

REVENUE ESTIMATING CONFERENCE

Revenue Source: Sales and Use Tax

Issue: Bullion

Bill Number(s): HB 6021/SB 134

Entire Bill

Partial Bill: Section 1

Sponsor(s): Representative Bankson, Senator Rodriguez

Month/Year Impact Begins: July 1, 2025

Date(s) Conference Reviewed: February 24, 2025

Section 1: Narrative

a. Current Law:

Section 212.05, F.S., provides the legislative intent that all sales of tangible personal property in Florida are subject to sales tax, unless specifically exempt by Chapter 212, F.S. Section 212.02(19), F.S., defines tangible personal property to include “personal property which may be seen, weighed, measured, or touched or is in any manner perceptible to the senses.” The definition excludes “stocks, bonds, notes, insurance, or other obligations or securities or pari-mutuel tickets sold or issued under the racing laws of the state.”

Rule 12A-1.0371(2), F.A.C., provides that the sale, use, consumption, or storage for use of bullion in Florida is subject to sales tax. The rule defines bullion to mean “gold, silver, or platinum in the form of bars, ingots, or plates, normally sold by weight.”

Section 212.08(7)(ww), F.S., provides a partial exemption for bullion when the sales price exceeds \$500. The sale of gold, silver, or platinum bullion, or any combination thereof, in a single transaction, is exempt when the total sales price of such bullion exceeds \$500.

b. Proposed Change:

Section 212.08(7)(ww), F.S., exempts all sales of gold, silver or platinum bullion, or any combination from sales tax.

Section 2: Description of Data and Sources

Impact analysis of HB 221 completed on 3/31/99.

2023 Florida Sales Tax Handbook

DOR Sales of large national gold bullion companies 2001-2024

[A-Mark Investor Presentation](#)

[Investment | World Gold Council](#)

[Investment | World Gold Council](#)

[Gold Demand & Supply by Country | World Gold Council](#)

[U.S. Demand for Physical Gold Soars Amid Trade War with China | GoldBroker.com](#)

<https://blog.tenthamentcenter.com/2023/12/new-hampshire-bill-would-treat-gold-and-silver-as-money/>

<https://wyoleg.gov/2023/Fiscal/HB0103.pdf>

https://docs.legis.wisconsin.gov/2023/related/fe/ab29/ab29_dor.pdf

https://pub.njleg.state.nj.us/Bills/2022/S2000/1825_E1.PDF

<https://legislature.vermont.gov/Documents/2024/Docs/BILLS/H-0295/H-0295%20As%20Introduced.pdf>

[Gold Market Primer: Market size and structure | World Gold Council](#)

<https://www.gold.org/goldhub/research/gold-demand-trends/gold-demand-trends-full-year-2021/16712>

<https://www.gold.org/goldhub/research/gold-demand-trends/gold-demand-trends-full-year-2022>

Section 3: Methodology (Include Assumptions and Attach Details)

There will be a negative impact to Sales tax. There is limited data prior to 2021 regarding sales tax paid, this is most likely due to several factors, one being the passage of SB50 in 2021, that required a marketplace seller outside of the state to remit sales tax. This estimate also takes into account that U.S. legal tender is already exempt from sales tax.

Step 1: Estimate Florida’s share of the gold and silver bullion market. Sources show that in 2024, the U.S. investors bought 115 metric tonnes of gold bars and coins. First, the analysis converts tonnes to troy ounces. One metric tonne is equal to 32,151 troy ounces. The analysis then multiplies 117 by troy ounces to get the total troy ounces purchased in the United States. To get the

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amount of silver purchased, the analysis uses data from one of the largest bullion dealers in the U.S. They show on their annual report the number of ounces sold for gold and silver sold in 2024. They show they sold 454K gold ounces and 13.2 million ounces of silver. Silver was 96.68% of their total sales. This gets us to an estimated U.S. amount of 3.7 million ounces of gold purchased and 107.6 million ounces of silver.

Step 2: Take the estimated amount of gold and silver bars and coins purchased in the U.S to the share that Florida purchased. The analysis then applies Florida’s population percentage of the U.S. to get Florida’s estimated amount purchased. Florida’s population is 6.75% of the total U.S. population. Next Florida’s share is multiplied it by the average closing price of gold and silver per ounce for 2024. Gold’s average price in 2024 was \$2,389 and silver was \$28. This results in the total estimated value of bars and coins purchased in Florida in 2024 to \$596 million in gold and \$205 million in silver.

Step 3: Remove investment coins from the equation. These are already exempt from sales tax since the vast majority are legal tender, which do not apply. Total worldwide gold bar and coin demand worldwide was 1,184 tonnes in 2021, with bars being 869 tonnes, or 73.4%, and coins being 314 tonnes, or 26.6%. The analysis then multiplies the total estimated sales for gold and silver by 73.42% to get the estimated sales of just gold and silver bars in Florida. For gold, that total is \$437.5 million and \$150.8 million for a total of \$588 million.

To get to the estimated impact, the analysis takes 10% of gold bar sales and 90% of estimated silver sales and assumes 17.5% of those are taxable. This results in a total of \$31.4 million. Then apply the sales tax rate of 6% to the \$31.4 which results in \$1.9 million. That result is then grown by the sales tax liability growth rates for the middle impact. The low estimate assumes 12% of sales are taxable and the high estimate assumes 20% of sales are taxable. All grown by the sales tax liability growth rate.

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$(2.0)	\$(2.2)	\$(1.8)	\$(1.9)	\$(1.2)	\$(1.3)
2026-27	\$(2.3)	\$(2.3)	\$(2.0)	\$(2.0)	\$(1.4)	\$(1.4)
2027-28	\$(2.3)	\$(2.3)	\$(2.1)	\$(2.1)	\$(1.4)	\$(1.4)
2028-29	\$(2.4)	\$(2.4)	\$(2.1)	\$(2.1)	\$(1.5)	\$(1.5)
2029-30	\$(2.5)	\$(2.5)	\$(2.2)	\$(2.2)	\$(1.5)	\$(1.5)

Revenue Distribution:

Section 5: Consensus Estimate (Adopted: 02/21/2025) The Conference adopted the middle estimate.

	GR		Trust		Revenue Sharing		Local Half Cent	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(1.6)	(1.6)	(Insignificant)	(Insignificant)	(0.1)	(0.1)	(0.1)	(0.2)
2026-27	(1.7)	(1.7)	(Insignificant)	(Insignificant)	(0.1)	(0.1)	(0.2)	(0.2)
2027-28	(1.8)	(1.8)	(Insignificant)	(Insignificant)	(0.1)	(0.1)	(0.2)	(0.2)
2028-29	(1.8)	(1.8)	(Insignificant)	(Insignificant)	(0.1)	(0.1)	(0.2)	(0.2)
2029-30	(1.9)	(1.9)	(Insignificant)	(Insignificant)	(0.1)	(0.1)	(0.2)	(0.2)

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	6% Sub-Total		Add: Local Option		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(1.8)	(1.9)	(0.3)	(0.3)	(2.1)	(2.2)
2026-27	(2.0)	(2.0)	(0.3)	(0.3)	(2.3)	(2.3)
2027-28	(2.1)	(2.1)	(0.3)	(0.3)	(2.4)	(2.4)
2028-29	(2.1)	(2.1)	(0.3)	(0.3)	(2.4)	(2.4)
2029-30	(2.2)	(2.2)	(0.3)	(0.3)	(2.5)	(2.5)

	Tonne	Troy Ounces	
1 Tonne is equal to 32,151 Troy ounces	1	32,151	
High Impact	Gold	Silver	Total
US Gold Ounces Multiplied by 115 tonnes to get total ounces Gold. Silver is a percentage of sales	3,697,331	107,654,211	111,351,542
Multiply Florida % of U.S. Population to get amount of ounces purchased in Florida	249,431	7,262,626	
Average Price of Gold/Silver per ounce in 2024	\$2,389	\$28	
Price of Gold/Silver multiplied by Ounces Purchased in Florida	\$595,936,227	\$205,314,430	
Multiplied by 73.42% to get number % of sales in bars	\$437,564,134	\$150,751,417	
Multiplied by 26.58% to get percent of coins purchased	\$158,372,093	\$54,563,013	
Total estimated sales in Florida of Gold and Silver in 2024	\$588,315,551		
Take 10% of gold estimated bar Sales	43,756,413		
Take 90% of silver estimated bar Sales	\$135,676,275.70		
Sum of gold and silver estimated sales	\$179,432,689.09		
Total estimated Florida market in 2024 in terms of sales	\$179,432,689.09		
12% of gross sales are taxable (Low)	\$21,531,922.69		
17.5% of gross sales are taxable (Middle)	\$31,400,720.59		
20% of gross sales are taxable (High)	\$35,886,537.82		
Low estimate 6% sales tax rate	\$1,291,915.36		
Middle Estimate sales tax rate	\$1,884,043.24		
High estimate sales tax rate	\$2,153,192.27		
High Estimate			
Assumed estimated current sales tax collections in 2024	-\$2,153,192		
Middle Impact			
Assumed estimated current sales tax collections in 2024	-\$1,884,043		
Low Impact			
Assumed estimated current sales tax collections in 2024	-\$1,291,915		

2024 Bar and Coin Demand in Tonnes

Gold Bars	869.3	73.4%
Coins	314.6	26.6%
World wide Tonnes	1183.9	100.00%

		Gold ounces	Silver Ounces	Total %
Gold Ounces Sold	454,000	3.32%		
Silver Ounces Sold	13,219,000		96.68%	
Total Ounces	13,673,000			100.00%

US Pop	341,145,670
FL Pop	23,014,551
	6.75%

Sales tax liability
Growth Rates

2022-23	7.20%
2023-24	0.10%
2024-25	-0.60%
2025-26	2.70%
2026-27	3.00%
2027-28	3.00%
2028-29	3.10%
2029-30	3.00%

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$ (2.0)	\$ (2.2)	\$ (1.8)	\$ (1.9)	\$ (1.2)	\$ (1.3)
2026-27	\$ (2.3)	\$ (2.3)	\$ (2.0)	\$ (2.0)	\$ (1.4)	\$ (1.4)
2027-28	\$ (2.3)	\$ (2.3)	\$ (2.1)	\$ (2.1)	\$ (1.4)	\$ (1.4)
2028-29	\$ (2.4)	\$ (2.4)	\$ (2.1)	\$ (2.1)	\$ (1.5)	\$ (1.5)
2029-30	\$ (2.5)	\$ (2.5)	\$ (2.2)	\$ (2.2)	\$ (1.5)	\$ (1.5)

REVENUE ESTIMATING CONFERENCE

Revenue Source: Sales and Use Tax

Issue: Disabled Veterans Exemption

Bill Number(s): [Proposed Language](#)

Entire Bill

Partial Bill:

Sponsor(s): Representative Daniels

Month/Year Impact Begins: July 2025

Date(s) Conference Reviewed: February 21st, 2025

Section 1: Narrative

- a. **Current Law:** Disabled veterans with a service-connected disability rating of 100% pay sales tax on all non-exempt purchases made in the state of Florida.
- b. **Proposed Change:** Disabled veterans with a service-connected disability rating of 100% will no longer be required to pay sales tax, or any tax imposed in Chapter 212, F.S., after July 1st, 2025. To claim their exemption, a disabled veteran can show their VA ID card or ask the Department of Revenue to issue them a certificate of exemption.

Section 2: Description of Data and Sources

The National Center for Veteran Analysis and Statistics (NCVAS)

FY 2023 Disability Compensation Recipients by County

(https://www.data.va.gov/dataset/FY-2023-Disability-Compensation-Recipients-by-Coun/Suqy-ph6a/about_data)

Florida State Summary, as of 9/30/2019

(<https://www.va.gov/vetdata/stateSummaries.asp>)

The Office of Economic and Demographic Research

July 9th, 2024 Demographic Estimating Conference Results

August 14th, 2024 General Revenue Estimating Conference Results

Section 3: Methodology (Include Assumptions and Attach Details)

The crux of this impact comes from calculating a per-capita sales tax number and applying it to the population of 100% rated disabled veterans living in Florida.

For the first step, total sales tax collections from the August 2024 General Revenue Conference are used, and 3 different population groups (all from the July 2024 Demographics Conference) are provided for the per-capita calculation. These 3 populations are Total Florida Population, Florida 18+ Population, and Florida Households. Each offers distinct advantages as the global population base for this impact – Households accounts for veterans spending as the head of a household, 18+ Population removes the impact of children from the per-capita number, and Total Population interacts smoothly with the veteran population estimates from the NCVAS and is presented as the default choice. Dividing the total sales tax collections by the selected population group yields the per-capital number, upon which a “gross up” factor is immediately applied. The gross up factor is a pure assumption made to account for purchases made by out-of-state veterans and extra purchases made after behavior changes from in-state veterans. A 15% gross up factor is presented as the default.

The second step is measuring and growing the population of 100% rated disabled veterans living in Florida. The NCVAS reports on this exact figure, but their latest report was issued for Federal Fiscal Year 2023, and it therefore must be grown into and throughout the impact window. Research done into growth rates for this group of veterans yielded unintuitive results, and so 3 choices are presented which drive the low, middle, and high impacts respectively. The Low impact assumes the population of 100% rated disabled veterans will grow by the NCVAS forecasted Florida Total Veterans growth rate of about -1.2% per year. The Middle impact assumes the same population will grow at the growth rates of the chosen population group in step one. Assuming Florida Total Population is selected in step one, this keeps the middle impact consistent with the adopted impact for HB 445/SB 532 Disabled Veteran Toll Exemption. The high considers the historical growth of the 100% Rated Florida Veteran Population, which is comparatively quite high, growing at 11.9% in FFY20, 14.2% in FFY21, and faster in both FFY22 and 23 (though missing data for 2022 requires assumptions to be made for the exact rate). To moderate the effect of this rapid growth on the impact and, the FFY20 growth rate of 11.9% is used to grow the data in all years going forward.

After calculating the three target population growth proposals, the impact of each proposal is the per-capita sales tax times the target population. In the impact window, first year’s cash is 11/12ths recurring to account for the July 1st effective date.

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Revenue Source: Sales and Use Tax
Issue: Disabled Veterans Exemption
Bill Number(s): [Proposed Language](#)

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	\$(283.9 M)	\$(309.7 M)	\$(211.8 M)	\$(231.0 M)	\$(195.2 M)	\$(212.9 M)
2026-27	\$(352.4 M)	\$(352.4 M)	\$(237.9 M)	\$(237.9 M)	\$(213.8 M)	\$(213.8 M)
2027-28	\$(401.0 M)	\$(401.0 M)	\$(244.8 M)	\$(244.8 M)	\$(214.6 M)	\$(214.6 M)
2028-29	\$(455.6 M)	\$(455.6 M)	\$(251.5 M)	\$(251.5 M)	\$(215.1 M)	\$(215.1 M)
2029-30	\$(518.4 M)	\$(518.4 M)	\$(258.5 M)	\$(258.5 M)	\$(215.9 M)	\$(215.9 M)

Revenue Distribution: Sales Tax

Section 5: Consensus Estimate (Adopted: 02/21/2025) The Conference adopted a modified estimate that took account of advantage buying for family, friends, and businesses, and used an average of growth rates of the high and middle estimates.

	GR		Trust		Revenue Sharing		Local Half Cent	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(763.1)	(832.5)	(0.1)	(0.1)	(25.6)	(28.0)	(73.2)	(79.8)
2026-27	(908.9)	(908.9)	(0.1)	(0.1)	(30.5)	(30.5)	(87.1)	(87.1)
2027-28	(994.3)	(994.3)	(0.1)	(0.1)	(33.4)	(33.4)	(95.3)	(95.3)
2028-29	(1,088.6)	(1,088.6)	(0.1)	(0.1)	(36.6)	(36.6)	(104.4)	(104.4)
2029-30	(1,196.2)	(1,196.2)	(0.1)	(0.1)	(40.2)	(40.2)	(114.7)	(114.7)

	6% Sub-Total		Add: Local Option		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(862.0)	(940.4)	(124.3)	(135.6)	(986.3)	(1,076.0)
2026-27	(1,026.6)	(1,026.6)	(148.1)	(148.1)	(1,174.7)	(1,174.7)
2027-28	(1,123.1)	(1,123.1)	(162.0)	(162.0)	(1,285.1)	(1,285.1)
2028-29	(1,229.7)	(1,229.7)	(177.3)	(177.3)	(1,407.0)	(1,407.0)
2029-30	(1,351.2)	(1,351.2)	(194.9)	(194.9)	(1,546.1)	(1,546.1)

	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R	S	T	U	V					
1	Relevant Assumptions:																										
2	(1) Relevant Population Group For Per-Capita Analysis										FL Population		A 300.0% gross up factor is equivalent to...														
3	<i>Also drives growth rates for the Middle Impact</i>												Extra 6% Collections 5,132.70														
4	(2) 2023 Population in Florida of 100% Rated Disabled Veterans										110,401		Extra Taxable Spending 85,545.00														
5	<i>SOURCE: National Center for Veterans Analysis and Statistics, US Department of Veterans Affairs</i>												Extra People 3														
6													...Per Participating Veteran In FY24-25														
7	(3) Annual Percent Growth of Florida's Veteran Population										See Page 2																
8	<i>SOURCE: National Center for Veterans Analysis and Statistics, US Department of Veterans Affairs</i>																										
9																											
10	(4) Gross Up For Advantage Buying										300.0%																
11	<i>Pure Assumption</i>																										
12																											
13																											
14							High			Middle			Low														
15			[C]			[E]			[G]			[I]			[K]			[M]			[O]			[Q]			[S]
16	Fiscal Year		Total Sales Tax (M\$)	FL Population		Per Capita Sales Tax		100% Disabled Vet Population		Total Sales Tax From 100% Disabled Vets (M\$)		100% Disabled Vet Population		Total Sales Tax From 100% Disabled Vets (M\$)		100% Disabled Vet Population		Total Sales Tax From 100% Disabled Vets (M\$)									
17	2022-23		40,458.1	22,545,592		7,178.01		110,401		792.5		110,401		792.5		110,401		792.5									
18	2023-24		40,490.9	22,910,849		7,069.30		123,544		873.4		112,190		793.1		109,045		770.9									
19	2024-25		39,781.9	23,252,032		6,843.60		138,252		946.1		113,860		779.2		107,714		737.2									
20	2025-26		41,022.5	23,566,229		6,962.93		154,710		1,077.2		115,399		803.5		106,374		740.7									
21	2026-27		42,246.7	23,867,957		7,080.07		173,128		1,225.8		116,876		827.5		105,037		743.7									
22	2027-28		43,478.0	24,158,809		7,198.70		193,738		1,394.7		118,301		851.6		103,709		746.6									
23	2028-29		44,658.5	24,438,542		7,309.52		216,803		1,584.7		119,670		874.7		102,378		748.3									
24	2029-30		45,905.8	24,706,134		7,432.29		242,612		1,803.2		120,981		899.2		101,053		751.1									
25			<i>SOURCE: August 2024 GR Conference</i>	<i>SOURCE: July 2024 Demographics Conference</i>		=[C]/[E] * Assumption 4		Assumption 2 Grown by Assumption 3		=[G] * [I]		Assumption 2 Grown by Assumption 3		=[G] * [M]		Assumption 2 Grown by Assumption 3		=[G] * [Q]									
26																											
27							High			Middle			Low						Average Middle and High								
28							Cash		Recurring		Cash		Recurring		Cash		Recurring		Cash		Recurring						
29					2025-26		\$(987.5 M)		\$(1,077.2 M)		\$(736.6 M)		\$(803.5 M)		\$(679.0 M)		\$(740.7 M)		\$(862.0 M)		\$(940.4 M)						
30					2026-27		\$(1,225.8 M)		\$(1,225.8 M)		\$(827.5 M)		\$(827.5 M)		\$(743.7 M)		\$(743.7 M)		\$(1,026.6 M)		\$(1,026.6 M)						
31					2027-28		\$(1,394.7 M)		\$(1,394.7 M)		\$(851.6 M)		\$(851.6 M)		\$(746.6 M)		\$(746.6 M)		\$(1,123.1 M)		\$(1,123.1 M)						
32					2028-29		\$(1,584.7 M)		\$(1,584.7 M)		\$(874.7 M)		\$(874.7 M)		\$(748.3 M)		\$(748.3 M)		\$(1,229.7 M)		\$(1,229.7 M)						
33					2029-30		\$(1,803.2 M)		\$(1,803.2 M)		\$(899.2 M)		\$(899.2 M)		\$(751.1 M)		\$(751.1 M)		\$(1,351.2 M)		\$(1,351.2 M)						
34																											
35	<i>First years cash is 11/12ths recurring in all 3 proposals due to the July 1st start date</i>																										
36																											

Assumption (3) - Comparative Measures of Florida 100% Disabled Veteran Population Growth						
Yellow cells indicate unavailable data, filled in by formula						
Orange cells indicate forecasted values provided by the NCVAS						
Federal Fiscal Year	US Total Veterans	US Disabled Veterans - Any Rating	US Disabled Veterans - 100% Rated	FL Total Veterans	FL Disabled Veterans - Any Rating	FL Disabled Veterans - 100% Rated
2019	19,930,000	4,944,114	776,457	1,551,000	384,363	55,440
2020	19,390,000	5,081,485	861,248	1,494,000	393,755	62,040
2021	18,957,112	5,225,323	971,434	1,460,646	404,004	70,858
2022	18,612,041	5,439,424	1,131,983	1,436,804	438,035	90,630
2023	18,266,970	5,653,525	1,292,531	1,412,963	472,066	110,401
2024	17,921,241			1,395,602		
2025	17,587,687			1,378,571		
2026	17,260,286			1,361,421		
2027	16,941,015			1,344,316		
2028	16,629,670			1,327,315		
2029	16,322,921			1,310,285		
2030	16,021,513			1,293,328		
2020	-2.7%	2.8%	10.9%	-3.7%	2.4%	11.9%
2021	-2.2%	2.8%	12.8%	-2.2%	2.6%	14.2%
2022	-1.8%	4.1%	16.5%	-1.6%	8.4%	27.9%
2023	-1.9%	3.9%	14.2%	-1.7%	7.8%	21.8%
2024	-1.9%			-1.2%		
2025	-1.9%			-1.2%		
2026	-1.9%			-1.2%		
2027	-1.8%			-1.3%		
2028	-1.8%			-1.3%		
2029	-1.8%			-1.3%		
2030	-1.8%			-1.3%		
Effective Growth Rates						
	High	Middle	Low			
2023-24	11.9%	1.6%	-1.2%			
2024-25	11.9%	1.5%	-1.2%			
2025-26	11.9%	1.4%	-1.2%			
2026-27	11.9%	1.3%	-1.3%			
2027-28	11.9%	1.2%	-1.3%			
2028-29	11.9%	1.2%	-1.3%			
2029-30	11.9%	1.1%	-1.3%			

REVENUE ESTIMATING CONFERENCE

Revenue Source: Other Taxes and Fees

Issue: Fee Waiver for Veterans

Bill Number(s): SB 552

Entire Bill

Partial Bill: Section 1, lines 247-249

Sponsor(s): Senator Gruters

Month/Year Impact Begins: July 1, 2025

Date(s) Conference Reviewed: February 21, 2025

Section 1: Narrative

- a. Current Law:** Section 381.986 (7)(d), F.S. states that the Department of Health may charge a reasonable fee for the issuance, replacement, and renewal of medical marijuana identification cards. The issuance and renewal fees are currently set at \$75.00. There are other processing fees that may be incurred including a replacement fee. The ID cards expire one year after the qualified physician's initial order. The renewal application may be submitted 45 days before the card expires.
- b. Proposed Change:** Senate Bill 552 lines 247-249 waives all fees for honorably discharged veterans from the United States Armed Forces. Additionally, language in line 219 proposes that the medical marijuana identification cards move from an annual to biennial renewal schedule.

Section 2: Description of Data and Sources

- Department of Health, Office of Medical Marijuana Use (OMMU): 2020-2025 OMMU Updates
- OMMU: Medical Marijuana Use Registry (MMUR) Identification Cards webpage (application and fees)
- Emails between EDR and OMMU (February 2025)
- U.S. Census Bureau, 2023 American Community Survey (ACS) 1-Year Estimates
- Senior Veterans Service Alliance (SVSA): 2014-15 FY discharge data from the Office of the Secretary of Defense (OSD)

Section 3: Methodology (Include Assumptions and Attach Details)

Step 1: The Office of Medical Marijuana Use (OMMU) provides weekly data on the number of qualified patients (active ID cards). From these weekly data, fiscal year averages were created. Since fiscal year 2024-25 is not complete, the average number of ID cards for the two mid-fiscal year weeks (the last week of December and the first week of January) were averaged. Over the past two years, the year-over-year growth rate has been slowing. The average rate of decline in growth rates is used to taper growth in the forecast years.

Step 2: Based on data from the OMMU, the total number of ID cards were adjusted to reflect the pool of card holders aged 18 years or older.

Step 3: An adjustment to the number of ID cards was made to generate an estimate of those held by veterans. The veteran population data are limited to those aged 18 and over. The percent of veterans can be determined by dividing the total veteran population by the total population, population aged 18 years and over, total civilian population, or civilian population aged 18 years and over. These varying rates are used to create the forecast scenarios.

- The High estimate applies the percent of veterans to civilian population aged 18 years and over to the estimated number of ID cards for those aged 18 or older.
- The Middle estimate applies the percent of veterans to population aged 18 and over to the estimated number of ID cards for those aged 18 or older.
- The Low estimate applies the percent of veterans to total population to the estimated number of ID cards for those aged 18 or older.

Step 4: The number of ID cards held by veterans was adjusted to reflect those that were honorably discharged. The percent of veterans who were honorably discharged in FY 2014-15 was 78.29%. This percentage was applied to the estimated number of ID cards under each scenario to obtain an estimate of those ID cards held by honorably discharged veterans.

Step 5: The current \$75.00 initial and renewal fee set by the department is then applied to the estimated number of ID card holders who are honorably discharged veterans. Current law stipulates that \$10.00 of the identification card fee shall be allocated by the department to the Division of Research at Florida Agricultural and Mechanical University (FAMU).

REVENUE ESTIMATING CONFERENCE

Revenue Source: Other Taxes and Fees

Issue: Fee Waiver for Veterans

Bill Number(s): SB 552

This analysis does not take into account any additional fees that may be incurred by the ID card holder, such as: replacement fee (\$15.00), convenience fee (\$2.75), and returned/declined payment fee (\$15.00). In addition, this analysis does not reflect the proposed change from an annual to biennial renewal. This is due to the agency’s discretion regarding the implementation schedule and the potential fee variability. The Department of Health has not yet indicated their potential plans; therefore, this analysis is independent of that provision of the bill.

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(3.9)	(3.9)	(3.9)	(3.9)	(3.1)	(3.1)
2026-27	(3.9)	(3.9)	(3.9)	(3.9)	(3.2)	(3.2)
2027-28	(3.9)	(3.9)	(3.9)	(3.9)	(3.2)	(3.2)
2028-29	(4.0)	(4.0)	(3.9)	(3.9)	(3.2)	(3.2)
2029-30	(4.0)	(4.0)	(3.9)	(3.9)	(3.2)	(3.2)

Revenue Distribution: State Trust, Local/Other

Section 5: Consensus Estimate (Adopted: 02/21/2025) The Conference adopted the high estimate with the expectation it incorporates minimum activity related to replacement fees.

	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(0.3)	(0.3)	(3.1)	(3.1)	(0.5)	(0.5)	(3.9)	(3.9)
2026-27	(0.3)	(0.3)	(3.1)	(3.1)	(0.5)	(0.5)	(3.9)	(3.9)
2027-28	(0.3)	(0.3)	(3.1)	(3.1)	(0.5)	(0.5)	(3.9)	(3.9)
2028-29	(0.3)	(0.3)	(3.1)	(3.1)	(0.5)	(0.5)	(3.9)	(3.9)
2029-30	(0.3)	(0.3)	(3.1)	(3.1)	(0.5)	(0.5)	(3.9)	(3.9)

	A	B	C	D	E	F	G	H														
1	Step 1	Number of ID Cards																				
2		Fiscal Year	Average of Weekly Active ID Cards	Year-Over-Year Growth	Percent Change in Growth Rate	Growth Rate Change for Forecast Years																
3		2020-21	468,321																			
4		2021-22	657,821	40.5%																		
5		2022-23	779,971	18.6%	-54.10%																	
6		2023-24	863,195	10.7%	-42.54%																	
7		2024-25*	895,069	3.7%	-65.42%	-54.02%																
8		2025-26	910,285	1.70%																		
9		2026-27	917,385	0.78%																		
10		2027-28	920,688	0.36%																		
11		2028-29	922,253	0.17%																		
12		2029-30	922,991	0.08%																		
13		*Represents the average of the two mid-fiscal year weeks																				
14																						
15	Step 2	Percent of ID cards for those aged 18 years or older to total ID cards																				
16		99.84%																				
17																						
18		<table border="1"> <thead> <tr> <th colspan="2">Estimated Number of ID Cards for Those Aged 18 Years or Older</th> </tr> <tr> <th>Fiscal Year</th> <th>Average of Weekly ID Cards</th> </tr> </thead> <tbody> <tr> <td>2025-26</td> <td>908,829</td> </tr> <tr> <td>2026-27</td> <td>915,917</td> </tr> <tr> <td>2027-28</td> <td>919,215</td> </tr> <tr> <td>2028-29</td> <td>920,777</td> </tr> <tr> <td>2029-30</td> <td>921,514</td> </tr> </tbody> </table>							Estimated Number of ID Cards for Those Aged 18 Years or Older		Fiscal Year	Average of Weekly ID Cards	2025-26	908,829	2026-27	915,917	2027-28	919,215	2028-29	920,777	2029-30	921,514
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	A	B	C	D	E	F	G	H																												
26	Step 3	Florida Demographic Information*																																		
27		Veterans	Population	Percent of Veterans to Population	Civilian Population	Percent of Veterans to Civilian Population																														
28		Total	1,327,057	22,610,726	5.87%	22,533,942 **		5.89%																												
29		Aged 18 years and over	1,327,057	18,231,710	7.28%	18,154,926		7.31%																												
30		*2023 1-Year American Community Survey																																		
31		**Total Civilian Population is estimated based on the population under 18 plus the civilian population 18 years and over																																		
32																																				
33		<table border="1" style="width: 100%; text-align: center;"> <thead> <tr> <th colspan="4">Estimated Number of ID Cards: Veterans</th> </tr> <tr> <th>Fiscal Year</th> <th>High 7.31%</th> <th>Middle 7.28%</th> <th>Low 5.87%</th> </tr> </thead> <tbody> <tr> <td>2025-26</td> <td>66,435</td> <td>66,163</td> <td>53,348</td> </tr> <tr> <td>2026-27</td> <td>66,954</td> <td>66,679</td> <td>53,764</td> </tr> <tr> <td>2027-28</td> <td>67,195</td> <td>66,919</td> <td>53,958</td> </tr> <tr> <td>2028-29</td> <td>67,309</td> <td>67,033</td> <td>54,050</td> </tr> <tr> <td>2029-30</td> <td>67,363</td> <td>67,086</td> <td>54,093</td> </tr> </tbody> </table>							Estimated Number of ID Cards: Veterans				Fiscal Year	High 7.31%	Middle 7.28%	Low 5.87%	2025-26	66,435	66,163	53,348	2026-27	66,954	66,679	53,764	2027-28	67,195	66,919	53,958	2028-29	67,309	67,033	54,050	2029-30	67,363	67,086	54,093
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40		High uses the percent of veterans relative to the civilian population aged 18 years and over																																		
41		Middle uses the percent of veterans relative to the population aged 18 years and over																																		
42		Low uses the percent of veterans relative to the total population																																		
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44	Step 4	Percent of Veterans Honorably Discharged																																		
45		78.29%																																		
46																																				
47		<table border="1" style="width: 100%; text-align: center;"> <thead> <tr> <th colspan="4">Estimated Number of ID Cards: Honorably Discharged Veterans</th> </tr> <tr> <th>Fiscal Year</th> <th>High</th> <th>Middle</th> <th>Low</th> </tr> </thead> <tbody> <tr> <td>2025-26</td> <td>52,012</td> <td>51,799</td> <td>41,766</td> </tr> <tr> <td>2026-27</td> <td>52,418</td> <td>52,203</td> <td>42,092</td> </tr> <tr> <td>2027-28</td> <td>52,607</td> <td>52,391</td> <td>42,244</td> </tr> <tr> <td>2028-29</td> <td>52,696</td> <td>52,480</td> <td>42,316</td> </tr> <tr> <td>2029-30</td> <td>52,738</td> <td>52,522</td> <td>42,349</td> </tr> </tbody> </table>							Estimated Number of ID Cards: Honorably Discharged Veterans				Fiscal Year	High	Middle	Low	2025-26	52,012	51,799	41,766	2026-27	52,418	52,203	42,092	2027-28	52,607	52,391	42,244	2028-29	52,696	52,480	42,316	2029-30	52,738	52,522	42,349
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	A	B	C	D	E	F	G	H
55	Step 5	Current Annual Initial and Renewal Fee for Cards						
56		\$	75.00					
57								
58	Total Revenue Impact							
59		Fiscal Year	High	Middle	Low			
60		2025-26	\$ (3,900,900)	\$ (3,884,925)	\$ (3,132,450)			
61		2026-27	\$ (3,931,350)	\$ (3,915,225)	\$ (3,156,900)			
62		2027-28	\$ (3,945,525)	\$ (3,929,325)	\$ (3,168,300)			
63		2028-29	\$ (3,952,200)	\$ (3,936,000)	\$ (3,173,700)			
64		2029-30	\$ (3,955,350)	\$ (3,939,150)	\$ (3,176,175)			
65								
66	\$65.00 to the Department of Health							
67		Fiscal Year	High	Middle	Low			
68		2025-26	\$ (3,380,780)	\$ (3,366,935)	\$ (2,714,790)			
69		2026-27	\$ (3,407,170)	\$ (3,393,195)	\$ (2,735,980)			
70		2027-28	\$ (3,419,455)	\$ (3,405,415)	\$ (2,745,860)			
71		2028-29	\$ (3,425,240)	\$ (3,411,200)	\$ (2,750,540)			
72		2029-30	\$ (3,427,970)	\$ (3,413,930)	\$ (2,752,685)			
73								
74	\$10.00 to the Division of Research at Florida Agricultural and Mechanical University							
75		Fiscal Year	High	Middle	Low			
76		2025-26	\$ (520,120)	\$ (517,990)	\$ (417,660)			
77		2026-27	\$ (524,180)	\$ (522,030)	\$ (420,920)			
78		2027-28	\$ (526,070)	\$ (523,910)	\$ (422,440)			
79		2028-29	\$ (526,960)	\$ (524,800)	\$ (423,160)			
80		2029-30	\$ (527,380)	\$ (525,220)	\$ (423,490)			

REVENUE ESTIMATING CONFERENCE

Revenue Source: Sales and Use Tax

Issue: Tax of Electric Vertical Takeoff and Landing Aircraft

Bill Number(s): [Proposed Language](#)

Entire Bill

Partial Bill:

Sponsor(s): N.A.

Month/Year Impact Begins: 07/01/2025

Date(s) Conference Reviewed: 02/21/2025

Section 1: Narrative

- a. **Current Law:** Section 212.08, F.S. provides exemptions from sales and use tax. There is no sales and use tax exemption for electric vertical takeoff and landing (eVTOL) aircraft.
- b. **Proposed Change:** Section 212.08, F.S. is revised so that the sale, as defined in section 212.02(15)(a) of eVTOL aircraft from a manufacturer to an operator is exempt from the sales and use tax. The term eVTOL is defined as a machine or device that is powered by an electric propulsion system that draws current from rechargeable storage batteries, fuel cells, or other sources of electrical current, is designed for the transportation of persons, and is capable of flight, vertical takeoff, vertical landing, and horizontal motion. The term eVTOL aircraft does not include drones as defined by section 934.50, F.S. The term operator means operators as authorized per 14 C.F.R. part 119 or 14 C.F.R. part 125.

Section 2: Description of Data and Sources

Contact with DOR staff

<https://evtol.news/aircraft>

<https://www.forbes.com/sites/mikehirschberg/2024/05/31/a-thousand-splendid-evtol-designs/>

https://robbreport.com/motors/aviation/gallery/evtols-certified-two-years-1234835345/5-dscf103104_s-screen-scaled-e1628843140647/

<https://builtin.com/articles/evtol-aircraft>

<https://amprius.com/evtol/>

[Electric aircraft landing in downtown Tallahassee? Leaders say don't rule it out](#)

[Order | Jetson - Personal Electric Aerial Vehicle](#)

[Pivotal | Pivotal Opens Sales of Helix Light eVTOL aircraft in U.S.](#)

<https://www.ainonline.com/news-article/2024-02-02/ehang-prices-its-two-seat-autonomous-evtol-aircraft-334000>

[Advanced Air Mobility | Air Taxis | Federal Aviation Administration](#)

[Southwest Florida airports look to adopt e-plane infrastructure - Gulfshore Business](#)

<https://www.fdot.gov/aviation/advanced-air-mobility>

<https://www.globenewswire.com/news-release/2025/02/17/3027302/0/en/eVTOL-Aircraft-Market-Size-to-Worth-USD-170-Billion-By-2034.html#:~:text=The%20U.S.%20eVTOL%20aircraft%20market,eVTOL%20aircraft%20market%20in%202024.>

Section 3: Methodology (Include Assumptions and Attach Details)

Creating a sales and use tax exemption for eVTOL aircraft would result in a negative impact to sales tax through reduced tax collection. eVTOL aircraft are aircraft which take off vertically like a helicopter but are powered by electric motors instead of conventional combustion engines. Propellers or rotors ensure the vehicle has the ability to take off vertically, hover in place, and fly horizontally. The language specifies that the tax exemption is for the sale from a manufacturer to an operator. Thus, sales to and/or through dealers and retailers would not be granted the exemption. The language also specifies that the term eVTOL aircraft does not include drones. At this time, eVTOL aircraft are in the development stage, with limited use expected within five years and widespread use expected within ten years. These timeframes are speculative and the work towards full FAA approval is ongoing. The current price for eVTOL aircraft ranges from \$120,000 to \$10,000,000. Therefore, once these vehicles become operational, the negative impact from a sales tax exemption should easily exceed the \$100,000 significance threshold - even with the exemption being limited to direct manufacturer to operator transactions. The low scenario is zero/negative indeterminate recognizing that the product is still in development but at a price point where once it hits the market, the negative impact will be significant. For the middle and high scenarios, assumptions were made regarding average price, first year of purchase availability, units sold during the first year, and annual growth.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Sales and Use Tax

Issue: Tax of Electric Vertical Takeoff and Landing Aircraft

Bill Number(s): [Proposed Language](#)

Section 4: Proposed Revenue Impact

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	(3.5)	(3.8)	0.0	(0.8)	0/(**)	0/(**)
2026-27	(4.0)	(4.0)	0.0	(0.8)	0/(**)	0/(**)
2027-28	(4.1)	(4.1)	(0.7)	(0.8)	0/(**)	0/(**)
2028-29	(4.3)	(4.3)	(0.8)	(0.8)	0/(**)	0/(**)
2029-30	(4.4)	(4.4)	(0.8)	(0.8)	0/(**)	0/(**)

Revenue Distribution:

Sales Tax

Section 5: Consensus Estimate (Adopted: 02/21/2025) Because significant deployment of eVTOLs is not expected to occur in the near term, the Conference adopted an estimate for the sixth year as a recurring impact that represents the minimum impact of the bill. The long-term impact could be much higher.

	GR		Trust		Revenue Sharing		Local Half Cent	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2025-26	0/(**)	(8.1)	0/(**)	(Insignificant)	0/(**)	(0.3)	0/(**)	(0.8)
2026-27	0/(**)	(8.1)	0/(**)	(Insignificant)	0/(**)	(0.3)	0/(**)	(0.8)
2027-28	0/(**)	(8.1)	0/(**)	(Insignificant)	0/(**)	(0.3)	0/(**)	(0.8)
2028-29	0/(**)	(8.1)	0/(**)	(Insignificant)	0/(**)	(0.3)	0/(**)	(0.8)
2029-30	0/(**)	(8.1)	0/(**)	(Insignificant)	0/(**)	(0.3)	0/(**)	(0.8)

	Local Option		Total Local		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2024-25	0/(**)	(*)	0/(**)	(1.1)	0/(**)	(9.2)
2025-26	0/(**)	(*)	0/(**)	(1.1)	0/(**)	(9.2)
2026-27	0/(**)	(*)	0/(**)	(1.1)	0/(**)	(9.2)
2027-28	0/(**)	(*)	0/(**)	(1.1)	0/(**)	(9.2)
2028-29	0/(**)	(*)	0/(**)	(1.1)	0/(**)	(9.2)

Note: Per s. 212.054(2)(b)1., F.S., the sales amount above \$5,000 on any tangible personal property shall not be subject to the discretionary sales surtax levied by the governing body of any county.

	A	B	C	D
1	eVTOL Sales Tax Exemption			
2		High	Low	
3	Assumptions			
4	Avg Price	\$ 1,000,000	\$ 200,000	
5	First Year	2025-26	2027-28	
6	Annual Growth	3.6%	1.8%	
7	First Year Units Sold*	128	64	
8	*Units sold are manufacturer to operator only			
9				
10	High Scenario			
11	State Fiscal Year	Units	Sales	Sales Tax Loss
12	2025-26	128	\$ 128,000,000	\$ (7,680,000)
13	2026-27	133	\$ 132,608,000	\$ (7,956,480)
14	2027-28	137	\$ 137,381,888	\$ (8,242,913)
15	2028-29	142	\$ 142,327,636	\$ (8,539,658)
16	2029-30	147	\$ 147,451,431	\$ (8,847,086)
17	2029-31	153	\$ 152,759,682	\$ (9,165,581)
18				
19	Middle Scenario			
20	State Fiscal Year	Units	Sales	Sales Tax Loss
21	2025-26	0	\$ -	\$ -
22	2026-27	0	\$ -	\$ -
23	2027-28	64	\$ 12,800,000	\$ (768,000)
24	2028-29	65	\$ 13,030,400	\$ (781,824)
25	2029-30	66	\$ 13,264,947	\$ (795,897)