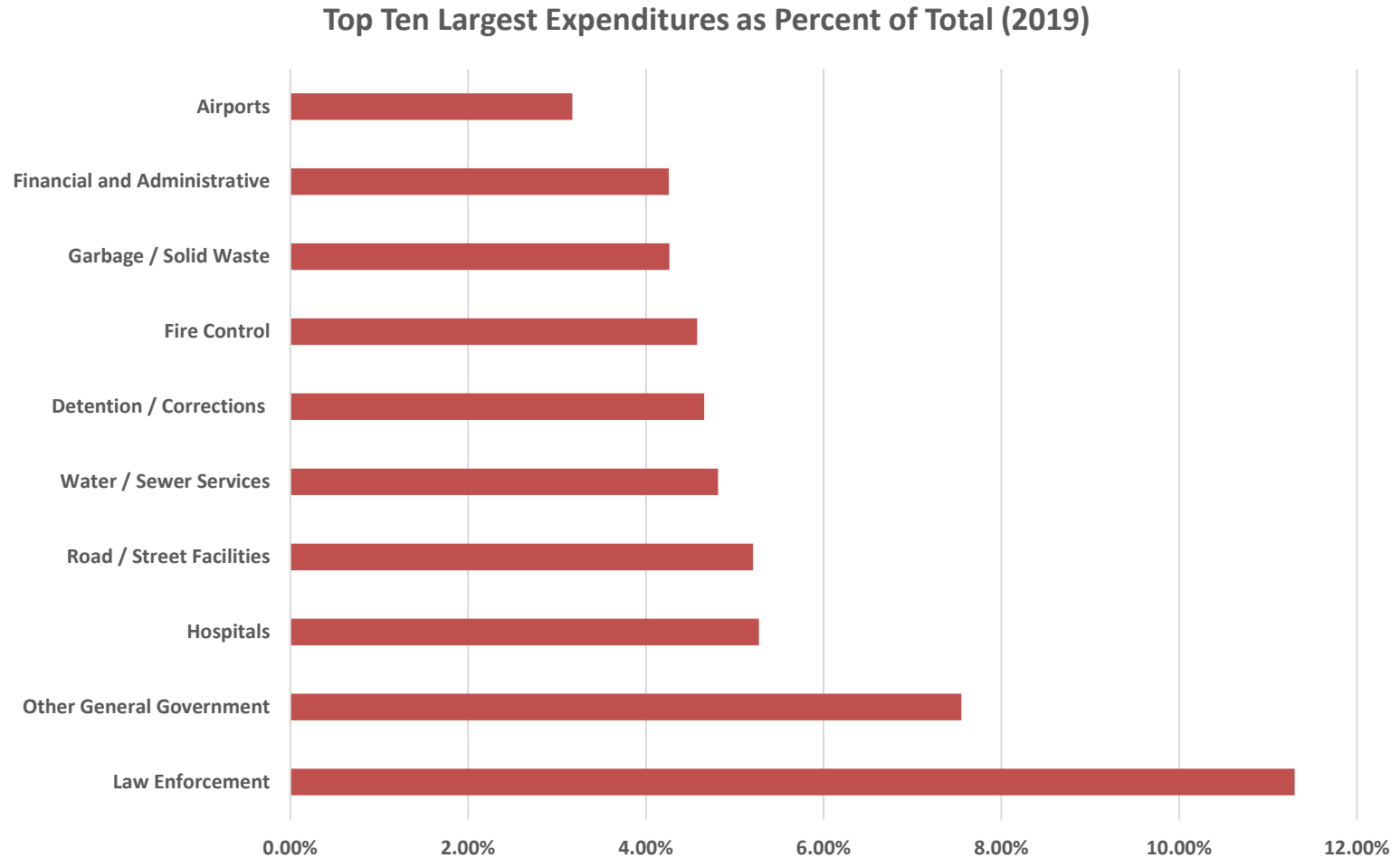


# **Expenditures**

# Expenditure Groups—Statewide Overview of Counties...

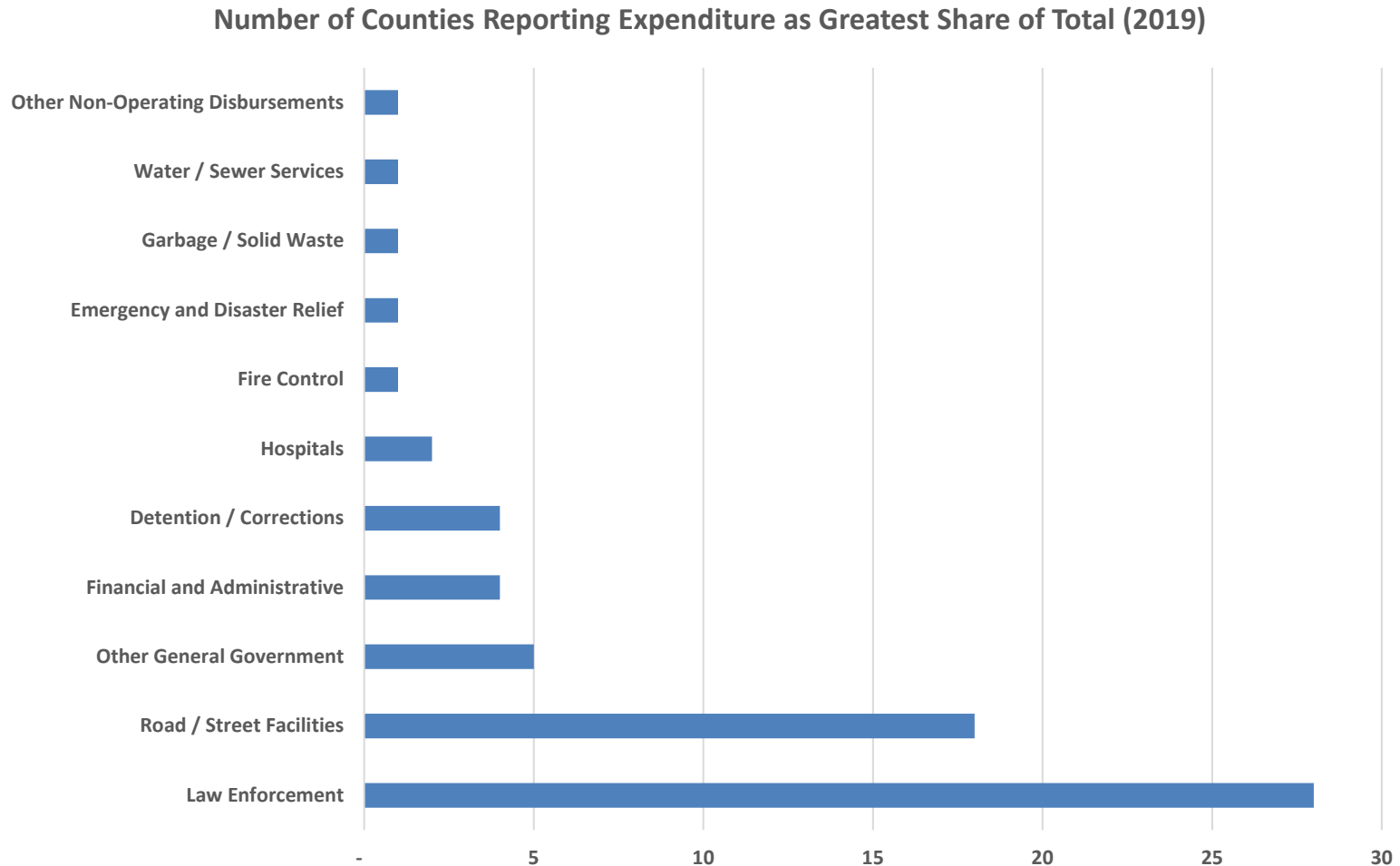


# Expenditure Breakout—Statewide Overview of Counties...



Note: While included in the calculation, Interfund Transfers have been omitted from the list.

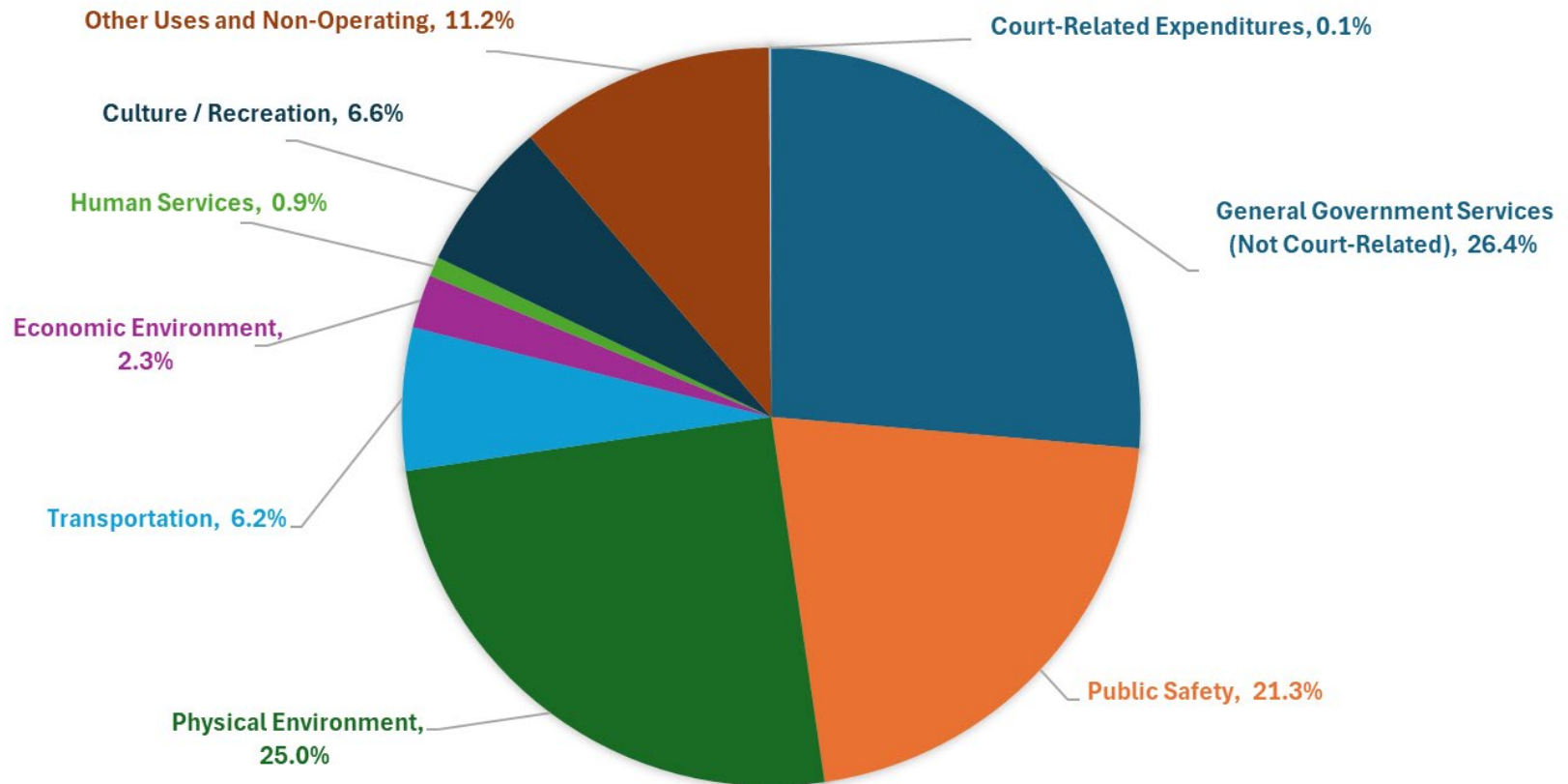
# Expenditure Breakout—Individual Counties...



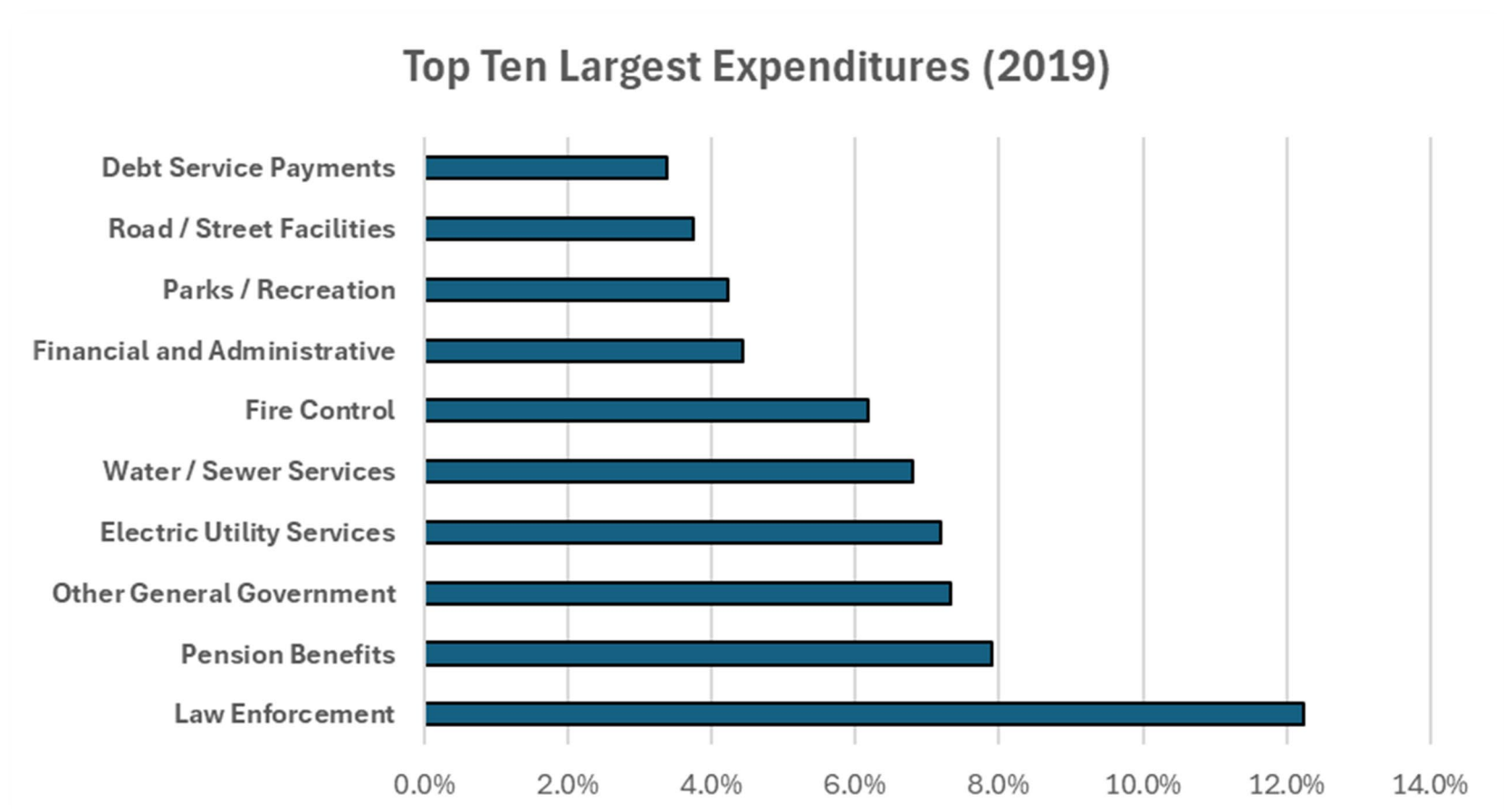
Note: While included in the calculation, Interfund Transfers have been omitted from the list.

# Expenditure Groups— Statewide Overview of Municipalities...

MUNICIPAL EXPENDITURES (2019)



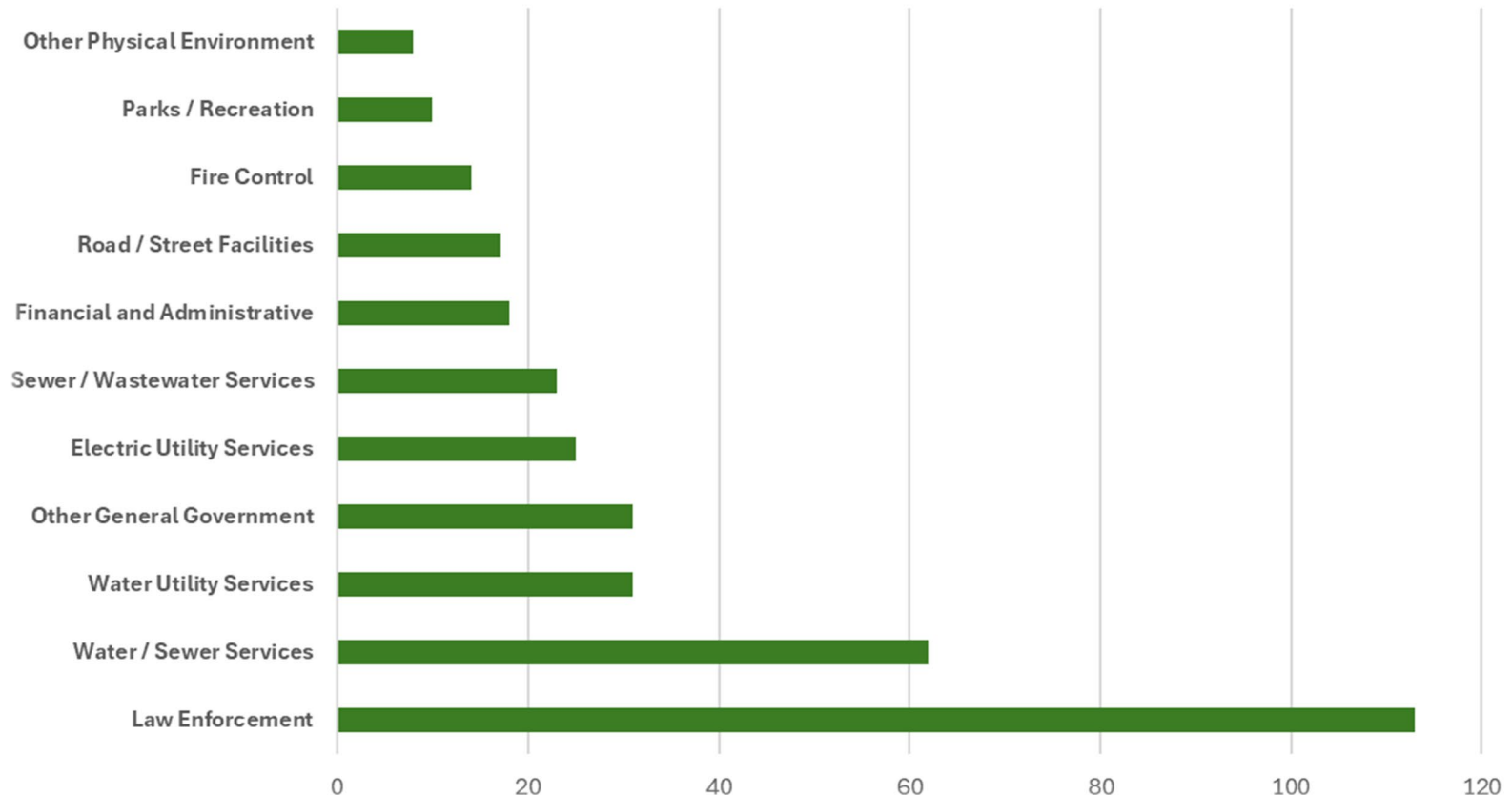
# Expenditure Breakout—Statewide Overview of Municipalities...



Note: While included in the calculation, *Interfund Transfers Out* were omitted from the list.

# Expenditure Breakout—Individual Municipalities...

Number of Municipalities Reporting Expenditure as Greatest Share of Total



Note: While included in the calculation, *Interfund Transfers Out* were omitted from the list.

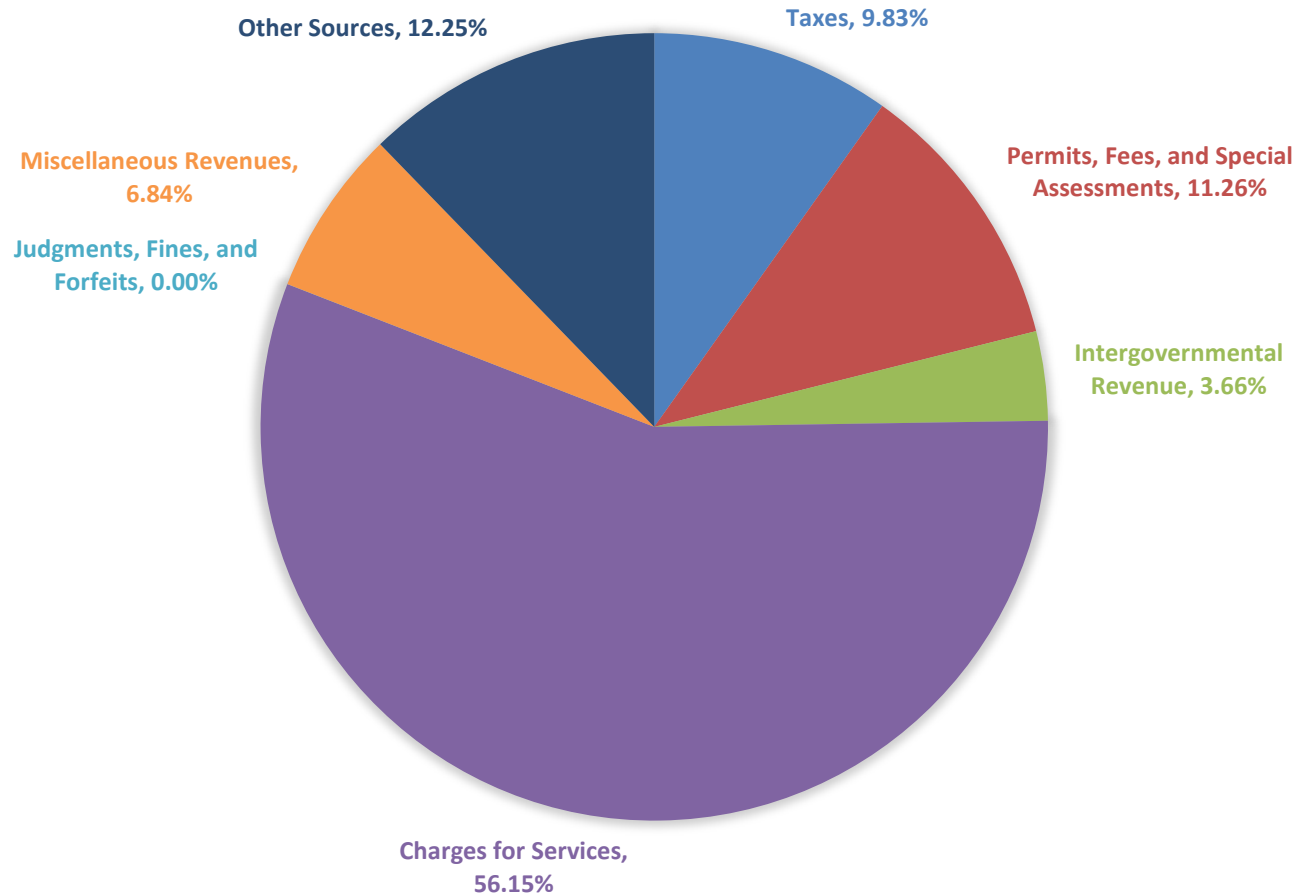
# **Independent Special Districts**

Water Management Districts (WMDs) have been separately treated.



# Revenue Types—Statewide Overview of 1,125 Independent Special Districts (excluding WMDs)...

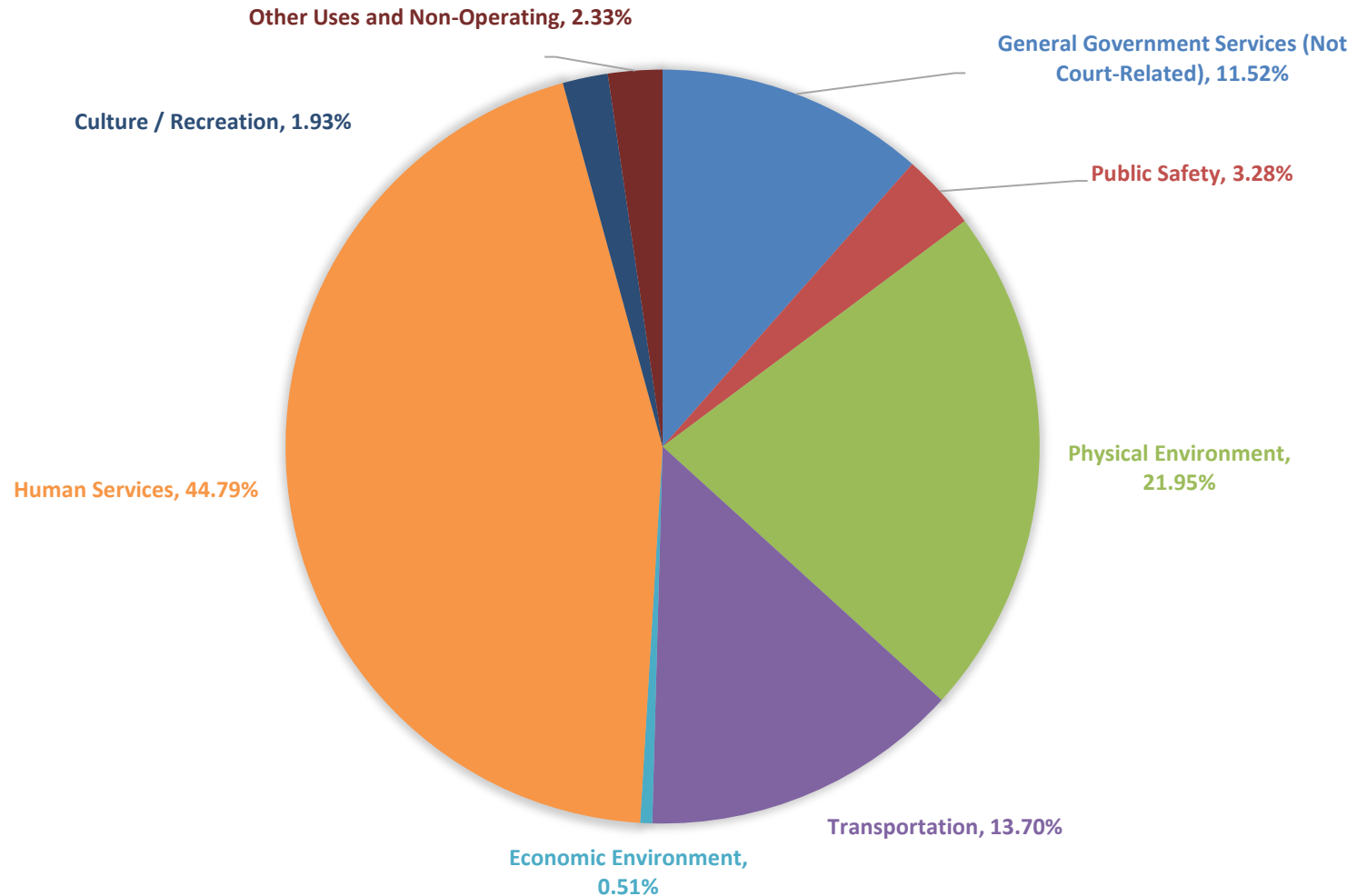
SPECIAL DISTRICT REVENUES (2019--NON WMD)



The largest single revenue source is Human Services - Hospital Charges at 34.47%. Ad Valorem Tax is 8.96%.

# Expenditure Groups—Statewide Overview of 1,125 Independent Special Districts (excluding WMDs)...

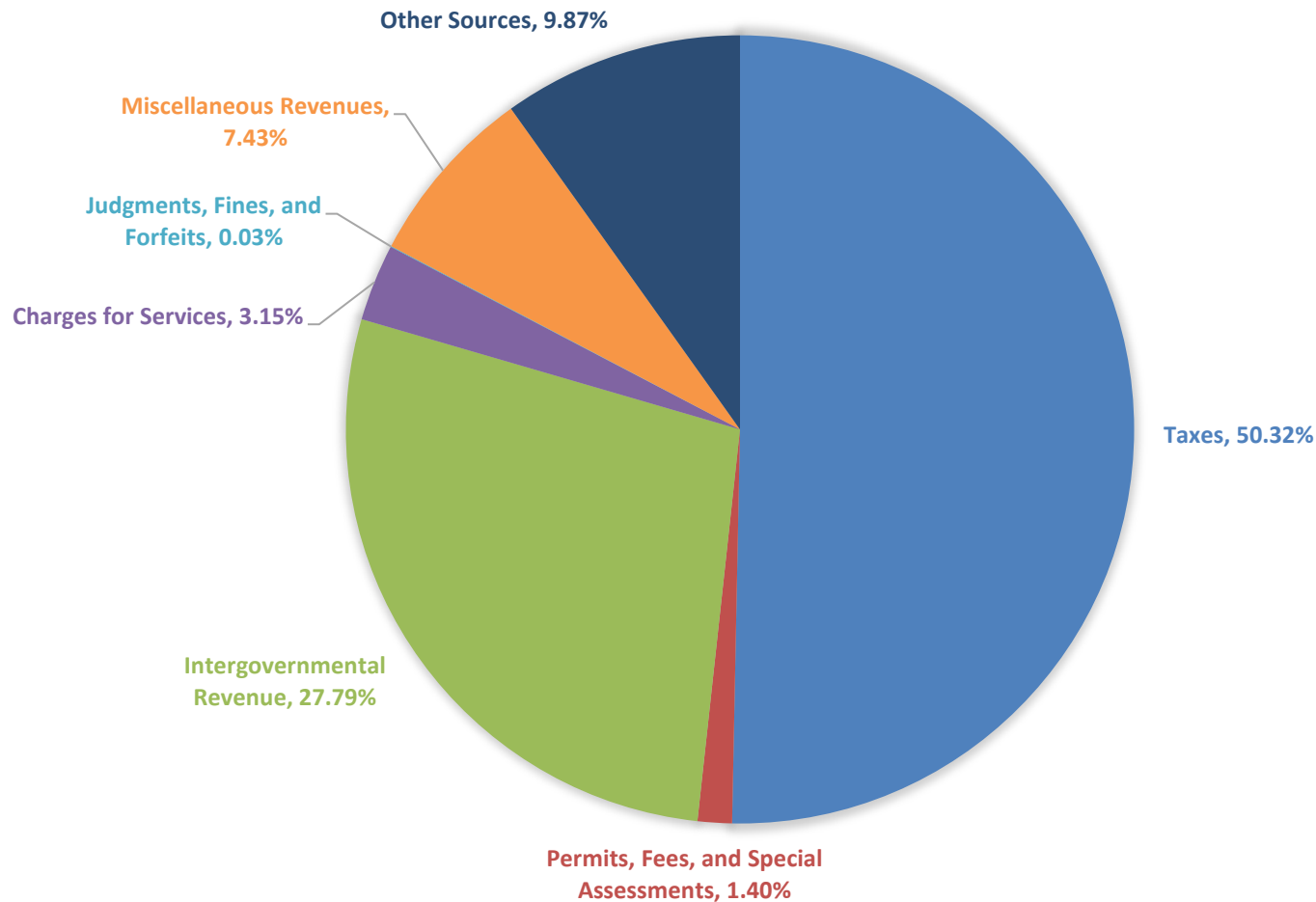
## SPECIAL DISTRICT EXPENDITURES (2019--EXCLUDING WMDS)



The largest single expenditure is Hospitals at 39.73%.

# Revenue Types—Statewide Overview of Five Water Management Districts...

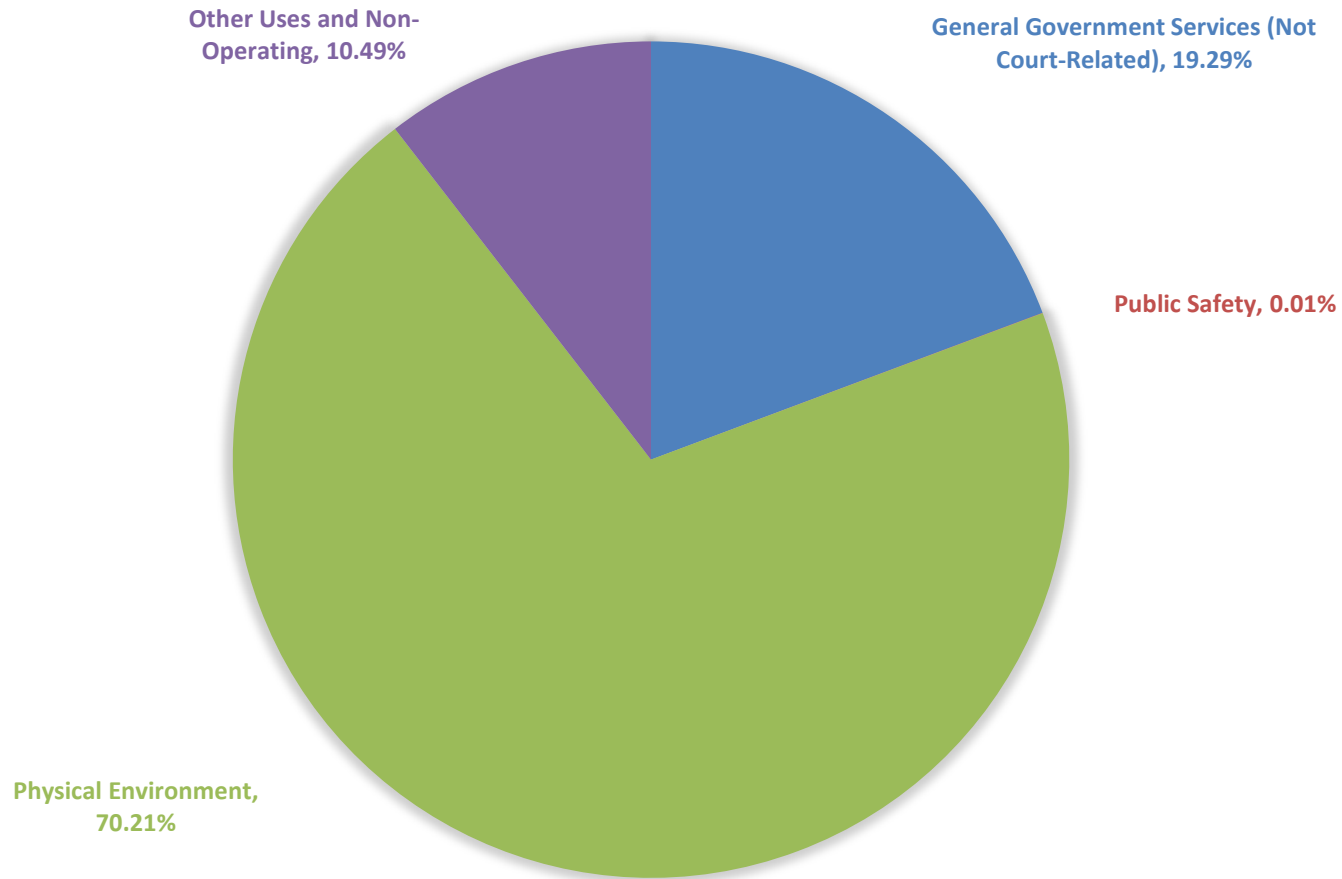
WATER MANAGEMENT DISTRICT REVENUES (2019)



The largest single revenue source is Ad Valorem Taxes at 49.17%.

# Expenditure Groups—Statewide Overview of Five Water Management Districts...

WATER MANAGEMENT DISTRICT EXPENDITURES (2019)



The largest single expenditure is Conservation / Resource Management at 36.67%.

## Next Steps...

- Replicate metrics from the case study for LFYs 2019-20, 2020-21, 2021-22, and 2022-23 to identify persistent patterns of decision-making that will likely remain in place over time—regardless of the specific economic environment. These will help shape future fiscal analyses of proposed policy changes.
- Literature review and more analysis to determine characteristics that make a local government more likely to exhibit greater reliance on property taxes. This review will lead to a better understanding of each local government's exercise of discretion over its fiscal structure.