

REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Nonprofit Homes for the Aged Exemption

Bill Number(s): HB 321

Entire Bill

Partial Bill:

Sponsor(s): Representative Smith

Month/Year Impact Begins: January 2026

Date(s) Conference Reviewed: February 7, 2025

Section 1: Narrative

- a. Current Law:** Section 196.1975 of the Florida statute exempts nonprofit homes for the aged from ad valorem taxation under the condition that they must either be: (1) a nonprofit corporation under chapter 617 or (2) a Florida limited partnership with a sole general partner that is a non-profit corporation under chapter 617, and the corporation must have been exempt as of January 1 of the year for which exemption from ad valorem property taxes is requested from federal income taxation by having qualified as an exempt charitable organization under the provisions of s. 501(c)(3) of 25 the Internal Revenue Code of 1954 or of the corresponding section of a subsequently enacted federal revenue act.
- b. Proposed Change:** Section 196.1975 is amended to include an additional criterion that exempts nonprofit homes for the aged owned by a Florida limited partnerships whose sole general partners are not licensed under chapter 429, and which are wholly owned by a corporation not for profit under chapter 617.

Section 2: Description of Data and Sources

2024 Final NAL Real Property Tax Roll

Aggregate Millage based on Proposed Millages from Each Taxing Authority Provided in December 2024

Results of the Ad Valorem Estimating Conference, July 31, 2024

Florida Housing Data Clearing House, [Assisted Housing Inventory](#)

Ownership Classification from [SunBiz](#)

Section 3: Methodology (Include Assumptions and Attach Details)

From the Assisted Housing Inventory and a previously compiled list of homes for the aged, 59 assisted-living facilities were identified as for-profit corporations with a target population listed as 'Elderly.' This list was examined, and 25 parcels were identified to be potentially eligible as Florida limited partnerships or whose legal business structure was unclear on SunBiz. 13 of these 25 had taxable value after exemptions and all 13 were matched to the 2024 NAL Property Tax roll. Their total school and non-school taxable values were \$195,580 and \$306,589 respectively, which was used as the basis for the middle.

High

For the high estimate, it was assumed that there are additional parcels that now qualify for this ad valorem exemption that were not identified in this list and thus the estimate is two times the middle estimate to account for any additional parcels that were not included in the middle and low estimates. The impact was calculated and then forecast using the taxable school and non-school year over year growth rates for residential non-homestead properties from the 2024 Ad Valorem Estimating Conference.

Middle

Since all 13 parcels were identified in the 2024 NAL property roll, the middle estimate assumes that all of these parcels will now be eligible for the ad valorem exemption and the total school and non-school taxable values were forecasted using the growth rates from the estimating conference.

Low

For the low estimate, it was assumed that since only 4 of the 13 qualifying parcels with taxable value were actually identified as Florida limited partnerships, only half of these parcels would be affected by the change and thus half the taxable value of the middle. The school and non-school taxable values were calculated and estimated using the year-over-year residential non-homestead growth taxable values growth rates.

The language of this bill is identical to SB220 / HB689 brought before the REC at an [impact conference](#) on November 17, 2023, at which the middle was adopted. The methodology is nearly identical but was updated for the latest roll and housing inventory. Further, it does not include a gross up factor since all parcels were matched.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Nonprofit Homes for the Aged Exemption

Bill Number(s): HB 321

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$0	\$(1.4 M)	\$0	\$(0.7 M)	\$0	\$(0.4 M)
2026-27	\$(1.2 M)	\$(1.4 M)	\$(0.6 M)	\$(0.7 M)	\$(0.3 M)	\$(0.4 M)
2027-28	\$(1.3 M)	\$(1.4 M)	\$(0.6 M)	\$(0.7 M)	\$(0.3 M)	\$(0.4 M)
2028-29	\$(1.3 M)	\$(1.4 M)	\$(0.7 M)	\$(0.7 M)	\$(0.3 M)	\$(0.4 M)
2029-30	\$(1.4 M)	\$(1.4 M)	\$(0.7 M)	\$(0.7 M)	\$(0.4 M)	\$(0.4 M)

Revenue Distribution: Ad Valorem

Section 5: Consensus Estimate (Adopted: 02/07/2025) The Conference adopted the middle estimate.

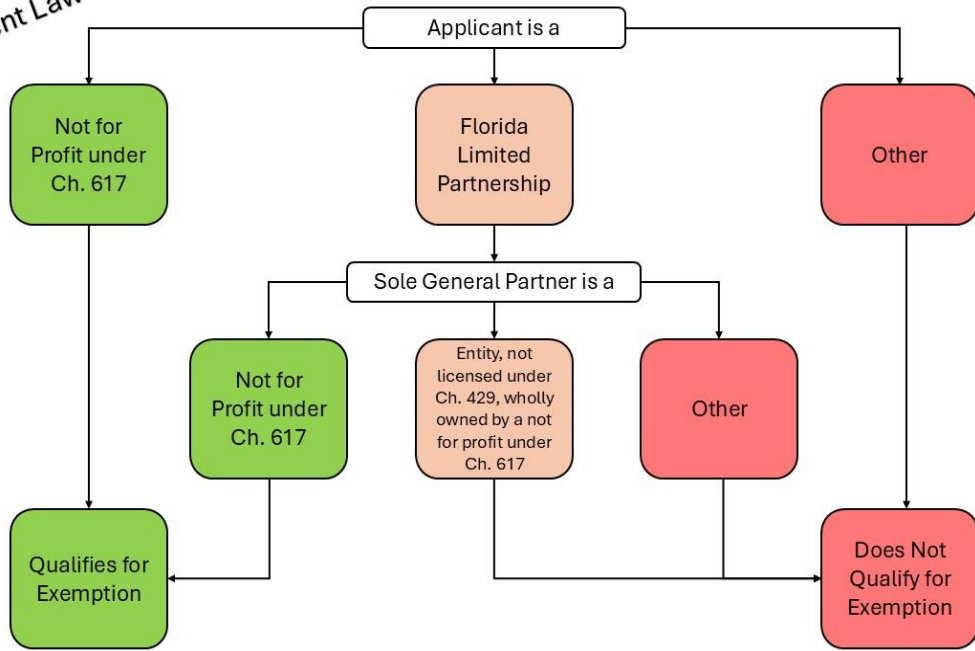
	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	0.0	0.0	0.0	0.0	(0.6)	0.0	(0.6)
2026-27	0.0	0.0	0.0	0.0	(0.6)	(0.6)	(0.6)	(0.6)
2027-28	0.0	0.0	0.0	0.0	(0.6)	(0.6)	(0.6)	(0.6)
2028-29	0.0	0.0	0.0	0.0	(0.7)	(0.7)	(0.7)	(0.7)
2029-30	0.0	0.0	0.0	0.0	(0.7)	(0.7)	(0.7)	(0.7)

	School		Non-School		Total Local/Other	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	(0.2)	0.0	(0.3)	0.0	(0.6)
2026-27	(0.2)	(0.2)	(0.4)	(0.4)	(0.6)	(0.6)
2027-28	(0.2)	(0.2)	(0.4)	(0.4)	(0.6)	(0.6)
2028-29	(0.2)	(0.2)	(0.4)	(0.4)	(0.7)	(0.7)
2029-30	(0.3)	(0.3)	(0.5)	(0.5)	(0.7)	(0.7)

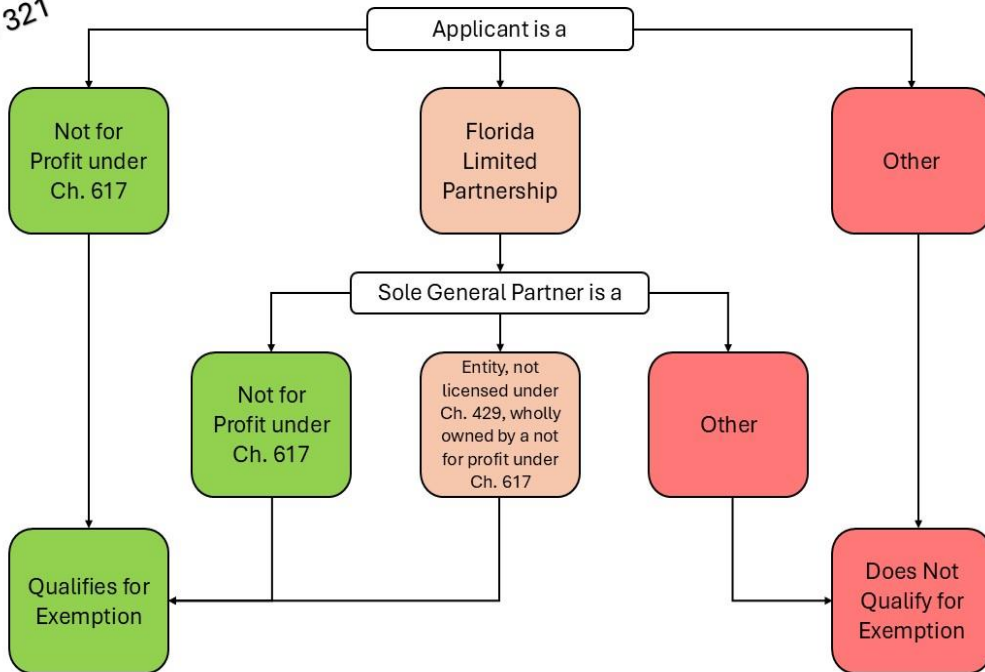
	A	B	C	D	E	F	G	H
1								
2	2025 Statewide Aggregate Millage Rates							
3	School		5.9037					
4	Non-School		10.4586					
5								
6	Residential Non-Homestead Taxable Value							
7	Year	School	Non-School					
8	2024	7.10%	12.67%					
9	2025	3.99%	8.26%					
10	2026	4.98%	7.49%					
11	2027	4.79%	6.18%					
12	2028	4.78%	5.65%					
13	2029	4.80%	5.38%					
14	2030	3.84%	5.28%					
15	Source: AV REC Conference 7/24							
16								
17	Parcel Breakdown							
18	Qualified Parcels		Count	Taxable Value- Non School	Taxable Value- School			
19								
20	Assisted Housing Inventory		12	\$ 24,414,341	\$ 28,228,280			
21	Prior Research		1	\$ 4,900,168	\$ 4,900,168			
22	Total		13	\$ 29,314,509	\$ 33,128,448			
23								
24								
25	Low							
26	Multiplier	School	Non-School					
27	0.5	\$ 16,564,224	\$ 14,657,255					
28								
29	Middle							
30	Multiplier	School	Non-School					
31	1	\$ 33,128,448	\$ 29,314,509					
32								
33	High							
34	Multiplier	School	Non-school					
35	2	\$ 66,256,896	\$ 58,629,018					
36								
37								
38	2024 Tax Impact							
39	High		Midde		Low			
40	School	Non-School	School	Non-School	School	Non-School		
41	\$ 391,161	\$ 613,177	\$ 195,580	\$ 306,589	\$ 97,790	\$ 153,294		
42								
43								
44	Impact on Tax Collected							
45	Year	High		Midde		Low		
46		School	Non-School	School	Non-School	School	Non-School	
47	2025	\$ (418,933)	\$ (690,867)	\$ (209,467)	\$ (345,434)	\$ (104,733)	\$ (172,717)	
48	2026	\$ (435,649)	\$ (747,933)	\$ (217,824)	\$ (373,966)	\$ (108,912)	\$ (186,983)	
49	2027	\$ (457,344)	\$ (803,953)	\$ (228,672)	\$ (401,976)	\$ (114,336)	\$ (200,988)	
50	2028	\$ (479,251)	\$ (853,637)	\$ (239,625)	\$ (426,819)	\$ (119,813)	\$ (213,409)	
51	2029	\$ (502,159)	\$ (901,868)	\$ (251,079)	\$ (450,934)	\$ (125,540)	\$ (225,467)	
52								

	A	B	C	D	E	F	G	H
53								
54	Impact on School							
55		High		Middle		Low		
56		Cash	Recurring	Cash	Recurring	Cash	Recurring	
57	2025-26	\$0	\$(0.4 M)	\$0	\$(0.2 M)	\$0	\$(0.1 M)	
58	2026-27	\$(0.4 M)	\$(0.4 M)	\$(0.2 M)	\$(0.2 M)	\$(0.1 M)	\$(0.1 M)	
59	2027-28	\$(0.5 M)	\$(0.5 M)	\$(0.2 M)	\$(0.2 M)	\$(0.1 M)	\$(0.1 M)	
60	2028-29	\$(0.5 M)	\$(0.5 M)	\$(0.2 M)	\$(0.2 M)	\$(0.1 M)	\$(0.1 M)	
61	2029-30	\$(0.5 M)	\$(0.5 M)	\$(0.3 M)	\$(0.3 M)	\$(0.1 M)	\$(0.1 M)	
62								
63	Impact on Non-School							
64		High		Middle		Low		
65		Cash	Recurring	Cash	Recurring	Cash	Recurring	
66	2025-26	\$0	\$(0.7 M)	\$0	\$(0.3 M)	\$0	\$(0.2 M)	
67	2026-27	\$(0.7 M)	\$(0.7 M)	\$(0.4 M)	\$(0.4 M)	\$(0.2 M)	\$(0.2 M)	
68	2027-28	\$(0.8 M)	\$(0.8 M)	\$(0.4 M)	\$(0.4 M)	\$(0.2 M)	\$(0.2 M)	
69	2028-29	\$(0.9 M)	\$(0.9 M)	\$(0.4 M)	\$(0.4 M)	\$(0.2 M)	\$(0.2 M)	
70	2029-30	\$(0.9 M)	\$(0.9 M)	\$(0.5 M)	\$(0.5 M)	\$(0.2 M)	\$(0.2 M)	
71								
72	Total Impact							
73		High		Middle		Low		
74		Cash	Recurring	Cash	Recurring	Cash	Recurring	
75	2025-26	\$0	\$(1.1 M)	\$0	\$(0.6 M)	\$0	\$(0.3 M)	
76	2026-27	\$(1.2 M)	\$(1.2 M)	\$(0.6 M)	\$(0.6 M)	\$(0.3 M)	\$(0.3 M)	
77	2027-28	\$(1.3 M)	\$(1.3 M)	\$(0.6 M)	\$(0.6 M)	\$(0.3 M)	\$(0.3 M)	
78	2028-29	\$(1.3 M)	\$(1.3 M)	\$(0.7 M)	\$(0.7 M)	\$(0.3 M)	\$(0.3 M)	
79	2029-30	\$(1.4 M)	\$(1.4 M)	\$(0.7 M)	\$(0.7 M)	\$(0.4 M)	\$(0.4 M)	
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Current Law



HB 321



REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Surviving Spouse of Quadriplegics Exemption

Bill Number(s): HJR 163

Entire Bill

Partial Bill:

Sponsor(s): Representative Tant

Month/Year Impact Begins: January 2027

Date(s) Conference Reviewed: February 7, 2025

Section 1: Narrative

- a. **Current Law:** Article VII of the Florida Constitution provides a list of entities which the Legislature may provide ad valorem tax relief equal to the total amount or a portion of the ad valorem tax otherwise owed on a homestead property.
- b. **Proposed Change:** The surviving spouse of a quadriplegic who was receiving a property tax exemption on real estate used and owned as a homestead at the time of their death is added to the list of eligible entities in Article VII of the Florida Constitution.

Section 2: Description of Data and Sources

Aggregate Millage based on Proposed Millages from Each Taxing Authority Provided in August 2024

Results of the Ad Valorem Estimating Conference, July 31, 2024

Data provided by Property Appraisers

Section 3: Methodology (Include Assumptions and Attach Details)

On the property tax roll, Exemption 08 represents all 196,101 exemptions. It is not limited to quadriplegics. Data was provided by the property appraisers indicating the amount of taxable value exempted for quadriplegics. 53 counties responded, representing approximately 95 percent of the population of the state. The total taxable value was shared up by the population ratio to arrive at a statewide estimate of taxable value exempted for quadriplegics of \$483,244,756.

To estimate the impact of the bill, some assumptions must be made regarding mortality, marriage rates, and the behavior of widows of quadriplegics. The high assumes a 7.5 percent annual mortality rate among quadriplegics, the middle assumes 5 percent and the low assumes 2.5 percent. Miami-Dade provided data that 36.4 percent of homesteads with the quadriplegic exemption were jointly filed. The high assumes the full 36.4 percent of joint filing homesteads are for marriage, the middle assumes 30 percent, and the low 25 percent. The high assumes that 90 percent of surviving spouses will meet all qualifiers (do not remarry, maintain a homestead in the state of Florida), the middle assumes 75 percent and the low assumes 50 percent.

It is assumed that the bill applies retroactively such that the surviving spouse of a quadriplegic that died in the past but otherwise meets the requirements of the bill language would receive the exemption today. It is further assumed that no refund of taxes paid in the interim would be made. The high assumes that the existing surviving spouse pool would be 3 times the size of the new widows in the first year, the middle assumes the same size as the new widows, and the low assumes half the size.

The 2024 taxable value is grown out to 2029 using the Homestead Taxable Value growth rates derived from the July 2024 Ad Valorem Estimating Conference. The aggregate school and non-school millage rates could be applied to arrive at an impact for each year.

An identical methodology was reviewed by the conference during the previous legislative session. The conference adopted a modified high that has been used in this impact. Provided below is the link to the previously adopted impact:

[page6-8.pdf](#)

The joint resolution is dependent on the ballot outcome and implementing legislation, therefore the proposed fiscal impact is indeterminate.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Surviving Spouse of Quadriplegics Exemption

Bill Number(s): HJR 163

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$0	(0/**)	\$0	(0/**)	\$0	(0/**)
2026-27	\$0	(0/**)	\$0	(0/**)	\$0	(0/**)
2027-28	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)
2028-29	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)
2029-30	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)	(0/**)

Revenue Distribution: Ad Valorem

Section 5: Consensus Estimate (Adopted: 02/07/2025) The Conference adopted a zero impact since this is a joint resolution proposing an amendment to be submitted to the voters which is not self-executing.

	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2026-27	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2027-28	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2028-29	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
2029-30	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

	A	B	C	D	E	F	G
1	2025 Aggregate Millage Rates						
2	School	5.9037					
3	Non-School	10.4586					
4							
5	Roll Year	Homestead Taxable Value	Growth				
6	2024	\$ 1,092,223,865,703					
7	2025	\$ 1,193,962,405,241	9.3%				
8	2026	\$ 1,297,814,567,035	8.7%				
9	2027	\$ 1,400,460,077,589	7.9%				
10	2028	\$ 1,497,578,346,130	6.9%				
11	2029	\$ 1,598,443,052,812	6.7%				
12							
13	2025 Roll Year	Value					
14	Reported Taxable Value of Quadriplegic Exemption	\$ 454,525,204					
15	Counties Reporting	53					
16	Population in Reporting Counties	20,858,189					
17	Population in Unreported Counties	1,317,942					
18	Share-Up Amount	106.32%					
19	Statewide Taxable Value of Quadriplegic Exemption	\$ 483,244,756					
20	Data for Jointly Filed Homestead in Group	36.4%					
21							
22	Assumptions	High	Middle	Low			
23	Yearly Mortality	7.5%	5.0%	2.5%			
24	Share Married	36.4%	30.0%	25.0%			
25	Share Qualifiers (no remarriage, stay in state, etc.)	90.0%	75.0%	50.0%			
26	Retroactive Additional Year 1 Impact	300.0%	100.0%	50.0%			
27							
28	Taxable Value Impact	High	Mid	Low			
29	2024	\$ 47,445,849	\$ 10,873,007	\$ 2,265,210			
30	2025	\$ 51,865,338	\$ 11,885,807	\$ 2,476,210			
31	2026	\$ 56,376,642	\$ 12,919,647	\$ 2,691,593			
32	2027	\$ 60,835,529	\$ 13,941,475	\$ 2,904,474			
33	2028	\$ 65,054,315	\$ 14,908,281	\$ 3,105,892			
34	2029	\$ 69,435,845	\$ 15,912,381	\$ 3,315,079			
35							
36	Impact on School						
37		High		Middle		Low	
38		Cash	Recurring	Cash	Recurring	Cash	Recurring
39	2025-26	\$0	\$(0.4 M)	\$0	\$(0.1 M)	\$0	\$(0.0 M)
40	2026-27	\$0	\$(0.4 M)	\$0	\$(0.1 M)	\$0	\$(0.0 M)
41	2027-28	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
42	2028-29	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
43	2029-30	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
44							
45	Impact on Non-School						
46		High		Middle		Low	
47		Cash	Recurring	Cash	Recurring	Cash	Recurring
48	2025-26	\$0	\$(0.7 M)	\$0	\$(0.2 M)	\$0	\$(0.0 M)
49	2026-27	\$0	\$(0.7 M)	\$0	\$(0.2 M)	\$0	\$(0.0 M)
50	2027-28	\$(0.7 M)	\$(0.7 M)	\$(0.1 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
51	2028-29	\$(0.7 M)	\$(0.7 M)	\$(0.2 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
52	2029-30	\$(0.7 M)	\$(0.7 M)	\$(0.2 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
53							
54	Total Impact						
55		High		Middle		Low	
56		Cash	Recurring	Cash	Recurring	Cash	Recurring
57	2025-26	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	\$(0.054 M)
58	2026-27	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	\$(0.054 M)
59	2027-28	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	\$(0.048 M)	\$(0.054 M)
60	2028-29	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	\$(0.051 M)	\$(0.054 M)
61	2029-30	\$(1.1 M)	\$(1.1 M)	\$(0.3 M)	\$(0.3 M)	\$(0.054 M)	\$(0.054 M)

REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Surviving Spouse of Quadriplegics Exemption (Implementing Bill)

Bill Number(s): HB 165

Entire Bill

Partial Bill:

Sponsor(s): Representative Tant

Month/Year Impact Begins: January 2027

Date(s) Conference Reviewed: February 7, 2025

Section 1: Narrative

- a. Current Law:** Subsection 196.101(1), F.S., provides a full ad valorem tax exemption for homesteads owned and used by a quadriplegic.
- b. Proposed Change:** The current law subsection 196.101(1), F.S., becomes paragraph 196.101(1)(a) and a paragraph 196.101(1)(b) is added such that if the quadriplegic predeceases their spouse, the exemption carries to the spouse so long as they do not remarry. If the spouse moves to a new homestead, the exemption transfers up to the dollar amount of the exemption granted on the original homestead.

Section 2: Description of Data and Sources

Aggregate Millage based on Proposed Millages from Each Taxing Authority Provided in August 2024

Results of the Ad Valorem Estimating Conference, July 31, 2024

Data provided by Property Appraisers

Section 3: Methodology (Include Assumptions and Attach Details)

On the property tax roll, Exemption 08 represents all 196.101 exemptions. It is not limited to quadriplegics. Data was provided by the property appraisers indicating the amount of taxable value exempted for quadriplegics. 53 counties responded, representing approximately 95 percent of the population of the state. The total taxable value was shared up by the population ratio to arrive at a statewide estimate of taxable value exempted for quadriplegics of \$483,244,756.

To estimate the impact of the bill, some assumptions must be made regarding mortality, marriage rates, and the behavior of widows of quadriplegics. The high assumes a 7.5 percent annual mortality rate among quadriplegics, the middle assumes 5 percent and the low assumes 2.5 percent. Miami-Dade provided data that 36.4 percent of homesteads with the quadriplegic exemption were jointly filed. The high assumes the full 36.4 percent of joint filing homesteads are for marriage, the middle assumes 30 percent, and the low 25 percent. The high assumes that 90 percent of surviving spouses will meet all qualifiers (do not remarry, maintain a homestead in the state of Florida), the middle assumes 75 percent and the low assumes 50 percent.

It is assumed that the bill applies retroactively such that the surviving spouse of a quadriplegic that died in the past but otherwise meets the requirements of the bill language would receive the exemption today. It is further assumed that no refund of taxes paid in the interim would be made. The high assumes that the existing surviving spouse pool would be 3 times the size of the new widows in the first year, the middle assumes the same size as the new widows, and the low assumes half the size.

The 2024 taxable value is grown out to 2029 using the Homestead Taxable Value growth rates derived from the July 2024 Ad Valorem Estimating Conference. The aggregate school and non-school millage rates could be applied to arrive at an impact for each year.

An identical methodology was reviewed by the conference during the previous legislative session. The conference adopted a modified high that has been used in this impact. Provided below is the link to the previously adopted impact:

[page9-11.pdf](#)

REVENUE ESTIMATING CONFERENCE

Revenue Source: Ad Valorem

Issue: Surviving Spouse of Quadriplegics Exemption (Implementing Bill)

Bill Number(s): HB 165

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	(*)
2026-27	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	(*)
2027-28	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	(*)	(*)
2028-29	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	(*)	(*)
2029-30	\$(1.1 M)	\$(1.1 M)	\$(0.3 M)	\$(0.3 M)	(*)	(*)

Revenue Distribution: Ad Valorem

Section 5: Consensus Estimate (Adopted: 02/07/2025) The adopted impact of the implementing bill to the constitutional amendment is zero/negative indeterminate due to the requirement for a statewide referendum.

	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	0.0	0.0	0.0	0.0	(0/**)	0.0	(0/**)
2026-27	0.0	0.0	0.0	0.0	0.0	(0/**)	0.0	(0/**)
2027-28	0.0	0.0	0.0	0.0	(0/**)	(0/**)	(0/**)	(0/**)
2028-29	0.0	0.0	0.0	0.0	(0/**)	(0/**)	(0/**)	(0/**)
2029-30	0.0	0.0	0.0	0.0	(0/**)	(0/**)	(0/**)	(0/**)

Note: If the constitutional amendment does not pass, the impact is zero. If approved, the Conference adopted the high estimate.

	School		Non-School		Total Local/Other	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	(0.4)	0.0	(0.7)	0.0	(1.1)
2026-27	0.0	(0.4)	0.0	(0.7)	0.0	(1.1)
2027-28	(0.4)	(0.4)	(0.7)	(0.7)	(1.1)	(1.1)
2028-29	(0.4)	(0.4)	(0.7)	(0.7)	(1.1)	(1.1)
2029-30	(0.4)	(0.4)	(0.7)	(0.7)	(1.1)	(1.1)

	A	B	C	D	E	F	G
1	2025 Aggregate Millage Rates						
2	School	5.9037					
3	Non-School	10.4586					
4							
5	Roll Year	Homestead Taxable Value	Growth				
6	2024	\$ 1,092,223,865,703					
7	2025	\$ 1,193,962,405,241	9.3%				
8	2026	\$ 1,297,814,567,035	8.7%				
9	2027	\$ 1,400,460,077,589	7.9%				
10	2028	\$ 1,497,578,346,130	6.9%				
11	2029	\$ 1,598,443,052,812	6.7%				
12							
13	2025 Roll Year	Value					
14	Reported Taxable Value of Quadriplegic Exemption	\$ 454,525,204					
15	Counties Reporting	53					
16	Population in Reporting Counties	20,858,189					
17	Population in Unreported Counties	1,317,942					
18	Share-Up Amount	106.32%					
19	Statewide Taxable Value of Quadriplegic Exemption	\$ 483,244,756					
20	Data for Jointly Filed Homestead in Group	36.4%					
21							
22	Assumptions	High	Middle	Low			
23	Yearly Mortality	7.5%	5.0%	2.5%			
24	Share Married	36.4%	30.0%	25.0%			
25	Share Qualifiers (no remarriage, stay in state, etc.)	90.0%	75.0%	50.0%			
26	Retroactive Additional Year 1 Impact	300.0%	100.0%	50.0%			
27							
28	Taxable Value Impact	High	Mid	Low			
29	2024	\$ 47,445,849	\$ 10,873,007	\$ 2,265,210			
30	2025	\$ 51,865,338	\$ 11,885,807	\$ 2,476,210			
31	2026	\$ 56,376,642	\$ 12,919,647	\$ 2,691,593			
32	2027	\$ 60,835,529	\$ 13,941,475	\$ 2,904,474			
33	2028	\$ 65,054,315	\$ 14,908,281	\$ 3,105,892			
34	2029	\$ 69,435,845	\$ 15,912,381	\$ 3,315,079			
35							
36	Impact on School						
37		High		Middle		Low	
38		Cash	Recurring	Cash	Recurring	Cash	Recurring
39	2025-26	\$0	\$(0.4 M)	\$0	\$(0.1 M)	\$0	\$(0.0 M)
40	2026-27	\$0	\$(0.4 M)	\$0	\$(0.1 M)	\$0	\$(0.0 M)
41	2027-28	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
42	2028-29	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
43	2029-30	\$(0.4 M)	\$(0.4 M)	\$(0.1 M)	\$(0.1 M)	\$(0.0 M)	\$(0.0 M)
44							
45	Impact on Non-School						
46		High		Middle		Low	
47		Cash	Recurring	Cash	Recurring	Cash	Recurring
48	2025-26	\$0	\$(0.7 M)	\$0	\$(0.2 M)	\$0	\$(0.0 M)
49	2026-27	\$0	\$(0.7 M)	\$0	\$(0.2 M)	\$0	\$(0.0 M)
50	2027-28	\$(0.7 M)	\$(0.7 M)	\$(0.1 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
51	2028-29	\$(0.7 M)	\$(0.7 M)	\$(0.2 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
52	2029-30	\$(0.7 M)	\$(0.7 M)	\$(0.2 M)	\$(0.2 M)	\$(0.0 M)	\$(0.0 M)
53							
54	Total Impact						
55		High		Middle		Low	
56		Cash	Recurring	Cash	Recurring	Cash	Recurring
57	2025-26	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	\$(0.054 M)
58	2026-27	\$0	\$(1.1 M)	\$0	\$(0.3 M)	\$0	\$(0.054 M)
59	2027-28	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	\$(0.048 M)	\$(0.054 M)
60	2028-29	\$(1.1 M)	\$(1.1 M)	\$(0.2 M)	\$(0.3 M)	\$(0.051 M)	\$(0.054 M)
61	2029-30	\$(1.1 M)	\$(1.1 M)	\$(0.3 M)	\$(0.3 M)	\$(0.054 M)	\$(0.054 M)

REVENUE ESTIMATING CONFERENCE

Revenue Source: Pari-mutuel Taxes and Fees
Occupational License and Fingerprint Fees

Issue: Thoroughbred Permitholders

Bill Number(s): CS/HB 105

Entire Bill

Partial Bill:

Sponsor(s): Representative Anderson

Month/Year Impact Begins: July 1, 2025

Date(s) Conference Reviewed: February 7, 2025

Section 1: Narrative

a. Current Law:

A thoroughbred permitholder may only possess an operating pari-mutuel license under s. 550.01215(1)(b)1, Fla. Stat., a cardroom license under s. 849.086(5), Fla. Stat., and, if applicable, a slot machine license under s. 551.104, Fla. Stat., if the thoroughbred permitholder conducts live racing.

Section 550.0951(3), Fla. Stat., provides for various tax rates applicable to the handle for intertrack wagering by host tracks. Under s. 550.0951(3)(c)1, Fla. Stat., the tax rate on the handle for intertrack wagering is 0.5 percent if the guest track receiving the broadcast is located outside the market area of the host track and within the market area of a thoroughbred permitholder currently conducting a live race meet.

Section 550.3551(3), Fla. Stat., provides that any horse track licensed under chapter 550, Fla. Stat., may receive broadcasts of horseraces conducted at other horse racetracks located outside this state if the horse track conducted a full schedule of live racing during the preceding state fiscal year, or if the horse track does not conduct live racing as authorized under s. 550.01215, Fla. Stat.

Under s. 550.09516, Fla. Stat., a thoroughbred permitholder who conducts pari-mutuel meets of thoroughbred racing is eligible for a credit equal to the amount paid by such permitholder in the prior state fiscal year to the federal Horseracing Integrity and Safety Authority. The credit may be applied to the taxes and fees due under ss. 550.0951, 550.09515, and 550.3551(3), Fla. Stat., less any credit received by the permitholder under s. 550.09515(6), Fla. Stat., and less the amount of state taxes that would otherwise be due to the state for the conduct of charity day performances under s. 550.0351(4), Fla. Stat. Any unused credit remaining at the end of a fiscal year expires and may not be used.

Section 849.086(5)(c), Fla. Stat., provides that for a cardroom license to be renewed by a thoroughbred permitholder, the applicant must have requested, as part of its pari-mutuel annual license application, to conduct at least 90 percent of the total number of live performances conducted by such permitholder during either the state fiscal year in which its initial cardroom license was issued or the state fiscal year immediately prior thereto if the permitholder ran at least a full schedule of live racing or games in the prior year.

Section 551.104(4), Fla. Stat., provides that, among other things, as a condition of slot machine gaming licensure, a thoroughbred permitholder may not hold a slot machine license or conduct slot machine gaming unless the thoroughbred permitholder conducts no fewer than a full schedule of live races as defined in s. 550.002(10), Fla. Stat.

- 550.002(10), Fla. Stat. defines a full schedule of live racing for a thoroughbred permitholder to be the conduct of at least 40 live performances.

Section 551.104(10)(a)1, Fla. Stat., provides that no slot machine license or renewal thereof shall be issued to a thoroughbred permitholder unless the permitholder has on file with the Commission: (i) a binding written agreement between the thoroughbred permitholder and the Florida Horsemen's Benevolent and Protective Association, Inc., governing the payments of purses on live thoroughbred races conducted at the permitholder's facility; and (ii); a binding written agreement between the thoroughbred permitholder and the Florida Thoroughbred Breeders' Association, Inc., governing the payment of breeders', stallion, and special racing awards on live thoroughbred races conducted at the permitholder's facility.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Pari-mutuel Taxes and Fees
Occupational License and Fingerprint Fees

Issue: Thoroughbred Permitholders
Bill Number(s): CS/HB 105

b. Proposed Change:

Amends s. 550.01215(1), Fla. Stat., to provide that a thoroughbred permitholder may elect not to conduct live racing. Section 550.01215(1), Fla. Stat. is further amended to provide that a thoroughbred permitholder that does not conduct live racing retains its permit; continues to be a pari-mutuel wagering facility; if issued a slot machine license, continues to be eligible for slot machine licensure at the facility where its permit is located; is eligible, but not required, to be a guest track; and remains eligible for a cardroom license.

Amends s. 551.104(4), Fla. Stat., to remove the requirement that a thoroughbred permitholder must, as a condition of slot licensure, conduct no fewer than a full schedule of live races as defined in s.550.002(10), Fla. Stat.

Amends s. 551.104(10), Fla. Stat. to remove the slot machine licensure requirement that a thoroughbred permitholder have on file with the Commission: (i) a binding written agreement between the thoroughbred permitholder and the Florida Horsemen's Benevolent and Protective Association, Inc., governing the payments of purses on live thoroughbred races conducted at the permitholder's facility; and (ii) a binding written agreement between the thoroughbred permitholder and the Florida Thoroughbred Breeders' Association, Inc., governing the payment of breeders', stallion, and special racing awards on live thoroughbred races conducted at the permitholder's facility.

Amends s. 849.086(5)(c), Fla. Stat. to remove the cardroom license renewal requirement that a thoroughbred permitholder must have requested, as part of its pari-mutuel annual license application, to conduct at least 90 percent of the total number of live performances conducted by such permitholder during either the state fiscal year in which its initial cardroom license was issued or the state fiscal year immediately prior thereto if the permitholder ran at least a full schedule of live racing in the prior year.

This bill would become effective July 1, 2025.

Section 2: Description of Data and Sources

Revenue Estimating Conference July 2024

News articles:

https://www.horseracingnation.com/news/Stronach_Gulfstream_Park_s_urban_location_is_not_great_for_horses_123

<https://www.thoroughbreddailynews.com/gulfstream-parks-future-its-become-a-national-issue/>

<https://paulickreport.com/news/the-biz/document-reveals-starting-point-of-decoupling-discussions-between-1-st-and-florida-horsemen>

Section 3: Methodology (Include Assumptions and Attach Details)

Three pari-mutuel operating licenses were issued for Fiscal Year 2024-2025 to conduct live thoroughbred racing performances: Gulfstream Park Racing Association, Inc., Gulfstream Park Thoroughbred After Racing Program, Inc., and Tampa Bay Downs, Inc. Gulfstream Park Racing Association, Inc., and Gulfstream Park Thoroughbred After Racing Program, Inc., operates at Gulfstream Park in Broward County. Tampa Bay Downs, Inc. operates in Hillsborough County.

Gulfstream Park Racing Association, Inc., and Tampa Bay Downs, Inc., both hold a cardroom license, but Gulfstream has not operated its cardroom since March 12, 2020, and there has been no indication that they will begin cardroom operations in the future.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Pari-mutuel Taxes and Fees
Occupational License and Fingerprint Fees

Issue: Thoroughbred Permitholders
Bill Number(s): CS/HB 105

Gulfstream Park Racing Association, Inc. also holds a current slot machine license.

Unknown Factors that affect revenue impact:

- Based on news articles, it is unknown when Gulfstream Park Racing Association, Inc., and Gulfstream Park Thoroughbred After Racing Program, Inc. would end live racing. It could be as early as July 2025 or as late as 2028. Additionally, it is unknown if Gulfstream Park Racing Association, Inc., will continue to receive broadcasts of horseraces conducted out of state and rebroadcast to in-state guests at current levels or if they will no longer act as hosts to receive such broadcasts. Furthermore, it's unknown if Gulfstream Park Racing Association, Inc., would continue to be a guest of intertrack wagering.
- It is unknown if Tampa Bay Downs would end live racing. Additionally, it is unknown if Tampa Bay Downs will continue to receive broadcasts of horse races conducted out-of-state and rebroadcast to in-state guests at current levels, if they will now also receive additional broadcasts of horseraces conducted out-of-state that Gulfstream Park is currently bringing in, or if they will no longer act as hosts to receive any such broadcasts.
- Daytona Beach Kennel Club, Inc. rebroadcasts out-of-state greyhound races to in-state tracks. Approximately 35% of the total Inter-Track Wagering Simulcast (ITWS) handle comes from guests within the market area of a thoroughbred permitholder. In accordance with s. 550.0951(3)(c)1, Fla. Stat., when such thoroughbred permitholders are conducting a live meet, the effective tax rate is 0.5% on ITWS handle from the wagers taken place at guest tracks. If a thoroughbred permitholder is no longer conducting a live meet the effective tax rate on such ITWS handle is 5.5%.
 - Currently, Daytona Beach Kennel Club does not pay any taxes or fees to the state due to the applicable tax exemption credit in 550.09514(1), Fla. Stat. and the ability to receive additional tax exemption credits through transfers from other greyhound permitholders as provided in s. 550.0951(1)(b), Fla. Stat.
 - If both thoroughbred tracks cease live racing but all current ITWS handle levels stay the same, Daytona's tax liability would increase. However, the commission would likely not see any revenue from Daytona due to additional exemption credits not being used by other greyhound permitholders, which would be available for transfer to offset such liability.

The Revenue Estimating Conference in July 2024 adopted revenue estimating numbers associated with all pari-mutuel taxes and fees and Occupational Licensing Fees (to include Fingerprint Fees):

PARI-MUTUEL WAGERING TRUST FUND					
FY	DAILY LICENSE FEES	OTHER PARI-MUTUEL TAX	Total Daily License Fees/Tax	OCCUPATIONAL LICENSE FEES (including Fingerprint fees)	
2025-2026	\$251,727.65	\$550,308.39	\$802,036.04	\$	570,097.75
2026-2027	\$250,781.15	\$548,239.49	\$799,020.64	\$	570,097.75
2027-2028	\$249,070.54	\$544,499.62	\$793,570.16	\$	612,081.50
2028-2029	\$247,635.99	\$541,363.51	\$788,999.50	\$	570,097.75
2029-2030	\$246,506.17	\$538,893.59	\$785,399.76	\$	570,097.75

Of the amounts above, the revenue the Commission would have likely collected associated with live, intertrack, simulcast, and ITWS taxes and daily license fees from thoroughbred permitholders, which were inclusive of HISA credits under s.550.09516, Fla. Stat. FY 2025/2026 through FY 2029/2030, were:

- \$0.00 from Tampa Bay Downs and Gulfstream Park Thoroughbred After Racing Program, Inc. for each fiscal year.
- Approximately \$181,000 from Gulfstream Park Association, Inc. for each fiscal year, except for FY 2025-2026 and FY 2026-2027, which was approximately \$182,000.

Additionally, of the occupational license fees adopted, approximately \$413,000 is associated with all live thoroughbred racing each fiscal year, except for FY 2027-2028, which was approximately \$436,000.

LOSS IN REVENUE TO THE PARI-MUTUEL WAGERING TRUST FUND:

REVENUE ESTIMATING CONFERENCE

Revenue Source: Pari-mutuel Taxes and Fees
Occupational License and Fingerprint Fees

Issue: Thoroughbred Permitholders

Bill Number(s): CS/HB 105

LOW REVENUE IMPACT:

- Assumes that Gulfstream Park Racing Association, Inc., Gulfstream Park Thoroughbred After Racing Program, and Tampa Bay Downs would cease all live racing and no longer receive broadcast of horseraces conducted out of state nor rebroadcast such signal to in-state guests. Due to the unknown of when or if the thoroughbred permitholders would cease live racing, the Commission cannot determine when the revenue losses would begin; therefore, we have provided the potential loss in revenue for each fiscal year.

**PARI-MUTUEL WAGERING TRUST FUND REVENUE IMPACT CS/HB105 ON BOTH THOROUGHBREDS
DECOUPLING AND DOING NO PARI-MUTUEL ACTIVITY**

FY	DAILY LICENSE FEES	OTHER PARI-MUTUEL TAX	TOTAL DAILY LICENSE FEES/TAXES LOSS	OCCUPATIONAL LICENSE FEES (including Fingerprint fees) LOSS	TOTAL LOSS REVENUE DUE TO THE STATE
2025-2026	(\$56,808.80)	(\$126,007.20)	(\$182,816.00)	(\$413,030.06)	(\$595,846.06)
2026-2027	(\$56,808.78)	(\$125,204.22)	(\$182,013.00)	(\$413,030.06)	(\$595,043.06)
2027-2028	(\$56,808.80)	(\$124,659.20)	(\$181,468.00)	(\$436,121.13)	(\$617,589.13)
2028-2029	(\$56,808.90)	(\$124,311.10)	(\$181,120.00)	(\$413,030.06)	(\$594,150.06)
2029-2030	(\$56,808.80)	(\$124,361.20)	(\$181,170.00)	(\$413,030.06)	(\$594,200.06)

- No impact on cardroom or slot machine revenue.

GAIN IN REVENUE TO THE PARI-MUTUEL WAGERING TRUST FUND:

HIGH REVENUE IMPACT:

- Should Gulfstream Park Racing Association, Inc., and Tampa Bay Downs both cease live racing but continue to receive broadcasts of horse races conducted out of state and rebroadcast to in-state guests at current levels, the Commission could see an increase in state revenue beginning the fiscal year after such permitholders cease live racing due to thoroughbred permitholders no longer receiving the eligible HISA credit available under s. 550.09516, Fla. Stat. Under this scenario, state revenue could potentially increase by approximately \$3.4 million each fiscal year.

**PARI-MUTUEL WAGERING TRUST FUND IF BOTH THOROUGHbred TRACKS CONTINUE TO BE A HOST OF
OUT OF STATE RACES**

FY	DAILY LICENSE FEES	OTHER PARI-MUTUEL TAX	OCCUPATIONAL LICENSE FEES (including Fingerprint fees)	TOTAL POTENTIAL GAIN IN REVENUE DUE TO THE STATE
2025-2026	If live racing ceased beginning 7/1/2025, each would have their HISA credit amounts available due to payments being paid to HISA in FY 2024/2025		(\$413,030.06)	(\$413,030.06)
2026-2027 *	\$333,000.00	\$3,069,852.00	(\$413,030.06)	\$2,989,821.94
2027-2028	\$333,000.00	\$3,048,582.00	(\$436,121.13)	\$2,945,460.87
2028-2029	\$333,000.00	\$3,030,205.00	(\$413,030.06)	\$2,950,174.94
2029-2030	\$333,000.00	\$3,014,327.00	(\$413,030.06)	\$2,934,296.94

*If they continued to run in FY 2025-2026, each would have their HISA credit amounts available to use in FY 2026/2027 and there would be no gain in state revenue. This is also true for the loss in occupational licensing fees. This is also true for any year thereafter, every year that they continue to operate live would postpone the increase in additional revenue under such scenario.

MIDDLE REVENUE IMPACT:

- Many factors/scenarios would reduce the high revenue impact, making the middle impact positive indeterminate. These unknowns include:

REVENUE ESTIMATING CONFERENCE

Revenue Source: Pari-mutuel Taxes and Fees
Occupational License and Fingerprint Fees

Issue: Thoroughbred Permitholders

Bill Number(s): CS/HB 105

- Whether each thoroughbred permitholder may just reduce live racing, continuing to make them eligible for a HISA tax credit. Additionally, if only a reduction in live racing by permitholders, the commission would continue to collect some occupational license fees associated with thoroughbred racing.
- If Tampa Bay Downs continued to run live races at current levels, the overall loss in occupational license fees would be reduced, and the potential gain in revenue to the state would be reduced as well.
- Gulfstream no longer brings in out-of-state signals, but Tampa Bay Downs continues to bring in the out-of-state signals at their current level.
- Tampa no longer brings in out-of-state signals, but Gulfstream Park continues to bring in out-of-state signals at their current level.
- Whether either permitholder would continue to accept the rebroadcast of such signal as they currently do from one another.
- With live racing no longer taking place at such facilities, the overall current levels of simulcast and ITWS wagering activity may be significantly reduced from current levels.

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26						
2026-27						
2027-28						
2028-29						
2029-30						

Revenue Distribution:

Pari-Mutuel Wagering Trust Fund

Section 5: Consensus Estimate (Adopted: 02/07/2025) The Conference adopted a +/- indeterminate impact.

	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0.0	0.0	+/-	+/-	0.0	0.0	+/-	+/-
2026-27	0.0	0.0	+/-	+/-	0.0	0.0	+/-	+/-
2027-28	0.0	0.0	+/-	+/-	0.0	0.0	+/-	+/-
2028-29	0.0	0.0	+/-	+/-	0.0	0.0	+/-	+/-
2029-30	0.0	0.0	+/-	+/-	0.0	0.0	+/-	+/-