

**REVENUE ESTIMATING CONFERENCE**

**Tax:** Ad Valorem

**Issue:** Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

**Bill Number(s):** [HB13/SB154](#)

**Entire Bill**

**Partial Bill:**

**Sponsor(s):** Reps. Gottlieb; Morales; Sen. Rodriguez

**Month/Year Impact Begins:** January 1, 2023

**Date of Analysis:** October 13, 2021

**Section 1: Narrative**

**a. Current Law:**

Section 196.202 currently reads, “(1) Property to the value of \$500 of every widow, widower, blind person, or totally and permanently disabled person who is a bona fide resident of this state is exempt from taxation. As used in this section, the term “totally and permanently disabled person” means a person who is currently certified by a physician licensed by this state, by the United States Department of Veterans Affairs or its predecessor, or by the Social Security Administration to be totally and permanently disabled.”

**b. Proposed Change:**

This proposed language changes the value from \$500 to \$5,000 and provides “Section 2. The amendment made by this act to s. 196.202(1), Florida Statutes, applies to tax years beginning on or after January 1, 2023.

“Section 3. This act shall take effect upon becoming a law.”

**Section 2: Description of Data and Sources**

2021P NAL File

2021P NAP File

REC Ad Valorem Assessments Conference Package – August 2021

**Section 3: Methodology (Include Assumptions and Attach Details)**

To determine the pool of impacted parcels, the 2021P NAL file was filtered to identify the parcels claiming exemptions 31, 32, 33, or 34. Due to an exemption mapping issue, parcels in Lafayette and Suwannee counties were filtered to include those claiming exemptions 31, 32, 33, or 35. Any parcel that had remaining taxable value after receiving these exemptions fell into the pool of impacted parcels. In 2021, this pool contained 497,610 parcels. The 2021P NAP file was filtered to identify the parcels claiming exemptions I, J, or K, and having remaining taxable value. This pool included 5 parcels.

For each parcel that had claimed a multiple of \$500 under any of these exemptions, and which had remaining taxable value (TV), an additional \$4,500 was deducted from the remaining TV for each exemption. For parcels with less than \$4,500 remaining TV initially, the parcel became completely exempt. For example, a parcel claiming the maximum exemption (\$500 currently) for three of the exemptions would have its TV reduced by 13,500, or become completely exempt, whichever occurred first.

Exemptions are applied in numerical order to the taxable value.

The difference between the current TV and the estimated TV was multiplied by the 2021-22 statewide millage rates to estimate the impact. This school and non-school impact values were grown forward using the growth rate of Assessed Value Homestead from the most recent Ad Valorem Revenue Estimating Conference. It is assumed that these values would grow proportionally.

The low estimate is calculated similarly but assumes a gradual decrease in participation by eligible parties, by 3% per year.

The high estimate is calculated similarly but assumes a gradual increase in participation by eligible parties, by 3% per year.

**Section 4: Proposed Fiscal Impact**

| Year    | High        |             | Middle      |             | Low         |             |
|---------|-------------|-------------|-------------|-------------|-------------|-------------|
|         | Cash        | Recurring   | Cash        | Recurring   | Cash        | Recurring   |
| 2022-23 | -           | \$ (46.7 M) | -           | \$ (45.3 M) | -           | \$ (42.4 M) |
| 2023-24 | \$ (52.1 M) | \$ (52.1 M) | \$ (49.1 M) | \$ (49.1 M) | \$ (45.7 M) | \$ (45.7 M) |
| 2024-25 | \$ (57.9 M) | \$ (57.9 M) | \$ (53.0 M) | \$ (53.0 M) | \$ (49.0 M) | \$ (49.0 M) |
| 2025-26 | \$ (63.9 M) | \$ (63.9 M) | \$ (56.8 M) | \$ (56.8 M) | \$ (52.4 M) | \$ (52.4 M) |
| 2026-27 | \$ (70.3 M) | \$ (70.3 M) | \$ (60.6 M) | \$ (60.6 M) | \$ (55.8 M) | \$ (55.8 M) |

**REVENUE ESTIMATING CONFERENCE**

**Tax:** Ad Valorem

**Issue:** Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

**Bill Number(s):** [HB13/SB154](#)

**List of affected Trust Funds:** Ad Valorem

**Section 5: Consensus Estimate (Adopted: 10/15/2021):** The Conference adopted the high estimate.

|         | School |           | Non-School |           | Total Local/Other |           |
|---------|--------|-----------|------------|-----------|-------------------|-----------|
|         | Cash   | Recurring | Cash       | Recurring | Cash              | Recurring |
| 2022-23 | 0.0    | (18.3)    | 0.0        | (28.4)    | 0.0               | (46.7)    |
| 2023-24 | (20.4) | (20.4)    | (31.7)     | (31.7)    | (52.1)            | (52.1)    |
| 2024-25 | (22.7) | (22.7)    | (35.2)     | (35.2)    | (57.9)            | (57.9)    |
| 2025-26 | (25.1) | (25.1)    | (38.9)     | (38.9)    | (63.9)            | (63.9)    |
| 2026-27 | (27.6) | (27.6)    | (42.7)     | (42.7)    | (70.3)            | (70.3)    |

|         | GR   |           | Trust |           | Local/Other |           | Total  |           |
|---------|------|-----------|-------|-----------|-------------|-----------|--------|-----------|
|         | Cash | Recurring | Cash  | Recurring | Cash        | Recurring | Cash   | Recurring |
| 2022-23 | 0.0  | 0.0       | 0.0   | 0.0       | 0.0         | (46.7)    | 0.0    | (46.7)    |
| 2023-24 | 0.0  | 0.0       | 0.0   | 0.0       | (52.1)      | (52.1)    | (52.1) | (52.1)    |
| 2024-25 | 0.0  | 0.0       | 0.0   | 0.0       | (57.9)      | (57.9)    | (57.9) | (57.9)    |
| 2025-26 | 0.0  | 0.0       | 0.0   | 0.0       | (63.9)      | (63.9)    | (63.9) | (63.9)    |
| 2026-27 | 0.0  | 0.0       | 0.0   | 0.0       | (70.3)      | (70.3)    | (70.3) | (70.3)    |

HB 13: Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

|    | A                                                                                                                          | B             | C               | D                 | E              | F                  | G | H | I |
|----|----------------------------------------------------------------------------------------------------------------------------|---------------|-----------------|-------------------|----------------|--------------------|---|---|---|
| 1  | HB 13/SB 154: Property Tax Exemptions For Widows, Widowers, Blind Persons, or Persons Totally and Permanently Disabled     |               |                 |                   |                |                    |   |   |   |
| 2  | Date of Analysis:                                                                                                          |               |                 |                   |                |                    |   |   |   |
| 3  |                                                                                                                            | 10/13/2021    |                 |                   |                |                    |   |   |   |
| 4  |                                                                                                                            |               |                 |                   |                |                    |   |   |   |
| 5  | <b>Current Exemptions</b>                                                                                                  |               |                 |                   |                |                    |   |   |   |
| 6  |                                                                                                                            | Roll          | Exemption       | Exemption Count   |                |                    |   |   |   |
| 7  |                                                                                                                            | Real Property | 31              | 3,344             |                |                    |   |   |   |
| 8  |                                                                                                                            |               | 32              | 72,922            |                |                    |   |   |   |
| 9  |                                                                                                                            |               | 33              | 341,469           |                |                    |   |   |   |
| 10 |                                                                                                                            |               | 34              | 98,592            |                |                    |   |   |   |
| 11 |                                                                                                                            | Tangible      | I               | -                 |                |                    |   |   |   |
| 12 |                                                                                                                            | Personal      | J               | -                 |                |                    |   |   |   |
| 13 |                                                                                                                            | Property      | K               | 5                 |                |                    |   |   |   |
| 14 | Note: These exemptions are not mutually exclusive                                                                          |               |                 |                   |                |                    |   |   |   |
| 15 | Source: 2021P NAL and NAP File, filtered to include only parcels with remaining TV, and with one of the above exemptions   |               |                 |                   |                |                    |   |   |   |
| 16 |                                                                                                                            |               |                 |                   |                |                    |   |   |   |
| 17 | <b>TV difference between proposed and current law</b>                                                                      |               |                 |                   |                |                    |   |   |   |
| 18 |                                                                                                                            |               | Exemption       | Current           | Proposed       | Difference         |   |   |   |
| 19 |                                                                                                                            | Real Property | TV_SD           | \$ 66,213,276,807 | 63,907,304,861 | \$ (2,305,971,946) |   |   |   |
| 20 |                                                                                                                            |               | TV_NSD          | \$ 53,066,675,877 | 50,988,838,748 | \$ (2,077,837,129) |   |   |   |
| 21 |                                                                                                                            | TPP           | TV              | \$ 163,081        | 140,581        | \$ (22,500)        |   |   |   |
| 22 | Note: It is assumed that exemptions are applied in numerical order                                                         |               |                 |                   |                |                    |   |   |   |
| 23 | Sources: 2021P NAL and NAP Files, filtered to include only parcels with remaining TV, and with one of the above exemptions |               |                 |                   |                |                    |   |   |   |
| 24 |                                                                                                                            |               |                 |                   |                |                    |   |   |   |
| 25 | <b>Statewide Millage Rates</b>                                                                                             |               |                 |                   |                |                    |   |   |   |
| 26 |                                                                                                                            | School        | 6.2797          |                   |                |                    |   |   |   |
| 27 |                                                                                                                            | Nonschool     | 10.8009         |                   |                |                    |   |   |   |
| 28 |                                                                                                                            |               |                 |                   |                |                    |   |   |   |
| 29 | <b>Difference in State Revenue</b>                                                                                         |               |                 |                   |                |                    |   |   |   |
| 30 |                                                                                                                            | School        | \$ (14,480,953) |                   |                |                    |   |   |   |
| 31 |                                                                                                                            | Nonschool     | \$ (22,442,754) |                   |                |                    |   |   |   |

HB 13: Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

|    | A                                                              | B                                                                                                                                                                                         | C               | D                                                           | E               | F               | G               | H               | I |
|----|----------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------|-------------------------------------------------------------|-----------------|-----------------|-----------------|-----------------|---|
| 32 |                                                                |                                                                                                                                                                                           |                 |                                                             |                 |                 |                 |                 |   |
| 33 | <b>Homestead Taxable Value Growth Rate</b>                     |                                                                                                                                                                                           |                 |                                                             |                 |                 |                 |                 |   |
| 34 |                                                                | 2020                                                                                                                                                                                      | \$ 702,322      |                                                             |                 |                 |                 |                 |   |
| 35 |                                                                | 2021                                                                                                                                                                                      | \$ 757,594      | 7.9%                                                        |                 |                 |                 |                 |   |
| 36 |                                                                | 2022                                                                                                                                                                                      | \$ 836,808      | 10.5%                                                       |                 |                 |                 |                 |   |
| 37 |                                                                | 2023                                                                                                                                                                                      | \$ 907,089      | 8.4%                                                        |                 |                 |                 |                 |   |
| 38 |                                                                | 2024                                                                                                                                                                                      | \$ 977,887      | 7.8%                                                        |                 |                 |                 |                 |   |
| 39 |                                                                | 2025                                                                                                                                                                                      | \$ 1,048,740    | 7.2%                                                        |                 |                 |                 |                 |   |
| 40 |                                                                | 2026                                                                                                                                                                                      | \$ 1,119,688    | 6.8%                                                        |                 |                 |                 |                 |   |
| 41 |                                                                | 2027                                                                                                                                                                                      | \$ 1,191,141    | 6.4%                                                        |                 |                 |                 |                 |   |
| 42 |                                                                | Source: Ad Valorem Estimating Conference 8/2/2021                                                                                                                                         |                 |                                                             |                 |                 |                 |                 |   |
| 43 |                                                                | Note: Hmstd TV was the growth rate chosen because over 99% of the TV in the eligible pool were Use Codes 0-9 (residential), and 75% of the parcels and TV were Use Code 1 (single family) |                 |                                                             |                 |                 |                 |                 |   |
| 44 |                                                                |                                                                                                                                                                                           |                 |                                                             |                 |                 |                 |                 |   |
| 45 | <b>High/Low Estimate Levers--additional adoption each year</b> |                                                                                                                                                                                           |                 |                                                             |                 |                 |                 |                 |   |
| 46 |                                                                | High                                                                                                                                                                                      | 3%              |                                                             |                 |                 |                 |                 |   |
| 47 |                                                                | Low                                                                                                                                                                                       | -3%             |                                                             |                 |                 |                 |                 |   |
| 48 |                                                                |                                                                                                                                                                                           |                 |                                                             |                 |                 |                 |                 |   |
| 49 | <b>Forecasted Difference in State Revenue</b>                  |                                                                                                                                                                                           |                 | *Applies to tax years beginning on or after January 1, 2023 |                 |                 |                 |                 |   |
| 50 |                                                                |                                                                                                                                                                                           | High            |                                                             | Middle          |                 | Low             |                 |   |
| 51 |                                                                |                                                                                                                                                                                           | TV_SD           | TV_NSD                                                      | TV_SD           | TV_NSD          | TV_SD           | TV_NSD          |   |
| 52 |                                                                | 2021                                                                                                                                                                                      | \$ (16,089,207) | \$ (24,935,244)                                             | \$ (15,620,589) | \$ (24,208,975) | \$ (15,151,971) | \$ (23,482,706) |   |
| 53 |                                                                | 2022                                                                                                                                                                                      | \$ (18,304,638) | \$ (28,368,747)                                             | \$ (17,771,494) | \$ (27,542,473) | \$ (17,238,349) | \$ (25,159,915) |   |
| 54 |                                                                | 2023                                                                                                                                                                                      | \$ (20,437,250) | \$ (31,673,894)                                             | \$ (19,264,068) | \$ (29,855,682) | \$ (19,246,730) | \$ (26,454,830) |   |
| 55 |                                                                | 2024                                                                                                                                                                                      | \$ (22,693,342) | \$ (35,170,411)                                             | \$ (20,767,622) | \$ (32,185,909) | \$ (21,371,399) | \$ (27,664,033) |   |
| 56 |                                                                | 2025                                                                                                                                                                                      | \$ (25,067,720) | \$ (38,850,251)                                             | \$ (22,272,345) | \$ (34,517,945) | \$ (23,607,465) | \$ (28,778,383) |   |
| 57 |                                                                | 2026                                                                                                                                                                                      | \$ (27,566,476) | \$ (42,722,853)                                             | \$ (23,779,084) | \$ (36,853,109) | \$ (25,960,662) | \$ (29,803,503) |   |
| 58 |                                                                | 2027                                                                                                                                                                                      | \$ (30,205,403) | \$ (46,812,693)                                             | \$ (25,296,549) | \$ (39,204,893) | \$ (28,445,865) | \$ (30,754,254) |   |

HB 13: Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

|    | A                        | B           | C           | D           | E           | F           | G           |
|----|--------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| 1  | <b>School Impact</b>     |             |             |             |             |             |             |
| 2  | Year                     | High        |             | Middle      |             | Low         |             |
| 3  |                          | Cash        | Recurring   | Cash        | Recurring   | Cash        | Recurring   |
| 4  | 2022-23                  | \$ -        | \$ (18.3 M) | \$ -        | \$ (17.8 M) | \$ -        | \$ (17.2 M) |
| 5  | 2023-24                  | \$ (20.4 M) | \$ (20.4 M) | \$ (19.3 M) | \$ (19.3 M) | \$ (19.2 M) | \$ (19.2 M) |
| 6  | 2024-25                  | \$ (22.7 M) | \$ (22.7 M) | \$ (20.8 M) | \$ (20.8 M) | \$ (21.4 M) | \$ (21.4 M) |
| 7  | 2025-26                  | \$ (25.1 M) | \$ (25.1 M) | \$ (22.3 M) | \$ (22.3 M) | \$ (23.6 M) | \$ (23.6 M) |
| 8  | 2026-27                  | \$ (27.6 M) | \$ (27.6 M) | \$ (23.8 M) | \$ (23.8 M) | \$ (26.0 M) | \$ (26.0 M) |
| 9  |                          |             |             |             |             |             |             |
| 10 | <b>Non-School Impact</b> |             |             |             |             |             |             |
| 11 | Year                     | High        |             | Middle      |             | Low         |             |
| 12 |                          | Cash        | Recurring   | Cash        | Recurring   | Cash        | Recurring   |
| 13 | 2022-23                  | \$ -        | \$ (28.4 M) | \$ -        | \$ (27.5 M) | \$ -        | \$ (25.2 M) |
| 14 | 2023-24                  | \$ (31.7 M) | \$ (31.7 M) | \$ (29.9 M) | \$ (29.9 M) | \$ (26.5 M) | \$ (26.5 M) |
| 15 | 2024-25                  | \$ (35.2 M) | \$ (35.2 M) | \$ (32.2 M) | \$ (32.2 M) | \$ (27.7 M) | \$ (27.7 M) |
| 16 | 2025-26                  | \$ (38.9 M) | \$ (38.9 M) | \$ (34.5 M) | \$ (34.5 M) | \$ (28.8 M) | \$ (28.8 M) |
| 17 | 2026-27                  | \$ (42.7 M) | \$ (42.7 M) | \$ (36.9 M) | \$ (36.9 M) | \$ (29.8 M) | \$ (29.8 M) |
| 18 |                          |             |             |             |             |             |             |
| 19 | <b>Total Impact</b>      |             |             |             |             |             |             |
| 20 | Year                     | High        |             | Middle      |             | Low         |             |
| 21 |                          | Cash        | Recurring   | Cash        | Recurring   | Cash        | Recurring   |
| 22 | 2022-23                  | \$ -        | \$ (46.7 M) | \$ -        | \$ (45.3 M) | \$ -        | \$ (42.4 M) |
| 23 | 2023-24                  | \$ (52.1 M) | \$ (52.1 M) | \$ (49.1 M) | \$ (49.1 M) | \$ (45.7 M) | \$ (45.7 M) |
| 24 | 2024-25                  | \$ (57.9 M) | \$ (57.9 M) | \$ (53.0 M) | \$ (53.0 M) | \$ (49.0 M) | \$ (49.0 M) |
| 25 | 2025-26                  | \$ (63.9 M) | \$ (63.9 M) | \$ (56.8 M) | \$ (56.8 M) | \$ (52.4 M) | \$ (52.4 M) |
| 26 | 2026-27                  | \$ (70.3 M) | \$ (70.3 M) | \$ (60.6 M) | \$ (60.6 M) | \$ (55.8 M) | \$ (55.8 M) |

HB 13: Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

|    | A     | B                | C                 | D                | E                 | F                  | G              | H              | I     | J     | K      | L     |
|----|-------|------------------|-------------------|------------------|-------------------|--------------------|----------------|----------------|-------|-------|--------|-------|
| 1  | CO_NO | Sum of Old_TV_SD | Sum of Old_TV_NSD | Sum of New_TV_SD | Sum of New_TV_NSD | Add'l Exempt Value | Δ TV_SD        | Δ TV_NSD       | EX 31 | EX 32 | EX 33  | EX 34 |
| 2  | 11    | \$ 380,295,565   | \$ 290,309,918    | \$ 362,801,435   | \$ 274,203,095    | \$ 17,581,500      | \$ 17,494,130  | \$ 16,106,823  | 55    | 453   | 2,805  | 594   |
| 3  | 12    | \$ 56,971,777    | \$ 35,816,615     | \$ 52,910,716    | \$ 32,559,452     | \$ 4,117,500       | \$ 4,061,061   | \$ 3,257,163   | 7     | 113   | 454    | 341   |
| 4  | 13    | \$ 363,563,860   | \$ 262,558,263    | \$ 346,549,049   | \$ 248,117,777    | \$ 17,235,000      | \$ 17,014,811  | \$ 14,440,486  | 25    | 485   | 2,542  | 778   |
| 5  | 14    | \$ 54,474,651    | \$ 37,314,324     | \$ 50,393,929    | \$ 33,826,822     | \$ 4,167,000       | \$ 4,080,722   | \$ 3,487,502   | 1     | 102   | 566    | 257   |
| 6  | 15    | \$ 2,027,598,773 | \$ 1,524,727,393  | \$ 1,937,359,200 | \$ 1,445,369,720  | \$ 90,684,000      | \$ 90,239,573  | \$ 79,357,673  | 150   | 2,946 | 12,681 | 4,375 |
| 7  | 16    | \$ 5,707,738,810 | \$ 4,597,717,930  | \$ 5,528,509,690 | \$ 4,445,104,300  | \$ 180,576,000     | \$ 179,229,120 | \$ 152,613,630 | 106   | 4,006 | 31,970 | 4,046 |
| 8  | 17    | \$ 10,369,484    | \$ 5,095,648      | \$ 9,410,476     | \$ 4,553,599      | \$ 994,500         | \$ 959,008     | \$ 542,049     | 1     | 29    | 167    | 24    |
| 9  | 18    | \$ 1,253,203,288 | \$ 991,154,000    | \$ 1,207,152,539 | \$ 945,357,665    | \$ 46,336,500      | \$ 46,050,749  | \$ 45,796,335  | 69    | 1,649 | 5,218  | 3,361 |
| 10 | 19    | \$ 658,691,597   | \$ 511,552,234    | \$ 618,242,951   | \$ 471,129,392    | \$ 40,950,000      | \$ 40,448,646  | \$ 40,422,842  | 51    | 998   | 4,423  | 3,628 |
| 11 | 20    | \$ 772,525,914   | \$ 601,103,156    | \$ 742,583,776   | \$ 573,365,745    | \$ 30,069,000      | \$ 29,942,138  | \$ 27,737,411  | 49    | 661   | 3,096  | 2,876 |
| 12 | 21    | \$ 3,393,868,544 | \$ 3,111,577,303  | \$ 3,346,693,058 | \$ 3,065,491,517  | \$ 47,209,500      | \$ 47,175,486  | \$ 46,085,786  | 74    | 2,110 | 7,861  | 446   |
| 13 | 22    | \$ 121,239,365   | \$ 77,177,881     | \$ 113,016,999   | \$ 70,613,622     | \$ 8,379,000       | \$ 8,222,366   | \$ 6,564,259   | 15    | 235   | 1,131  | 481   |
| 14 | 23    | \$ 4,658,789,255 | \$ 3,283,100,567  | \$ 4,513,679,780 | \$ 3,174,292,665  | \$ 145,377,000     | \$ 145,109,475 | \$ 108,807,902 | 166   | 3,089 | 24,031 | 5,020 |
| 15 | 24    | \$ 71,522,816    | \$ 45,832,989     | \$ 66,644,465    | \$ 42,129,276     | \$ 4,954,500       | \$ 4,878,351   | \$ 3,703,713   | 8     | 138   | 562    | 393   |
| 16 | 25    | \$ 12,486,082    | \$ 9,670,782      | \$ 10,984,939    | \$ 8,169,639      | \$ 1,588,500       | \$ 1,501,143   | \$ 1,501,143   | -     | 68    | 285    | -     |
| 17 | 26    | \$ 1,776,042,240 | \$ 1,354,611,756  | \$ 1,699,791,839 | \$ 1,288,048,489  | \$ 76,873,500      | \$ 76,250,401  | \$ 66,563,267  | 122   | 1,965 | 11,490 | 3,506 |
| 18 | 27    | \$ 762,049,087   | \$ 525,075,436    | \$ 719,702,701   | \$ 490,176,328    | \$ 42,678,000      | \$ 42,346,386  | \$ 34,899,108  | -     | 1,067 | 5,970  | 2,447 |
| 19 | 28    | \$ 645,897,839   | \$ 462,116,320    | \$ 623,121,986   | \$ 441,762,485    | \$ 22,810,500      | \$ 22,775,853  | \$ 20,353,835  | 39    | 678   | 2,893  | 1,459 |
| 20 | 29    | \$ 30,867,031    | \$ 22,673,765     | \$ 29,082,177    | \$ 21,251,774     | \$ 1,822,500       | \$ 1,784,854   | \$ 1,421,991   | -     | 46    | 236    | 123   |
| 21 | 30    | \$ 55,567,826    | \$ 41,116,689     | \$ 51,657,237    | \$ 37,529,674     | \$ 4,027,500       | \$ 3,910,589   | \$ 3,587,015   | 3     | 87    | 649    | 156   |
| 22 | 31    | \$ 41,175,237    | \$ 28,356,876     | \$ 38,061,132    | \$ 25,529,557     | \$ 3,159,000       | \$ 3,114,105   | \$ 2,827,319   | 3     | 110   | 394    | 195   |
| 23 | 32    | \$ 25,605,744    | \$ 17,837,809     | \$ 23,616,296    | \$ 15,914,194     | \$ 2,034,000       | \$ 1,989,448   | \$ 1,923,615   | -     | 55    | 249    | 148   |
| 24 | 33    | \$ 32,087,416    | \$ 24,000,557     | \$ 30,122,379    | \$ 22,237,658     | \$ 2,025,000       | \$ 1,965,037   | \$ 1,762,899   | -     | 49    | 282    | 119   |
| 25 | 34    | \$ 18,783,243    | \$ 11,450,347     | \$ 16,822,354    | \$ 9,954,561      | \$ 2,011,500       | \$ 1,960,889   | \$ 1,495,786   | 3     | 20    | 285    | 139   |
| 26 | 35    | \$ 36,710,132    | \$ 24,871,668     | \$ 33,750,597    | \$ 22,466,468     | \$ 3,055,500       | \$ 2,959,535   | \$ 2,405,200   | 3     | 79    | 412    | 185   |
| 27 | 36    | \$ 45,922,043    | \$ 30,087,483     | \$ 42,419,138    | \$ 27,282,139     | \$ 3,586,500       | \$ 3,502,905   | \$ 2,805,344   | -     | 84    | 432    | 281   |
| 28 | 37    | \$ 635,047,880   | \$ 404,305,761    | \$ 597,313,878   | \$ 374,175,301    | \$ 37,980,000      | \$ 37,734,002  | \$ 30,130,460  | 27    | 1,164 | 5,119  | 2,130 |
| 29 | 38    | \$ 351,989,074   | \$ 253,743,185    | \$ 328,852,068   | \$ 231,082,440    | \$ 23,499,000      | \$ 23,137,006  | \$ 22,660,745  | 30    | 884   | 2,939  | 1,369 |
| 30 | 39    | \$ 2,441,281,131 | \$ 1,846,735,520  | \$ 2,339,954,612 | \$ 1,758,761,737  | \$ 101,938,500     | \$ 101,326,519 | \$ 87,973,783  | 232   | 3,065 | 14,518 | 4,838 |
| 31 | 40    | \$ 24,393,276    | \$ 10,869,907     | \$ 22,104,423    | \$ 9,667,907      | \$ 2,344,500       | \$ 2,288,853   | \$ 1,202,000   | 2     | 39    | 423    | 57    |
| 32 | 41    | \$ 1,135,621,443 | \$ 971,822,110    | \$ 1,103,126,834 | \$ 940,745,537    | \$ 32,589,000      | \$ 32,494,609  | \$ 31,076,573  | 18    | 677   | 3,559  | 2,988 |
| 33 | 42    | \$ 80,324,577    | \$ 57,760,138     | \$ 73,477,406    | \$ 51,444,965     | \$ 7,092,000       | \$ 6,847,171   | \$ 6,315,173   | 11    | 213   | 990    | 362   |
| 34 | 43    | \$ 45,154,499    | \$ 34,446,519     | \$ 42,012,369    | \$ 31,414,446     | \$ 3,262,500       | \$ 3,142,130   | \$ 3,032,073   | 10    | 122   | 373    | 220   |

HB 13: Property Tax Exemption for Widows, Widowers, Blind Persons and Totally Disabled Persons

|    | A            | B                        | C                        | D                        | E                        | F                       | G                       | H                       | I            | J             | K              | L             |
|----|--------------|--------------------------|--------------------------|--------------------------|--------------------------|-------------------------|-------------------------|-------------------------|--------------|---------------|----------------|---------------|
| 35 | 44           | \$ 9,642,763             | \$ 7,036,405             | \$ 8,923,363             | \$ 6,326,893             | \$ 747,000              | \$ 719,400              | \$ 709,512              | 2            | 21            | 123            | 20            |
| 36 | 45           | \$ 1,057,691,844         | \$ 755,831,408           | \$ 1,012,375,432         | \$ 717,217,064           | \$ 45,616,500           | \$ 45,316,412           | \$ 38,614,344           | 135          | 1,363         | 6,269          | 2,370         |
| 37 | 46           | \$ 3,107,890,879         | \$ 2,587,772,886         | \$ 3,016,445,850         | \$ 2,502,673,466         | \$ 92,119,500           | \$ 91,445,029           | \$ 85,099,420           | 134          | 3,931         | 13,217         | 3,189         |
| 38 | 47           | \$ 639,577,378           | \$ 513,076,725           | \$ 617,993,709           | \$ 493,136,851           | \$ 21,726,000           | \$ 21,583,669           | \$ 19,939,874           | 53           | 749           | 3,528          | 498           |
| 39 | 48           | \$ 92,782,509            | \$ 60,840,991            | \$ 85,587,476            | \$ 55,109,936            | \$ 7,407,000            | \$ 7,195,033            | \$ 5,731,055            | 13           | 195           | 932            | 506           |
| 40 | 49           | \$ 5,798,967             | \$ 3,337,129             | \$ 5,272,585             | \$ 2,967,719             | \$ 535,500              | \$ 526,382              | \$ 369,410              | 3            | 11            | 80             | 25            |
| 41 | 50           | \$ 40,987,320            | \$ 27,910,662            | \$ 37,564,051            | \$ 24,878,556            | \$ 3,523,500            | \$ 3,423,269            | \$ 3,032,106            | 9            | 90            | 412            | 272           |
| 42 | 51           | \$ 1,886,683,306         | \$ 1,599,908,493         | \$ 1,830,610,734         | \$ 1,546,331,331         | \$ 56,452,500           | \$ 56,072,572           | \$ 53,577,162           | 92           | 2,418         | 8,658          | 1,377         |
| 43 | 52           | \$ 1,081,980,177         | \$ 852,590,894           | \$ 1,023,277,963         | \$ 793,901,614           | \$ 59,332,500           | \$ 58,702,214           | \$ 58,689,280           | 77           | 1,865         | 8,781          | 2,462         |
| 44 | 53           | \$ 849,178,888           | \$ 740,700,785           | \$ 829,230,913           | \$ 720,819,854           | \$ 20,047,500           | \$ 19,947,975           | \$ 19,880,931           | 46           | 665           | 3,160          | 584           |
| 45 | 54           | \$ 677,646,493           | \$ 626,880,747           | \$ 669,745,854           | \$ 619,135,141           | \$ 7,906,500            | \$ 7,900,639            | \$ 7,745,606            | 3            | 384           | 1,104          | 266           |
| 46 | 55           | \$ 419,729,240           | \$ 354,723,366           | \$ 407,630,096           | \$ 342,964,122           | \$ 12,141,000           | \$ 12,099,144           | \$ 11,759,244           | 22           | 469           | 1,761          | 446           |
| 47 | 56           | \$ 602,317,181           | \$ 476,543,539           | \$ 582,630,768           | \$ 458,432,446           | \$ 19,773,000           | \$ 19,686,413           | \$ 18,111,093           | 15           | 732           | 3,086          | 561           |
| 48 | 57           | \$ 80,743,919            | \$ 55,385,563            | \$ 74,789,519            | \$ 50,576,762            | \$ 6,057,000            | \$ 5,954,400            | \$ 4,808,801            | 6            | 171           | 731            | 438           |
| 49 | 58           | \$ 1,943,410,952         | \$ 1,565,544,433         | \$ 1,877,606,809         | \$ 1,504,831,526         | \$ 66,280,500           | \$ 65,804,143           | \$ 60,712,907           | -            | 2,001         | 10,126         | 2,602         |
| 50 | 59           | \$ 611,632,891           | \$ 445,448,500           | \$ 584,737,396           | \$ 421,626,237           | \$ 27,036,000           | \$ 26,895,495           | \$ 23,822,263           | 37           | 509           | 3,025          | 2,437         |
| 51 | 60           | \$ 7,579,185,785         | \$ 6,668,405,453         | \$ 7,407,638,303         | \$ 6,506,266,314         | \$ 173,034,000          | \$ 171,547,482          | \$ 162,139,139          | 200          | 6,251         | 28,665         | 3,336         |
| 52 | 61           | \$ 1,342,188,785         | \$ 1,073,461,317         | \$ 1,268,797,107         | \$ 1,000,077,912         | \$ 74,110,500           | \$ 73,391,678           | \$ 73,383,405           | 91           | 2,834         | 10,807         | 2,737         |
| 53 | 62           | \$ 3,816,579,787         | \$ 3,183,695,924         | \$ 3,668,957,350         | \$ 3,036,331,519         | \$ 149,062,500          | \$ 147,622,437          | \$ 147,364,405          | 282          | 5,523         | 22,572         | 4,748         |
| 54 | 63           | \$ 1,294,936,341         | \$ 902,137,018           | \$ 1,217,528,459         | \$ 839,016,507           | \$ 78,543,000           | \$ 77,407,882           | \$ 63,120,511           | 153          | 2,633         | 10,886         | 3,782         |
| 55 | 64           | \$ 168,942,913           | \$ 112,019,325           | \$ 155,981,083           | \$ 102,131,675           | \$ 13,410,000           | \$ 12,961,830           | \$ 9,887,650            | 20           | 437           | 1,724          | 799           |
| 56 | 65           | \$ 1,370,973,950         | \$ 1,160,985,627         | \$ 1,338,706,722         | \$ 1,131,299,825         | \$ 32,332,500           | \$ 32,267,228           | \$ 29,685,802           | 34           | 1,172         | 5,093          | 886           |
| 57 | 66           | \$ 1,236,839,226         | \$ 913,858,509           | \$ 1,182,048,625         | \$ 865,003,104           | \$ 55,057,500           | \$ 54,790,601           | \$ 48,855,405           | 81           | 1,412         | 6,252          | 4,490         |
| 58 | 67           | \$ 439,560,305           | \$ 317,998,291           | \$ 420,433,737           | \$ 301,454,989           | \$ 19,278,000           | \$ 19,126,568           | \$ 16,543,302           | 17           | 531           | 2,600          | 1,136         |
| 59 | 68           | \$ 3,486,426,688         | \$ 3,061,505,260         | \$ 3,402,615,823         | \$ 2,977,759,511         | \$ 83,965,500           | \$ 83,810,865           | \$ 83,745,749           | 126          | 3,554         | 13,692         | 1,287         |
| 60 | 69           | \$ 1,033,371,604         | \$ 765,354,151           | \$ 995,792,709           | \$ 732,493,697           | \$ 37,651,500           | \$ 37,578,895           | \$ 32,860,454           | 127          | 1,252         | 5,601          | 1,387         |
| 61 | 70           | \$ 1,293,427,949         | \$ 1,097,576,045         | \$ 1,255,824,929         | \$ 1,060,153,445         | \$ 37,773,000           | \$ 37,603,020           | \$ 37,422,600           | 84           | 1,459         | 5,458          | 1,393         |
| 62 | 71           | \$ 84,541,282            | \$ 57,615,789            | \$ 77,793,815            | \$ 51,634,483            | \$ 6,862,500            | \$ 6,747,467            | \$ 5,981,306            | 11           | 160           | 857            | 497           |
| 63 | 72           | \$ 24,694,989            | \$ 18,361,329            | \$ 22,443,896            | \$ 16,110,236            | \$ 2,286,000            | \$ 2,251,093            | \$ 2,251,093            | 4            | 48            | 319            | 137           |
| 64 | 73           | \$ 18,655,169            | \$ 12,436,330            | \$ 16,842,664            | \$ 10,839,730            | \$ 1,899,000            | \$ 1,812,505            | \$ 1,596,600            | 9            | 39            | 223            | 151           |
| 65 | 74           | \$ 1,745,289,228         | \$ 1,190,482,836         | \$ 1,664,738,452         | \$ 1,127,141,827         | \$ 80,905,500           | \$ 80,550,776           | \$ 63,341,009           | 155          | 2,129         | 10,517         | 5,178         |
| 66 | 75           | \$ 55,045,387            | \$ 36,930,069            | \$ 51,699,936            | \$ 34,157,702            | \$ 3,388,500            | \$ 3,345,451            | \$ 2,772,367            | 4            | 108           | 483            | 158           |
| 67 | 76           | \$ 344,145,689           | \$ 289,980,080           | \$ 334,169,864           | \$ 281,390,417           | \$ 10,134,000           | \$ 9,975,825            | \$ 8,589,663            | 9            | 209           | 1,180          | 854           |
| 68 | 77           | \$ 42,917,524            | \$ 23,749,149            | \$ 38,946,441            | \$ 20,916,391            | \$ 4,068,000            | \$ 3,971,083            | \$ 2,832,758            | 10           | 111           | 542            | 241           |
| 69 | <b>Total</b> | <b>\$ 66,213,276,807</b> | <b>\$ 53,066,675,877</b> | <b>\$ 63,907,304,861</b> | <b>\$ 50,988,838,748</b> | <b>\$ 2,323,471,500</b> | <b>\$ 2,305,971,946</b> | <b>\$ 2,077,837,129</b> | <b>3,344</b> | <b>72,922</b> | <b>341,469</b> | <b>98,592</b> |

**REVENUE ESTIMATING CONFERENCE**

**Tax:** Sales and Use Tax

**Issue:** Sales Tax Exemption for Diapers and Incontinence Products

**Bill Number(s):** SB 246/ HB 85

**Entire Bill**

**Partial Bill:**

**Sponsor(s):** Senator Book/ Representatives Eskamani, Smith

**Month/Year Impact Begins:** January 1, 2023

**Date of Analysis:** 10-15-2021

**Section 1: Narrative**

- a. **Current Law:** Currently there is no sales tax exemption for diapers and incontinence products.
- b. **Proposed Change:** SB 246/ HB 85 exempts the sale of diapers, incontinence undergarments, incontinence pads, or incontinence liners from the sale and use tax.

**Section 2: Description of Data and Sources**

IBISWorld Industry Report OD5652 Diaper Manufacturing (February 2021)

Florida Demographic Estimating Conference, March 2021

U.S. Census Bureau, American Community Survey 2019

**Section 3: Methodology (Include Assumptions and Attach Details)**

This analysis uses as a base the methodology adopted for SB 806 by the REC on 3/12/2021. The methodology uses national data on diaper manufacturing from IBISWorld. Baby diapers represent 68.8% of the industry total. Baby diapers includes disposable diapers, training pants and cloth diapers. Adult diapers includes incontinence products such as adult incontinence undergarments, incontinence pads, or incontinence liners. The Florida share of baby diapers and adult diapers is calculated given the population of children 4 and under and the population of adults ages 65 and over. A 5% retail markup is applied to the estimated manufacturing industry revenue to calculate the total Florida Sales Tax Revenue from diapers and incontinence products. The growth in the population of children ages 0 to 4 and the growth in the adult population 65 and over is used to calculate the future years revenue from diapers and incontinence products. The estimated Florida sales tax revenue on diapers and incontinence products using this methodology is provided on line 17.

**Section 4: Proposed Fiscal Impact**

|         | High |           | Middle |           | Low  |           |
|---------|------|-----------|--------|-----------|------|-----------|
|         | Cash | Recurring | Cash   | Recurring | Cash | Recurring |
| 2022-23 |      |           | (23.5) | (56.4)    |      |           |
| 2023-24 |      |           | (57.7) | (57.7)    |      |           |
| 2024-25 |      |           | (58.9) | (58.9)    |      |           |
| 2025-26 |      |           | (60.1) | (60.1)    |      |           |
| 2026-27 |      |           | (61.2) | (61.2)    |      |           |

**List of affected Trust Funds:** General Sales and Use Tax Grouping

**Section 5: Consensus Estimate (Adopted: 10/15/2021):** The Conference adopted the proposed estimate.

|         | GR     |           | Trust           |                 | Revenue Sharing |           | Local Half Cent |           |
|---------|--------|-----------|-----------------|-----------------|-----------------|-----------|-----------------|-----------|
|         | Cash   | Recurring | Cash            | Recurring       | Cash            | Recurring | Cash            | Recurring |
| 2022-23 | (20.8) | (50.0)    | (Insignificant) | (Insignificant) | (0.7)           | (1.7)     | (2.0)           | (4.8)     |
| 2023-24 | (51.1) | (51.1)    | (Insignificant) | (Insignificant) | (1.7)           | (1.7)     | (4.9)           | (4.9)     |
| 2024-25 | (52.1) | (52.1)    | (Insignificant) | (Insignificant) | (1.8)           | (1.8)     | (5.0)           | (5.0)     |
| 2025-26 | (53.2) | (53.2)    | (Insignificant) | (Insignificant) | (1.8)           | (1.8)     | (5.1)           | (5.1)     |
| 2026-27 | (54.2) | (54.2)    | (Insignificant) | (Insignificant) | (1.8)           | (1.8)     | (5.2)           | (5.2)     |



**REVENUE ESTIMATING CONFERENCE**

**Tax:** Sales and Use Tax

**Issue:** Sales Tax Exemption for Diapers and Incontinence Products

**Bill Number(s):** SB 246/ HB 85

|         | Local Option |           | Total Local |           | Total  |           |
|---------|--------------|-----------|-------------|-----------|--------|-----------|
|         | Cash         | Recurring | Cash        | Recurring | Cash   | Recurring |
| 2022-23 | (3.4)        | (8.3)     | (6.1)       | (14.7)    | (26.9) | (64.7)    |
| 2023-24 | (8.5)        | (8.5)     | (15.1)      | (15.1)    | (66.2) | (66.2)    |
| 2024-25 | (8.6)        | (8.6)     | (15.4)      | (15.4)    | (67.5) | (67.5)    |
| 2025-26 | (8.8)        | (8.8)     | (15.7)      | (15.7)    | (68.9) | (68.9)    |
| 2026-27 | (9.0)        | (9.0)     | (16.0)      | (16.0)    | (70.2) | (70.2)    |

|    | A | B                                                                                                                                                                                                                                                                   | C                 | D                 | E                 | F                 | G                 | H                 | I                 | J |
|----|---|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|-------------------|---|
| 1  |   | Senate Bill 246 & House Bill 85 (2022 Session) - Sales Tax Exemption for Diapers and Incontinence Products                                                                                                                                                          |                   |                   |                   |                   |                   |                   |                   |   |
| 2  |   |                                                                                                                                                                                                                                                                     |                   |                   |                   |                   |                   |                   |                   |   |
| 3  |   | <b>IBISWorld - US Manufacturing Diaper Industry Data</b>                                                                                                                                                                                                            |                   |                   |                   |                   |                   |                   |                   |   |
| 4  |   |                                                                                                                                                                                                                                                                     | <b>FY20-21</b>    | <b>FY21-22</b>    | <b>FY22-23</b>    | <b>FY23-24</b>    | <b>FY24-25</b>    | <b>FY25-26</b>    | <b>FY26-27</b>    |   |
| 5  |   | Total Domestic Demand in U.S.                                                                                                                                                                                                                                       | 12,960,250,000    |                   |                   |                   |                   |                   |                   |   |
| 6  |   |                                                                                                                                                                                                                                                                     |                   |                   |                   |                   |                   |                   |                   |   |
| 7  |   | Baby Diapers* Industry Revenue (68.8% of total)                                                                                                                                                                                                                     | 8,916,652,000     |                   |                   |                   |                   |                   |                   |   |
| 8  |   | Florida Share of Revenue (5.8%)                                                                                                                                                                                                                                     | 545,758,608       |                   |                   |                   |                   |                   |                   |   |
| 9  |   | Florida Sales Tax Revenue - Baby Diapers**                                                                                                                                                                                                                          | 32,745,516        | 33,266,902        | 33,802,784        | 34,317,336        | 34,787,413        | 35,195,022        | 35,538,363        |   |
| 10 |   | Growth in population 4 and under (FDEC)                                                                                                                                                                                                                             |                   | 1.6%              | 1.6%              | 1.5%              | 1.4%              | 1.2%              | 1.0%              |   |
| 11 |   |                                                                                                                                                                                                                                                                     |                   |                   |                   |                   |                   |                   |                   |   |
| 12 |   | Adult Diapers* Industry Revenue (31.2% of total)                                                                                                                                                                                                                    | 4,043,598,000     |                   |                   |                   |                   |                   |                   |   |
| 13 |   | Florida Share of Revenue (8.3%)                                                                                                                                                                                                                                     | 353,188,959       |                   |                   |                   |                   |                   |                   |   |
| 14 |   | Florida Sales Tax Revenue - Adult Diapers & Incontinence Products**                                                                                                                                                                                                 | 21,191,338        | 21,881,879        | 22,606,447        | 23,350,460        | 24,106,759        | 24,867,557        | 25,619,114        |   |
| 15 |   | Growth in population 65 and over (FDEC)                                                                                                                                                                                                                             |                   | 3.3%              | 3.3%              | 3.3%              | 3.2%              | 3.2%              | 3.0%              |   |
| 16 |   |                                                                                                                                                                                                                                                                     |                   |                   |                   |                   |                   |                   |                   |   |
| 17 |   | <b>Total Estimated Florida Sales Tax Revenue on Diapers &amp; Incontinence Products</b>                                                                                                                                                                             | <b>53,936,854</b> | <b>55,148,782</b> | <b>56,409,231</b> | <b>57,667,796</b> | <b>58,894,172</b> | <b>60,062,579</b> | <b>61,157,477</b> |   |
| 18 |   | <i>*Baby diapers includes disposable diapers, training pants and cloth diapers. Adult diapers includes incontinence products such as adult diapers and pads for incontinence.</i>                                                                                   |                   |                   |                   |                   |                   |                   |                   |   |
| 19 |   | IBIS World Diaper Manufacturing, Industry Report OD 5652, February 2021.                                                                                                                                                                                            |                   |                   |                   |                   |                   |                   |                   |   |
| 20 |   | <i>**Estimated Sales Tax Revenue assumes a 5.0% retail markup on diapers and incontinence products. Based on IBISWorld report, the average profit margin in the baby product market is 5.0%. The baby product market includes retailers who sell baby products.</i> |                   |                   |                   |                   |                   |                   |                   |   |
| 21 |   | Date of analysis: 10/15/2021                                                                                                                                                                                                                                        |                   |                   |                   |                   |                   |                   |                   |   |