Board of County Commissioners

Leon County, Florida

Workshop on Property Tax Reform

December 12, 2006
12:00pm-3:00pm

Leon County Board of County Commission Chambers
Leon County Courthouse, 5th Floor

Board of County Commissioners
Workshop Item

Date of Meeting: December 12, 2006

Date Submitted: December 6, 2006

To: Honorable Chairman and Members of the Board

From: Parwez Alam, County Administrator
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Subject: Workshop on Property Tax Reform

Statement of Issue:
This workshop item provides a comprehensive review of property tax reform alternatives that have been discussed and adopted by various key stakeholders and seeks Board approval affirming Leon County's position on property tax reform.

Background:
Throughout the 2006 legislative session, staff reported on the numerous property tax bills and proposed constitutional amendments designed to overhaul the current property tax structure. Nearly all of the property tax proposals are constitutional amendments which require voter approval during a statewide election. As the end of session grew near, the Legislature chose to delay action by directing two state agencies to conduct a study on Florida's property tax structure. The final reports are due in 2007.

As local governments across the state prepared their 2007 annual budgets, citizen organizations formed to challenge local government expenditures, property assessments, property taxes, and millage rates, giving credence to the property tax reform effort. The property tax reform efforts have no lead advocate to identify or a populous solution to fix the problems of the current property tax structure. Instead, there are many stakeholders who are studying the property tax structure and will make a litany of recommendations that could adversely affect local governments' tax base. This workshop item will identify those key stakeholders and several of the prominent reform proposals being considered for the 2008 general election ballot. As the 2007 legislative session nears, additional property tax proposals could be forthcoming. Staff will monitor these proposals

and notify the Board through memorandum, *Capitol Updates*, and calls-to-action.

The balance of the background section will address several of the variables involved in the property tax reform efforts. These variables include the key stakeholders and their respective functions in property tax reform, current property tax exemptions, Save Our Homes (SOH), the role of the housing market, and expenditure limitations on local governments.

Key Stakeholders:
Throughout the past year, property tax reform has been widely debated during the 2006 legislative session as well as this past election season. Several different stakeholders have been tasked with the assignment of evaluating the current property tax structure in Florida. These stakeholders include:

- The Florida Legislature
- Governor's Property Tax Reform Committee
- Century Commission for a Sustainable Florida
- Taxation and Budget Reform Commission
- Florida Association of Counties

Each of these stakeholders are currently analyzing the tax burden and inequalities facing Florida property owners. In the upcoming year, each of these stakeholders will present their analysis and recommendations on property tax reform (Attachment #1).

Florida Legislature:
During the 2006 legislative session, the Legislature directed the Department of Revenue (DOR) to conduct a study of the state's property tax structure analyzing the impact of current homestead exemptions and homestead limitation on non-homestead properties. On November 15, 2006, DOR submitted a draft report to the Speaker of the House and Senate President (Attachment #2). The report includes an analysis on the effect of SOH on homestead and non-homestead properties, affordable housing, counties, school districts, portability, millage rates and rolled back millage rates as it relates to Truth In Millage (T.R.I.M.) Notices. The final report is due on January 2, 2007.

In addition to the DOR report, the Legislature directed the Office of Economic and Demographic Research (EDR) to prepare a report summarizing the study conducted by DOR. EDR's report will provide findings and policy options that may be available to the Legislature based on the DOR study. The EDR report must also include:

- An evaluation of the impact of SOH assessment differentials on homeowners' willingness to purchase a new home
- An evaluation of the effects of SOH on local government budget decisions
- An evaluation of the effectiveness of TRIM Notices

In the findings and policy options, EDR must take into consideration the feasibility of taxpayer compliance, the state tax system's ability to respond to interstate and international competition, uniformity, and neutrality of the tax system, stability, and reliability of the tax system, and the tax

system's ability to integrate other federal, state, and local taxation. The EDR's final report must be submitted to the Governor, Senate President, House Speaker, and the Chairperson of the Taxation and Budget Reform Commission by September 1, 2007.

Property Tax Reform Committee: Created by Governor Bush
On June 21, 2006, Governor Bush issued an Executive Order establishing the Property Tax Reform Committee (Committee) to provide input on the DOR and EDR reports. The Committee was appointed by the Governor and leaders in both legislative chambers and consists of 15 members. The Committee has met throughout the state reviewing the fiscal impact of SOH, homestead exemptions, and other property tax related issues. The Committee must submit three reports to the Governor, Senate President, House Speaker, and the Chairperson on the Taxation and Budget Reform Commission. An initial report must be submitted no later than December 15, 2006, a mid-term report no later than March 1, 2007 and the final report will be completed no later than December 1, 2007. The reports will include the following:

- Consequences of current property tax exemptions and assessment differentials
- Appropriates, affordability, and economic consequences of property taxation levels in Florida
- Replacements alternatives to property taxation
- Limitations upon local government revenue and expenditures

Century Commission for Sustainable Florida:
The Century Commission for Sustainable Florida was created during the 2005 legislative session under SB 360. The Century Commission is charged with making recommendations to the Governor and Legislature regarding how they should address the impacts of population growth on the state's natural resources and public infrastructure. The Century Commission is required to submit their report on January 16, 2007. It is anticipated that the Century Commission's report will include recommendations regarding property tax reform and its relationship to Florida growth.

Taxation and Budget Reform Commission:
The Taxation and Budget Reform Commission is a constitutionally established commission consisting of 25 members appointed by the Governor, Speaker of the House, and Senate President. The Commission convenes every 20 years. The Taxation and Budget Reform Commission's responsibilities include the review of state and local governments' ability to tax and adequately fund governmental operations and capital facilities. In addition, the Taxation and Budget Reform Commission will examine the constitutional limitations on taxation and expenditures for state and local governments. The Taxation and Budget Reform Commission must submit a report, as well as propose to the Legislature any recommended statutory changes relating to the taxation or budgetary laws of the State. This report must be submitted 180 days prior to the subsequent general election, or May 7, 2008.

Florida Association of Counties:
Finally, the largest stakeholders in the property tax reform efforts are the local governments that rely on property taxes to deliver essential services. County school boards also rely on this tax base but there is the possibility that their tax base will be exempt from many of the reform efforts as was the case in many of the 2006 legislative proposals. The unique blend of urban and rural counties in Florida has divided counties on this issue. Many of the rural counties are fiscally constrained, levy the maximum ten mills, and are unable to afford additional exemptions to their tax base. Some of the larger metropolitan counties are willing to absorb additional cuts to their tax base depending on the details of the reform proposal.

County staff has been participating in the Florida Association of Counties (FAC) property tax technical advisory committee. On December 1, 2006, FAC tentatively adopted several property tax proposals during its annual legislative conference (Attachment #3). FAC tentatively adopted these proposals to allow counties more time to analyze the impact to their budgets. These priorities are reviewed in the analysis section of this workshop.

Property Tax Exemptions:
The Florida Constitution provides eligible Florida homeowners with tax exemptions on the assessed value of their property (Table #1). These exemptions include a $25,000 homestead exemption, a $500 widow/widower's exemption, additional homestead exemptions for low income seniors, a $5,000 disability exemption for ex-service members, and exemptions for eligible disabled people (Attachment #4). In 2006, voters approved two amendments to the Florida Constitution. One amendment authorizes counties, by option, to implement an additional $25,000 homestead exemption for low income seniors. The other amendment mandates an additional property tax exemption to disabled veterans.

Table #1: Leon County 2006 Property Tax Exemptions

Property Tax Exemption	# of Properties	Market Value of Property	Taxable Value of Property	Difference between Market and Taxable
Homestead	54,639	$9,878,368,923	$5,790,907,417	$4,087,461,506
Widow/Widower's	4,018	$644,809,347	$317,105,742	$327,703,605
Low Income Seniors	1,878	$241,079,971	$65,031,814	$176,048,157
Ex-Service Members	724	$142,220,488	$76,566,455	$65,654,033

Homestead Exemption:
The Florida Constitution provides for a $25,000 homestead exemption in assessed property values for all eligible Florida homeowners. According to Article VII, Section 6, of the Florida Constitution, every person who has the legal or equitable title to real estate, resides on the property as of January 1, and in good faith makes it his/her permanent home is eligible for this exemption. A Florida resident can only apply this exemption to one residential unit. In 2006, Leon County has 54,639 properties that qualify for the homestead exemption.

Widow/Widower's Exemption:
Any widow or widower that is a Florida resident is eligible for a $500 exemption. Upon remarriage, the widow/widower is no longer eligible for this exemption. In 2006, Leon County has 4,018 properties that qualify for the widow/widower exemption.

Additional Homestead Exemption for Low Income Seniors:
The Florida Constitution allows counties to pass an ordinance granting an additional $25,000 homestead exemption to low income seniors (persons 65 and older). A low income senior is defined as a person who has a total household income less than $23,463 (or $20,000 plus the adjusted cost of living since January 2001). In 2001, the Board approved an ordinance authorizing this exemption. In 2006, Leon County has 1,878 properties that qualify for this exemption.

During the 2006 election, Florida voters approved an amendment to the Florida Constitution that will allow counties to pass an ordinance authorizing an additional $25,000 exemption for low income seniors. This amendment will take effect on January 1, 2007. If the Board were to adopt the new exemption, it would cost the County $285,000 in the first year.

Service Members Exemption:
An ex-service member disabled at least 10% in war or by service connected misfortune may be eligible for up to $5,000 exemption on his/her homestead property. As of 2006, Leon County has 724 properties that qualify for this exemption.

In 2006, Florida voters approved an amendment to the Florida Constitution that will provide disabled ex-service members with an additional property tax exemption. The property tax exemption will be a percentage of the discount as equal to the percentage of veteran's permanent service-connected disability. This amendment takes effect on December 7, 2006 for the disabled veterans who meet these specified qualifications:

- 65 years of age or older
- Florida resident at the time of entering military service
- Combat-related disability
- Honorably discharged

Leon County also provides additional property tax relief for service members through the military grant program. The Leon County Board of County Commissioners unanimously adopted a grant program that provides financial assistance in the form of a grant for property taxes to eligible Leon County residents. Leon County residents who are called to active duty in direct support of a named United States military conflict or national emergency declared by the President of the United States can apply for a grant equal to that portion of their Leon County ad valorem property taxes pro-rated for the amount of time the resident served on active duty. A pro-rated $600 grant is also available to qualified Leon County active military personnel who do not own property, including renters. Qualified Leon County property owners will receive $600 or the amount of their Leon County ad

valorem tax bill, whichever is greater, prorated for the time served on active duty. In 2005, Leon County had 98 service members qualify for the grant program.

Disability Exemptions:
Property tax exemptions are also available for all eligible disabled persons. For instance, a Florida resident who is blind may qualify for a $500 exemption.

Exemptions are also available for totally and permanently disable persons. Real estate used and owned as a homestead by a quadriplegic, less any portion used for commercial purposes, is exempt from taxation. Real estate used and owned as a homestead, less any portion used for commercial purposes, by a paraplegic, hemiplegic, or other totally and permanently disabled person, who must use a wheelchair for mobility or who is legally blind, is exempt from taxation. Disabled persons claiming this exemption must meet gross income limitations. Gross income includes veterans' and social security benefits. The gross income of all persons residing in the homestead for the prior year cannot exceed $14,500. However, beginning January 1, 1991, the $14,500 limitation is adjusted annually according to the cost of living index. In 2006, Leon County has 57 properties that qualify for these exemptions.

Save Our Homes:
Prior to 1992, all homestead properties were assessed annually at market value and subject to real estate market fluctuations. During the 1992 General Election, Florida voters approved the SOH amendment to the Florida Constitution that caps the annual increase in the assessed value of a homestead property to 3% or the Consumer Price Index (CPI), whichever amount is less. Therefore, the longer a homeowner resides at in his/her residence the greater the tax savings on that home.

The foremost criticism of SOH is that homeowners are unable to transfer their SOH savings to a new home. Upon the sale of a home, the property is reassessed at market value and the taxable value of the home often increases significantly. For example, if a family sells their home, the assessed value for the new purchaser would start over at the market value. The market value of that home could be $250,000, but the assessed value-because of the 3% or less cap on valuation increases-could be $123,000. At the point of sale, the following year, the market value becomes the assessed value. The new homeowner will pay property taxes on the updated assessed value of $250,000.

Florida homeowners have been voicing concern over the lack of portability with the SOH amendment. SOH portability allows Florida homeowners, with homestead exemptions, to transfer their SOH savings from one home to the next. Currently, lawmakers and policy analysts across Florida are examining the impact portability could have on local government budgets.

Housing Market:
Dramatic changes in the housing market have pushed property tax reform to the forefront as a political and public policy issue for the state. Over the past five years, the national, state, and local

housing markets have flourished with record values and sales. According to the Florida Association of Realtors, the median sales price of a home in Florida increased by 13% to $249,700 from April 2005 to April 2006. This is a 96% increase since 2001 when the median sales price of a home in Florida was $127,100. This has lead many analysts to suggest that Florida has experienced a market correction of property values. Since April 2006, the housing market in Florida has slowed yet property tax reform efforts remain a top priority of state legislators.

More recently in the Tallahassee Metropolitan Statistical Area (MSA), which includes Leon, Gadsden, and Wakulla Counties, the median sales price of a home increased by 9% to $185,000, the second highest increase in the state behind Gainesville, from September 2005 to September 2006. The increase in the median sales price of a home in the Tallahassee MSA is inconsistent with housing trends across the State. During this same time period, the median sales price of a home in Florida dropped 1% statewide. The State has also seen a significant decrease in the number of realtor sales over the past year. The number of realtor sales in Tallahassee dropped 22% from September 2005 to September 2006 while the statewide average dropped 34% (Attachment #5).

The value of homes coupled with the number of home sales in Florida has contributed to the recent property tax reform efforts by the Legislature, the Governor's Office, and grassroots organizations. The escalating value of homes has led to dramatic increases in the taxable value of homes unless the homes are protected from market conditions under SOH. SOH has resulted in taxing inequity claims between two neighbors with identical homes at the same market value. A non-homestead property's taxable value is vulnerable to market conditions while an increase in the taxable value of a homestead property is restricted each year. As previously mentioned, the longer a person resides in their homestead property, the greater the benefit they will receive under SOH due to the fact that the market growth generally exceeds the restricted value.

The sale of a homestead property is the trigger for reassessment and realigns the taxable value with the market value. Homestead owners who have long enjoyed the protection from market conditions experience a "tax shock" when they receive the tax bill on their new home. The new home is taxed at a rate closer to the market value of the home and could be a significantly higher rate than what the neighbors pay on similarly sized homes. In 2006, 91% of Leon County homestead owners did not experience "tax shock," meaning their assessed value increased by no more than 3%. The remaining 9% of homestead owners sold their homes, removing the 3% cap and triggering a reassessment at market value.

Local Government Expenditure Caps:

During the 2006 legislative session, the Legislature considered restricting local government autonomy by imposing expenditure caps. This effort was an alternative to the property tax debate because it did not require an overhaul of the property tax system. However, it could impact property taxes indirectly by limiting local government spending authority and challenge home rule powers.

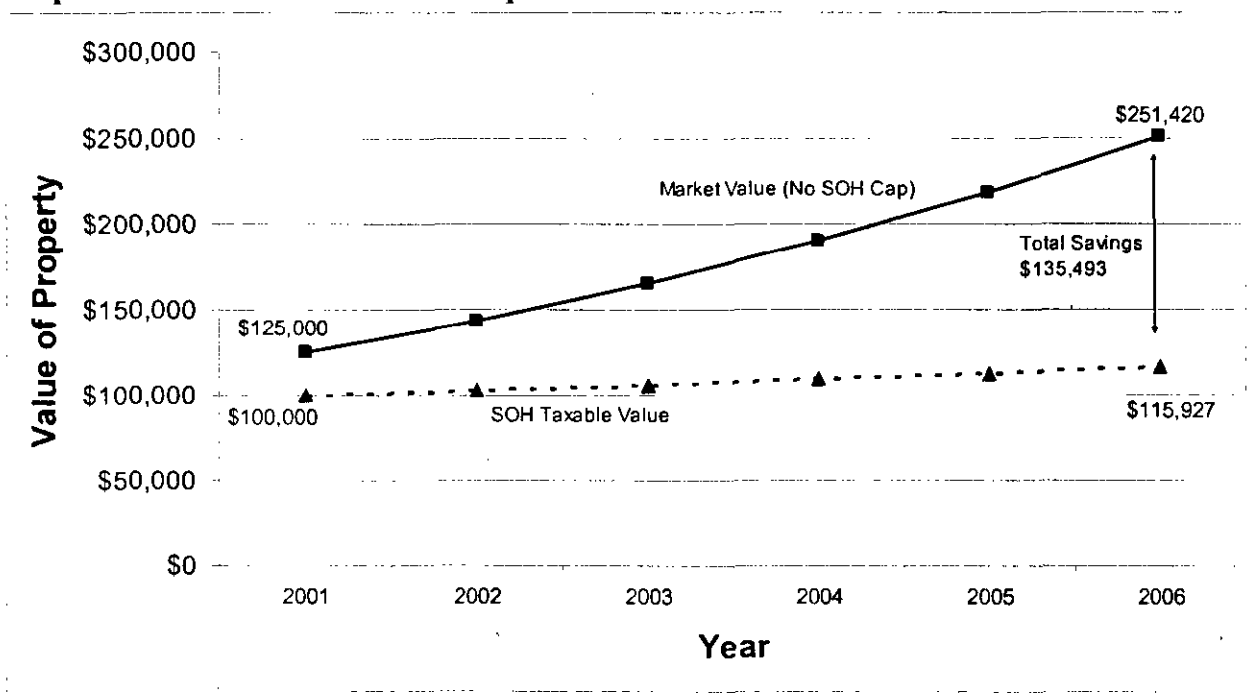
Analysis:
During the September 12, 2006 tentative hearing on the FY 07 budget, numerous citizens voiced their concerns regarding the rise in property taxes and local government spending. The Board cut spending further than originally proposed by reducing the millage rate from 8.54 to 7.99. This property tax reduction represents the most significant reduction in Leon County's recent history. The Board's action demonstrated their ability to respond to local concerns under its home rule authority by lowering the millage rate. However, the current property tax structure does not afford the County the ability to provide property tax relief to those who need it most: non-homesteaded property owners and homesteaded property owners that move.

Florida's property tax structure has flaws that derive from good intentions to reduce the tax burden on property owners and protect them from dramatic increases in the property market. Homestead and non-homestead property owners (businesses, renters, part-time residents) are treated differently under the current tax structure in terms of their property assessment and market conditions. Deeply rooted in Florida's Constitution, the homestead exemption and SOH assessment provide a large tax preference for owners of homestead property. This has lead to a shift in the tax burden to non-homestead property owners and a severe inequity among these two property types under the current property tax structure.

Prior to the SOH constitutional amendment in 1992, homestead properties made up 45% of the taxable value statewide. During FY 2005/06, homestead properties made up 35% of the taxable value. According to Florida Tax Watch, SOH has created a $6.8 billion tax shift from homestead property owners to non-homestead property owners. Businesses, renters, and part-time residents are compensating for the reduction of the tax burden placed on homestead property owners due to SOH assessment cap. FAC has proposed a solution to reduce this burden that will be discussed later in the analysis.

SOH is also the largest contributor to the taxing inequities among Florida homeowners with homestead exemptions. Homestead owners experience taxing inequities among neighbors with similarly priced homes. Graph #1 illustrates a homestead property purchased in 2001 for $125,000 by *Homeowner A*. The market value is $125,000 but the taxable value is $100,000 once the $25,000 homestead exemption is applied. As the value of the home increases 15% each year, illustrated by the solid line, the taxable value increases no more than 3% annually under the SOH cap. At the peak of the housing boom in 2006, *Homeowner A* is living in a $251,420 home and paying taxes on $115,927 because of the SOH assessment cap. When someone purchases the identical house right next door for the same market price, that person is assessed at the 2006 value. The result is two neighbors with identical homes paying a significant difference in property taxes each year. The Florida Constitution requires property to be reassessed upon the change of ownership, thereby; *Homeowner B* pays taxes on the 2006 market value of the property minus the homestead exemption. The taxable value for *Homeowner B* is $226,420, $110,493 more than *Homeowners A*.

Graph #1: Save Our Homes Tax Inequities



Lawmakers and the key stakeholders are examining the issue of SOH portability. SOH portability refers to the savings a homestead owner enjoys on the difference between the market value and the taxable value. In this case, Graph #1 shows a homestead exemption savings of $25,000 and SOH savings of $110,493, totaling $135,493 over a five year period. Portability would allow *Homeowner A* to carry this savings to a new home. If the new home has a market value of $500,000, the taxable value would be $339,507 after the subtraction of the $25,000 homestead exemption and the $110,493 SOH portability savings.

Local government tax bases rely on growth and property reassessment at market value to compensate for the SOH assessment caps on homestead properties. The current property tax structure exacerbates artificial values well below market value for taxation by local governments. In 2006, SOH exempted $246.3 billion statewide and $2.7 billion in Leon County from the tax base. In Leon County, 70% of all residential properties have a homestead exemption and are protected from market conditions under SOH. The exemption from taxation at market values increases the tax burden on the non-homestead property owners. This analysis carefully examines the impact of several proposals to Leon County's tax base that are being considered by the key stakeholders previously identified.

Portability of Save Our Homes:

As mentioned previously, Florida homeowners have been voicing concerns over the lack of portability of the SOH amendment. This has caused homeowners, with significant SOH savings, to

feel 'locked' in their homes due to the fact that a purchase of a new property would be taxed at market value. As a result the homeowner's tax bill would significantly increase. SOH portability allows Florida homeowners, with homestead exemptions, to transfer their SOH savings from one home to the next. FAC does not currently have a position on portability.

There are two categories of SOH portability: limited and unlimited. Limited portability restricts the amount of SOH savings a homeowner can transfer and/or the number of times a homeowner can transfer SOH savings. Unlimited portability is the exact opposite. It does not restrict the number of times a homeowner can transfer SOH savings and/or the amount of savings a homeowner can transfer to a new home, with one exception. Under limited and unlimited portability, the taxable value of the new home cannot be less than the taxable value of the previous home. For example:

- A homeowner owns a $400,000 home with a taxable value of $150,000
- The home therefore has a differential that is not taxed of $250,000
- The homeowner moves to a new home with a $200,000 market value
- The homeowner cannot transfer the $250,000 differential which would result in the property having a negative taxable value

Statewide Portability of Save Our Homes:
Proponents of SOH portability have offered different proposals that would allow homestead owners to transfer SOH savings anywhere in Florida or strictly within county boundaries. Statewide portability would not allow for an accurate forecast of property taxes which would affect the County's budget process. It would be difficult to predict how much SOH savings would move into Leon County. For instance, the average SOH savings per homestead in Monroe County is $349,636 compared to Jackson County who has an average of $14,925 per homestead (Table #2). Leon County's average SOH savings per homestead is $49,684, which is $299,952 less than Monroe County but $34,759 more than Jackson County.

Save Our Homes Reciprocity Among Counties:
An alternative to statewide portability is SOH reciprocity among counties. Under this proposal, counties have the option of entering into an agreement with a network of counties or individual counties to allow homestead property owners the ability to transfer their SOH savings between counties. Reciprocity preserves counties' home rule authority by allowing them to entering into an agreement with other counties on a case by case basis. This proposal will reduce the claims of homestead owners being "locked in" their homes by allowing them to transfer their savings anywhere among partner counties.

For instance, Table #2 shows that the Miami-Dade, Broward, and Palm Beach Counties (Miami-Dade MSA) all have a similar average of SOH savings per homestead owner. Although the transfer of SOH savings to a new homestead will prevent the new property from being assessed at market value, these three counties would not experience a significant fiscal impact by entering into a reciprocity agreement. On the other hand, Gadsden County would experience a negative fiscal

impact by entering into a reciprocity agreement with Leon County, due to its significantly lower average of SOH savings per homestead owner.

Table #2: Average SOH Savings per Homestead by County

County	Average SOH Savings	Net Impact to Leon County per Homestead Owner
Leon	***$49,684***	-
Gadsden	$26,566	$23,118
Wakulla	$43,369	$6,315
Alachua	$40,412	$9,272
Manatee	$87,799	**($38,115)**
Monroe	$349,636	**($299,952)**
Jackson	$14,925	$34,759
Miami-Dade	$131,946	**($82,262)**
Broward	$122,637	**($72,954)**
Palm Beach	$137,855	**($88,172)**

In-county Portability of Save Our Homes:
In-county portability would allow homestead owners to transfer SOH savings anywhere within the county. Should a homestead owner purchase a new homestead property somewhere else in the state, the property would be reassessed at market value. In-county portability would allow for a more accurate forecast of property taxes due to the fact that the county property appraisers can track the sales of homestead properties within their respective counties.

Fiscal Impact:
Statewide, county to county reciprocity, and in-county portability would each have a negative fiscal impact on local government tax bases. The fiscal impact of SOH portability is determinate on the number of homestead owners relocating to, or relocating within, Leon County and the amount of SOH savings they have accrued.

Based on data provided by the Property Appraiser, there were 1,423 Leon County residents homesteaded property owners that sold and purchased a home in 2005. This population represents the individuals that would have benefited from in county portability. The total differential in value that could have been "ported" was approximately $41.9 million. Based on a millage of 7.99 mills this would have resulted in tax savings of $335,000; alternatively, this would have been reduced revenue to the County.

Recommendation:
Staff recommends that the Board support the local option of limited portability of Save Our Homes within county boundaries and county to county reciprocity. Staff recommends that the Board not support any form of statewide portability of the SOH assessment caps.

Save Our Homes Part II - Portability: Possible Citizen Initiative

On September 20, 2006 Ken Wilkinson, the Lee County Property Appraiser and author of the original SOH amendment, presented an initiative to Governor Bush's Property Tax Reform Committee. This initiative is essentially SOH Part II. Mr. Wilkinson has founded Save Our Homes, Inc, a non-profit corporation, that will gather the required signatures needed to get the proposal on the 2008 ballot.

Under Wilkinson's plan, SOH Part II would provide Florida homestead owners the ability to transfer a percentage of the difference between the market value of a property and its taxable value, up to a maximum of $400,000. Homestead property owners would be allowed to carry this savings to any home that they purchase in the state of Florida. This initiative does not limit the number of times that a homestead owner can transfer their SOH savings.

For example, a homestead owner who has a $400,000 home, but only pays taxes on $200,000 due to the SOH cap, would be able to transfer that 50% savings to a new home anywhere in Florida. If the person bought a $600,000 home, then, the new taxable property value would be 50% less ($300,000). In essence, the home will never return to market value unless it is purchased by a first time homestead buyer or a non-homestead buyer.

SOH Part II does not provide relief to first time homeowners or non-homestead properties. An individual purchasing a new home for the first time would pay taxes on the market value. This initiative would not resolve the tax inequities among homestead owners and would not allow for an accurate forecast of property taxes which would affect the County's budget process. In addition, this initiative further exacerbates the inequities between homestead and non-homestead.

This initiative is supported by the Florida Association of Property Appraisers. FAC does not have a position on this initiative.

Fiscal Impact:

As mentioned previously, the fiscal impact of SOH portability is determinate on the number of homestead owners relocating to, or relocating within, Leon County and the amount of SOH savings they have accrued.

Recommendation:

Staff recommends that the Board not support any form of statewide portability of the SOH assessment caps. Staff recommends that the Board not support the citizen initiative to allow for the transfer the Save Our Homes cap on taxable home value, up to $400,000, statewide.

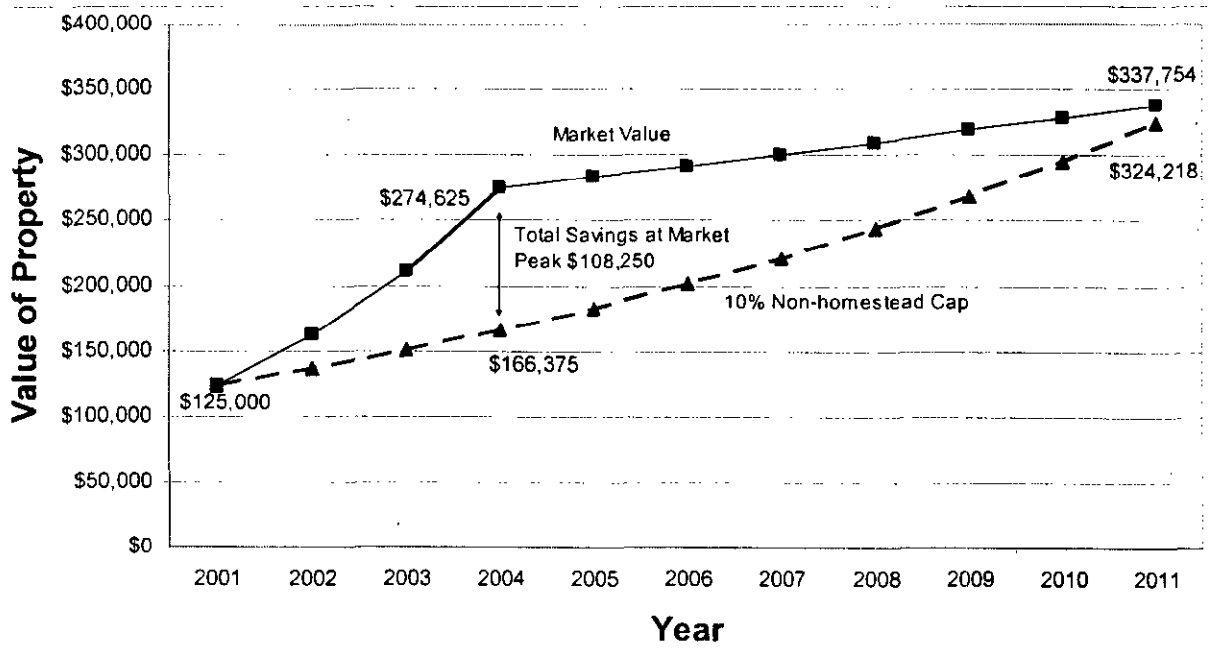
Non-Homestead Assessment Caps

County staff is participating in the FAC property tax technical subcommittee. This subcommittee is under the direction of a 16 member group of county commissioners from across the state. This

commissioner lead committee was appointed in November 2005 to consider solutions to property tax structure that would not have a substantial impact to county tax bases. On December 1, 2006, FAC tentatively adopted several property tax proposals during its annual legislative conference to give counties additional time to study the impact of these proposals. One of these proposals includes establishing an annual assessment limitation of 10% for non-homestead property with a revaluation upon change of ownership, similar to the SOH cap but at a higher cap.

Graph #2 illustrates a property value increase of 30% annually from 2001 to 2004, and a 3% increase each year beyond 2004 to show the effectiveness of this proposal. Under the current property tax structure, the non-homestead owner would be assessed at market value as the market sharply increases 30% each year. The 10% assessment cap protects non-homestead properties from these unforeseeable market conditions, as does SOH for homestead owners, but this proposal provides a reasonable assessment cap to allow the taxable value to catch up to the market value over time.

Graph #2: 10% Non-Homestead Assessment Cap



At the peak of the market boom in 2004, the market value of the property in Graph #2 is $274,625 and the taxable value is $166,375, a difference of $108,250. Once the market boom is over and the property values increase 3% annually, the taxable value continues to increase by 10% each year and nearly catches up to the market value by 2011. Should a change of ownership occur, the taxable value would immediately return back to the market value at anytime.

This proposal provides certainty to businesses and other non-homestead property owners because it restricts the assessment increases each year. In Leon County, the taxable value of non-homestead property rose 43.3% from 2004 to 2006. Assuming a constant millage rate during this period, non-homestead property owners would have been burdened with the entire 43.3% increase on their tax bills. However, the Board lowered the County's millage rate for FY 2007 by 0.55 mills to 7.99 mills, reducing the burden on businesses and other non-homestead property owners.

Fiscal Impact:
The impact of the proposed 10% cap effects multiple years. As reflected in graph #2, the cap in one year will most likely be brought back onto the roles of subsequent years. As a result, although there may be reduced revenue in a given year, the overall impact over several years could be minimal.

Recommendation:
Staff recommends that the Board support FAC in establishing a 10% annual assessment caps on non-homestead property.

$25,000 Exemption for Businesses on the Tangible Personal Property Tax:
Florida's state, local, and business tax burden is well below the U.S. average. At the Governor's Property Tax Reform Committee on September 20, 2006, tax research institutes presented their findings on competitiveness of Florida's tax system for businesses. These research institutes included *Florida TaxWatch* and *The Tax Foundation*. According to *Florida TaxWatch*, Florida ranked 32nd in state and local taxes per capita and 44th as a percent of personal income in 2003 (Attachment #6).

In 2005, Florida's state and local taxes on businesses ranked 15th in the nation yet the Tax Foundation's State Business Tax Climate Index ranks Florida as the fourth best tax climate in the country for taxes. *The Tax Foundation* used several economic indicators to calculate the "State Business Tax Climate Index," including major business taxes, income taxes, sales and gross receipts, unemployment insurance taxes, and property taxes. Florida ranked as the 4th best tax climate in the country among businesses (Attachment #7). Factors that contribute to an attractive business climate in Florida include:

- No personal income tax
- Relatively low unemployment insurance tax rates and a simple tax base
- Lower than average levels of property taxation

In order to enhance Florida's attractive business climate, FAC is proposing a $25,000 tangible personal property (TPP) tax exemption. The TPP tax is defined by the Florida Statutes as all goods, belongings, and other articles of value capable of manual possession and whose chief value is essential to the article itself. It is any item, other than real estate, which is used in business. For example, the TPP tax is levied on furniture, fixtures, machinery, equipment, tools, signs, leasehold improvements, household appliances, supplies, leased equipment, and any other assets used by the

business. It does not include inventory, household goods, or vehicular items. Anyone owning TPP on January 1, who has a proprietorship, partnership, corporation, is a self-employed agent or a contractor, must file a TPP return to the Property Appraiser by April of each year. Property owners who lease, lend, or rent property must also file a TPP tax form.

A $25,000 exemption on TPP will directly provide tax relief to business owners, especially small business owners. The exemption is also expected reduce compliance costs, particularly for small businesses, and potentially reduce administrative costs for county property appraisers.

Fiscal Impact:
In Leon County the 2006 total taxable value of TPP is $1,058,331,637. Based on a statistical analysis by FAC, a $25,000 exemption would result in a reduction of $129,234,780 TPP taxable value, or approximately 12% of the TPP tax base in Leon County (Attachment #8). FAC estimates that 7,828 filers in Leon County would not have to file for this tax if the exemption was implemented. A TPP exemption of $25,000 would result in a revenue loss of $1.03 million to Leon County.

Recommendation:
Staff recommends that Board support FAC in establishing a $25,000 exemption for businesses on the tangible personal property tax.

Relief to Affordable Rental Housing:
During the September 12, 2006 budget hearing, non-homestead property owners addressed the Board regarding the tax burden generated by increasing market values. A concerned citizen stated that he no longer feels like a landlord, but rather a "tax collector." The market value of the concerned citizen's non-homestead property had rapidly increased over the past few years, forcing him to pass on the tax increases to his renters.

In order to provide relief to the owners of affordable rental housing, FAC proposes that the actual rental income be assessed rather than the market rental income. The proposal would authorize property appraisers to use the actual rental income for those affordable housing rental properties that certify they meet the Department of Housing and Urban Development's (HUD) fair rent standards or charge rent below fair rent standards. An agreement would have to be executed stating that the property would continue to charge rents below the HUD fair rent standards over a given period of time.

The fair market value is set by HUD in order to ensure that there is a sufficient supply of rental housing available to those individuals that are eligible and participate in HUD's housing assistance program. Fair market rent, as determined by HUD, is the gross rent estimates. It includes the shelter rent plus the cost of all utilities, with the exception of telephones. Table #2 shows Leon County's 2006 fair market rent values.

Table #2: Leon County 2006 Fair Market Rental Values

Studio	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
$521	$579	$715	$954	$982

This proposal recognizes that affordable housing rental properties charge rents below market rental value. The market rent results in higher valuations reducing or eliminating the affordability of the rental housing. In addition, the proposal attempts to provide equity in the property tax system in regards to assessing the actual rental income of affordable rental properties.

Fiscal Impact:
Currently, a large number of Leon County affordable rental properties receive exemptions which reduce their property taxes. Therefore, the impact of this proposal would be minimal.

Recommendation:
Staff recommends that the Board support FAC in establishing property tax relief for affordable rental housing.

$25,000 Additional Homestead Exemption:
Governor-elect Charlie Crist supports doubling the $25,000 homestead exemption to $50,000 plus CPI. Any changes to the homestead exemption would require voter approval of a constitutional amendment during a statewide election. Governor-elect Crist supports giving counties the option of adopting this proposed exemption.

In 2004, there was an attempt to place a constitutional amendment on the ballot to double the homestead exemption but the Florida Supreme Court struck down the amendment language. Earlier that year, the Board approved a resolution opposing the attempt to place a constitutional amendment on the ballot to double the homestead exemption (Attachment #9). The Board also allocated $14,996 to FAC to conduct a public education campaign on the fiscal impact of doubling the homestead.

During the 2006 legislative session, there were two proposals for doubling the homestead exemption. The first proposal would double the homestead exemption over five years, or $5,000 per year. The second proposal would double the homestead exemption over ten years, or $2,500 per year. Past constitutional and legislative attempts to double the homestead exemption have not been successful, yet remain popular.

The doubling of the homestead exemption provides an additional benefit to one group of property owners who currently receive the greatest property tax relief. An increase of the homestead exemption does not address the inequities that exist among homestead owners and the inequities between homestead and non-homestead property owners, which include businesses, renters, and part-time residents.

Fiscal Impact:
A doubling of the homestead exemption would have a significant fiscal impact on the County. For instance, if Leon County increased the homestead exemption to $50,000 in FY07 the revenue loss would be $10.9 million.

Recommendation:
Staff recommends that the Board oppose the $25,000 additional homestead exemption due to its significant negative fiscal impact and its failure to address the inequities of the property tax system.

Local Government Expenditure Caps:
Local government expenditure caps are a direct challenge to the fiscal autonomy and home rule authority of charter counties. Charter governments were authorized in Florida's 1968 constitutional revision to resolve local problems without state intervention. Local government charters are approved by the electorate and confer the powers, duties, and privileges of the governing body. Expenditure caps preempt those powers by preventing local governments from exceeding the cap. Home rule power is conferred to counties by the Florida Constitution with the notion that government closest to the people is the appropriate authority to serve the needs and requirements of the community.

During the 2006 legislative session, a bill was filed to create local government expenditure caps in the Florida Constitution and authorize the Legislature to make adjustments to the caps through Florida Statutes. The expenditure cap would have penalized local governments that levy a millage rate in excess of the rolled back rate, plus the CPI, plus 3%. The rolled back rate is the millage rate that provides the same property tax revenue as the previous year, minus the cost of new construction. Under this proposed legislation, a supermajority vote of the Board would be needed to exceed the expenditure cap but the County would lose its right to the half cent sales tax revenue sharing, estimated at $11.6 million in FY07.

After years of significant cost shifts from the State to local governments, the Legislature considered imposing these caps with little recognition of the fiscal challenges endured by local governments. Over the past five years, the Legislature has shifted the following costs to county governments:

- The juvenile predisposition detention costs to counties
- Eliminated recycling grants for counties with a population over 75,000
- Increased the required county contribution to the Medicaid hospital inpatient fund
- Eliminated the Article V Trust Fund

The costs for local government services, including public safety and infrastructure, have had double digit cost increases over the past five years. Since 2000, energy prices have increased by 60%, road construction is up 31%, and construction materials have increase by 16% since 2003 (Attachment #10). County governments have been forced to fund these state cost shifts while the cost of providing services at the local level continues to increase. For instance, in Leon County property taxes

supported 37% of the budget in FY97 versus 53% of the budget in FY07.

Recommendation:
Staff recommends that the Board oppose expenditure caps in order to maintain the integrity of county home rule authority to implement community based solutions to local problems.

Conclusion:
Only a few Florida counties have taken a formal position on property tax reform at this time. Palm Beach County supports unlimited statewide portability on homestead properties and limited portability for non-homestead properties but opposes an additional $25,000 homestead exemption. Similar to FAC's 10% assessment limitation on non-homestead properties, Palm Beach County supports non-homestead assessment caps between 7% and 10%.

Miami-Dade County adopted a resolution supporting an alternative assessment approach for multifamily affordable housing properties, similar to FAC's affordable housing proposal detailed herein. Miami-Dade County also adopted a resolution supporting SOH portability for "empty nesters." This proposal would allow senior citizens, 55 years of age and older, to transfer their SOH savings to smaller and less expensive homes.

Broward County voters are clearly in support of unlimited SOH portability within the county. During the 2006 general election, 77.6% of Broward County voters approved a non-binding ballot initiative supporting unlimited portability within the county.

Several of the fiscally constrained counties, including Gadsden County, have expressed the need to protect their tax base from any additional exemptions as they are at the constitutional maximum ten mills.

Unlike the counties mentioned above, staff recommends that the Board take a holistic approach to reforming Florida's property tax structure by approving all of staff's recommendations and FAC's proposals. These recommendations do not resolve the inherit flaws in the current property tax structure. However, each of the recommended proposals offer targeted tax relief to property owners to lessen the taxing inequities in the current property tax structure, while maintaining the home rule autonomy of Florida counties. As analyzed throughout this workshop, staff's recommendations are summarized below:

Recommendations:

- *Staff recommends that the Board support the local option of limited portability of Save Our Homes within county boundaries and county to county reciprocity. Staff recommends that the Board not support any form of statewide portability of the SOH assessment caps.*

- *Staff recommends that the Board not support any form of statewide portability of the SOH assessment caps. Staff recommends that the Board not support the citizen initiative to allow for the transfer the Save Our Homes cap on taxable home value, up to $400,000, statewide.*

- *Staff recommends that the Board support FAC in establishing a 10% annual assessment caps on non-homestead property.*

- *Staff recommends that Board support FAC in establishing a $25,000 exemption for businesses on the tangible personal property tax.*

- *Staff recommends that the Board support FAC in establishing property tax relief for affordable rental housing.*

- *Staff recommends that the Board oppose expenditure caps in order to maintain the integrity of county home rule authority to implement community based solutions to local problems.*

Options:

1. Accept all of staff's recommendations, all of the Florida Association of Counties property tax reform proposals, and direct the County Administrator to provide the Governor's Property Tax Reform Committee and Florida legislative leaders with the Board's recommendations on property tax reform.
2. Do not accept any of staff's recommendations or any of the Florida Association of Counties' proposals on Florida property tax reform.
3. Board Direction.

Recommendation:

Option #1

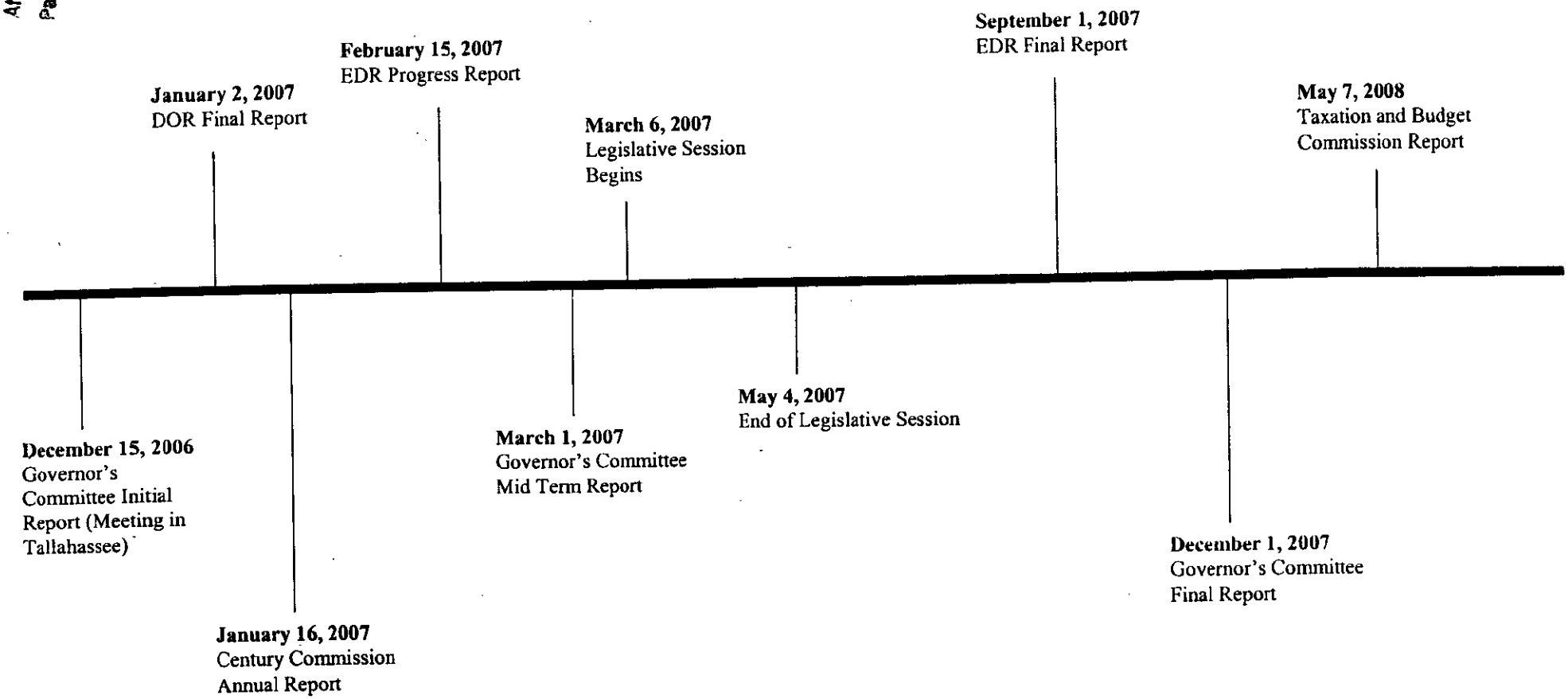
Attachments:

1. Key Stakeholders' Property Tax Reform Timeline
2. The Florida Department of Revenue's Draft Report on Florida's Property Tax Structure
3. The Florida Association of Counties' Property Tax Policy Positions, as adopted at the 2007 Legislative Conference
4. Florida Property Tax Exemption
5. *Florida Association of Realtors'* Sales Report: September 2006
6. *Florida TaxWatch*: State and Local Taxes Per Capita, FY 2003, State and Local Taxes as Percent of Personal Income, FY 2003
7. *The Tax Foundation*: State's Business tax Climate Index

8. The Florida Association of Counties Analysis on the Impact of the $25,000 Tangible Personal Property Exemption by county
9. Board Resolution No. R04-20 opposing an additional $25,000 homestead exemption to be placed on the 2004 general election ballot
10. Florida Association of Counties: County Fiscal Challenges in Recent Years

Attachment # ___ Page ___ of ___

Key Stakeholders' Property Tax Reform Timeline



Florida's Property Tax Structure: An Analysis of Save Our Homes and Truth in Millage Pursuant to Chapter 2006-311, L.O.F.

DRAFT

Florida Department of Revenue
November 15, 2006

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I. Introduction

Florida's property tax structure is notable for a number of reasons. Florida has a strong market value standard. The constitution requires that all property be assessed at "just" value. This has been interpreted by the courts to mean "fair market" value, or "the amount a purchaser willing but not obliged to buy, would pay to one willing but not obliged to sell." Adherence to this standard provides uniformity of assessments among taxpayers, uniformity across counties with regard to the value of exemptions, millage caps, and multi-county millage levies, and uniformity of public school funding millage levy requirements. Florida's constitution provides strict limits on the millage rates which local governments can levy. A maximum of 10 mills each can be levied for county purposes, school purposes and municipal purposes. In addition, there are constitutional limits on water management district levies and a requirement that special district levies be authorized by law and approved by the voters.

Florida's constitution, through the homestead exemption and the Save Our Homes assessment growth limitation, provides a large tax preference for owners of homestead property. In 2006, the value of these preferences equaled 31% of the total taxable value in the state. Florida, through the Truth In Millage (TRIM) process, provides extensive information to taxpayers on assessments and local government millage levy decisions. This includes newspaper ads and personal notices of assessment, with emphasis on separating the roles played by assessment increases and local government millage decisions in the final tax bill. Included is information on what taxes would be in the absence of budget changes from the previous year and the time and location of public hearings on proposed budgets and taxes.

This report has been prepared by the Department of Revenue in response to subsection (1) of section 3 of chapter 2006-311, Laws of Florida. The Legislature directed the Department of Revenue to conduct a study of Florida's property tax structure, specifically addressing the last two of the features noted above: the preferences provided to homestead property owners through the homestead exemption and the Save Our Homes assessment growth limitation and millages adopted by local governments through the TRIM process. The law requires that the Department's study include an analysis of the following:

- The effects of the Save Our Homes assessment growth limitation on the distribution of property taxes among and between homestead properties and other types of property;
- The effect of Save Our Homes on affordable housing as evidenced by the differential tax burden of first-time and long-term homestead property owners and on non-homestead residential property owners;
- The impact of Save Our Homes on each county;
- The effects of Save Our Homes on the distribution of school property taxes;
- The fiscal impacts of allowing the assessments under Save Our Homes to be transferred to newly acquired homes; and
- The millage rates adopted by local governments compared to the rolled-back rate as advertised in the TRIM notices.

The Department is required to prepare a draft of this study by November 15, 2006 and conclude the study by January 2, 2007.

Homestead Exemption: The homestead exemption was adopted in Florida pursuant to a 1934 constitutional amendment, first taking effect in 1935. The exemption is available to every person having legal or equitable title to real estate and maintaining thereon the permanent residence of the owner, or another legally or naturally dependent on the owner. Subsection 196.012(18), F.S., defines "permanent residence" as "the place where a person has his or her true, fixed, and permanent home and principal establishment to which, whenever absent, he or she has the intention of returning. A person may have only one permanent residence at a time..." The original homestead exemption amount was $5,000. This remained in place until 1980 when voters approved a constitutional amendment raising the homestead exemption to $25,000 for school property tax levies. That same year, voters approved a second amendment raising the homestead exemption for all other property tax levies to $15,000 in 1980, $20,000 in 1981, and $25,000 in 1982 and thereafter. Since 1982, the homestead exemption amount has been $25,000 for all property tax levies.

Save Our Homes: The Save Our Homes (SOH) assessment growth limitation was adopted pursuant to a citizen's petition constitutional amendment approved by the voters in 1992. The assessment growth limitation first affected valuations on the 1995 tax roll. The Save Our Homes provisions apply only to homestead property. Under the amendment, the growth in the assessed value of homestead property cannot exceed the lower of 3% or the percentage change in the Consumer Price Index, with assessments never being able to exceed just value. Following are the homestead assessment growth percentage limits since 1995:

1995	2.7%
1996	2.5%
1997	3.0%
1998	1.7%
1999	1.6%
2000	2.7%
2001	3.0%
2002	1.6%
2003	2.4%
2004	1.9%
2005	3.0%
2006	3.0%

After any change in ownership, as provided by general law, homestead property must be assessed at just value as of January 1 of the following year. New homestead property must be assessed at just value as of January 1 of the year following establishment of the homestead, with the assessment growth limitation applying thereafter. There is no provision currently in the constitution that would allow the owner of a homestead to

apply an existing SOH assessment differential to a newly purchased homestead. The SOH provision protects a homesteaded property's taxable value from increasing in years with substantial increases in just value. However, in years where a homestead's just value is decreasing, or increasing at the rate less than allowed under the amendment, taxable value of a homesteaded property will increase by the lower of the change in CPI or 3%, as long as the resulting assessed value does not exceed just value.

Truth In Millage (TRIM): The Truth in Millage law was enacted in 1980, in large part as a response to taxpayer anger over rapidly increasing property values and taxes. The central concept of the law is to provide taxpayers with the information to distinguish between the impact on their tax bill from increases in value as assessed by the property appraiser and increases in taxes due to increased budgets on the part of the taxing authorities. A personal notice is sent to each taxpayer prior to taxing authorities' preliminary budget hearings notifying the taxpayer of his or her assessment, previous year's taxes, current year proposed taxes, and taxes if the taxing authority did not increase its budget from the previous year. Taxes in the absence of a budget increase are calculated by multiplying the taxing authority's new taxable value by the "rolled-back" millage rate. This rate is calculated as the millage that would raise the same tax dollars that were levied in the previous year if levied against the current year's tax roll minus the value of new construction.

The difference between the proposed taxes and the "rolled-back" rate taxes is deemed to be the impact on the tax bill from a local government's tax and budget decision. Any difference between the prior year's taxes and the "rolled-back" rate taxes would be the effect of assessment changes. The time and place of the local government preliminary hearing is included on the notice. The TRIM law also provides for a newspaper notice containing similar information for the taxing authority as a whole to be published prior to the taxing authority's final tax and budget hearing.

Florida Tax Roll Overview: Table 1 presents historical tax roll information from 1974 to 2006 along with historical population and personal income growth rates. In looking at the growth in just and taxable value in columns (2) and (4), two distinct periods of rapid growth can be seen - the first in the early 1980's and the second during the last 6 years with growth rates in excess of 10%. The first of these growth periods was caused in part by rapid double-digit inflation and in part by the state's efforts to raise the overall level of assessment. It is interesting to note that during a slightly longer period covering these years, property values did not grow appreciably faster than Florida personal income, a general measure of Florida economic activity. As indicated by the indexes in columns (11) and (12), between 1974 and 1985 taxable value increased by 264.3% while Florida personal income increased by 262.9%. Even as late as 2002, these 1974-based indexes were approximately equal. The last few years, however, show a substantially different pattern. Since 2002, taxable value has increased 86.3% while Florida personal income has increased 24.7%.

The tremendous impact of the Save Our Homes assessment growth limitation can also be seen in Table 1. Since 1995, the average annual growth rate of the assessment

Table 1
Florida Tax Roll and Economic Data
1974 - 2006

	Just Value (1)	% Increase (2)	Taxable Value (3)	% Increase (4)	County Homestead Exempt Value (5)	% Increase (6)	SOH Differential (7)	% Increase (8)	Florida Pers. Inc. Growth (9)	Florida Population Growth (10)	Index Taxable Value (11)	Index Personal Income (12)
1974	117,373,309,224	31.4%	81,262,609,759	34.0%	8,228,317,453	6.1%			15.1%	5.1%	100	100
1975	129,175,089,981	10.1%	90,123,837,311	10.9%	8,405,756,906	2.2%			9.2%	2.0%	110.9	109.2
1976	139,628,876,146	8.1%	98,472,436,732	9.3%	8,787,221,476	4.5%			9.3%	1.5%	121.2	119.4
1977	152,891,389,230	9.5%	107,774,941,095	9.4%	9,106,817,155	3.6%			10.0%	2.0%	132.6	131.3
1978	167,404,317,177	9.5%	117,654,233,056	9.2%	9,495,903,442	4.3%			15.0%	2.7%	144.8	151.0
1979	180,018,828,016	7.6%	127,558,180,383	8.4%	9,943,877,769	4.7%			16.2%	3.0%	157.0	173.0 A
1980	235,905,759,468	31.0%	148,001,921,409	16.0%	121,580,217,708	117.0%			17.1%	3.2%	182.1	203.7 B,C
1981	292,469,861,280	24.1%	193,294,996,578	30.6%	134,333,670,843	59.1%			17.8%	4.0%	237.0	239.9 D
1982	327,503,728,683	10.3%	226,613,433,780	17.2%	143,701,742,060	27.3%			11.7%	2.9%	278.0	268.0 E,F
1983	355,897,653,821	10.3%	243,493,977,991	7.4%	53,864,741,287	23.3%			8.6%	2.4%	299.6	291.1
1984	384,542,727,946	8.0%	266,127,205,941	9.3%	56,580,372,052	5.0%			11.2%	2.8%	327.5	323.7
1985	423,199,439,322	10.1%	296,038,391,464	11.2%	58,992,957,399	4.3%			12.1%	3.1%	364.3	362.9
1986	458,163,772,132	8.3%	322,911,815,982	9.1%	61,136,484,851	3.6%			8.2%	2.9%	397.4	392.6
1987	496,517,969,166	8.4%	352,410,756,034	9.1%	63,951,767,590	4.6%			7.3%	3.0%	433.7	421.3
1988	530,330,145,901	6.8%	378,120,253,152	7.3%	66,779,313,506	4.4%			9.9%	2.7%	465.3	463.0
1989	575,980,050,062	8.6%	413,319,481,553	9.3%	69,466,443,886	4.0%			11.1%	2.6%	508.6	514.4
1990	623,569,373,132	8.3%	449,090,832,444	8.7%	72,115,258,451	3.8%			8.5%	2.3%	552.6	558.1
1991	658,081,972,032	5.5%	475,097,131,780	5.8%	74,544,333,627	3.4%			5.4%	2.5%	584.6	588.2
1992	670,460,597,822	1.9%	479,972,405,943	1.0%	76,598,105,907	2.8%			3.8%	1.8%	590.6	610.6
1993	684,578,852,850	2.1%	488,623,956,960	1.8%	78,174,175,087	2.1%			6.4%	1.7%	601.3	649.7
1994	719,984,816,338	5.2%	511,827,537,933	4.7%	80,507,731,939	3.0%			4.0%	2.3%	629.8	675.7
1995	752,009,925,715	4.4%	535,608,626,220	4.6%	82,954,822,849	3.0%	3,506,404,838		5.4%	2.1%	659.1	726.7 G
1996	780,513,459,583	3.8%	559,202,016,807	4.4%	85,247,004,006	2.8%	5,942,848,108	69.5%	5.9%	2.0%	688.1	768.5
1997	824,068,916,552	5.6%	592,850,840,886	6.0%	87,489,801,506	2.6%	9,057,852,107	52.4%	6.4%	2.2%	729.5	817.7
1998	874,469,466,195	6.1%	630,754,819,381	6.4%	89,472,128,504	2.3%	14,131,913,869	56.0%	6.9%	2.0%	776.2	874.1
1999	934,442,402,587	6.9%	675,635,625,204	7.1%	91,861,162,486	2.7%	20,753,804,977	46.8%	5.0%	2.3%	831.4	935.3 H
2000	1,001,262,266,191	7.2%	729,705,531,194	8.0%	94,298,192,313	2.7%	27,815,434,639	34.0%	6.4%	2.6%	898.0	995.1
2001	1,107,670,867,946	10.6%	804,905,843,592	10.3%	96,835,098,783	2.7%	47,678,672,028	71.4%	6.7%	2.2%	990.5	1061.8
2002	1,232,792,158,331	11.3%	885,107,267,260	10.0%	99,511,935,935	2.8%	80,364,008,731	68.6%	3.6%	2.1%	1089.2	1100.0
2003	1,383,502,052,956	12.2%	985,299,937,144	11.3%	102,017,240,581	2.5%	117,909,700,853	46.7%	3.2%	2.4%	1212.5	1134.9
2004	1,577,207,641,539	14.0%	1,110,743,583,523	12.7%	104,574,484,137	2.5%	165,144,250,184	40.1%	5.0%	2.6%	1366.9	1191.6
2005	1,901,925,889,573	20.6%	1,315,193,484,802	18.4%	106,779,870,942	2.1%	246,314,750,296	49.2%	8.7%	2.3%	1618.4	1295.3
2006	2,440,954,132,063	28.3%	1,648,658,586,195	25.4%	108,514,244,974	1.6%	404,380,037,405	64.2%	5.9%	2.3%	2028.8	1371.7

A 1979 - Legislature reduced school required local effort to provide tax relief and to rebalance state and local funding shares.

B 1980 - TRIM legislation enacted. Homestead exemption for school taxes raised from $5,000 to $25,000. Homestead exemption for non-school taxes raised from $5,000 to $15,000.

C 1980 - Legislature imposed 8% cap on city, county and special district property tax increases. May be overridden by majority plus one vote of governing body.

D 1981 - Homestead exemption for non-school taxes raised from $15,000 to $20,000.

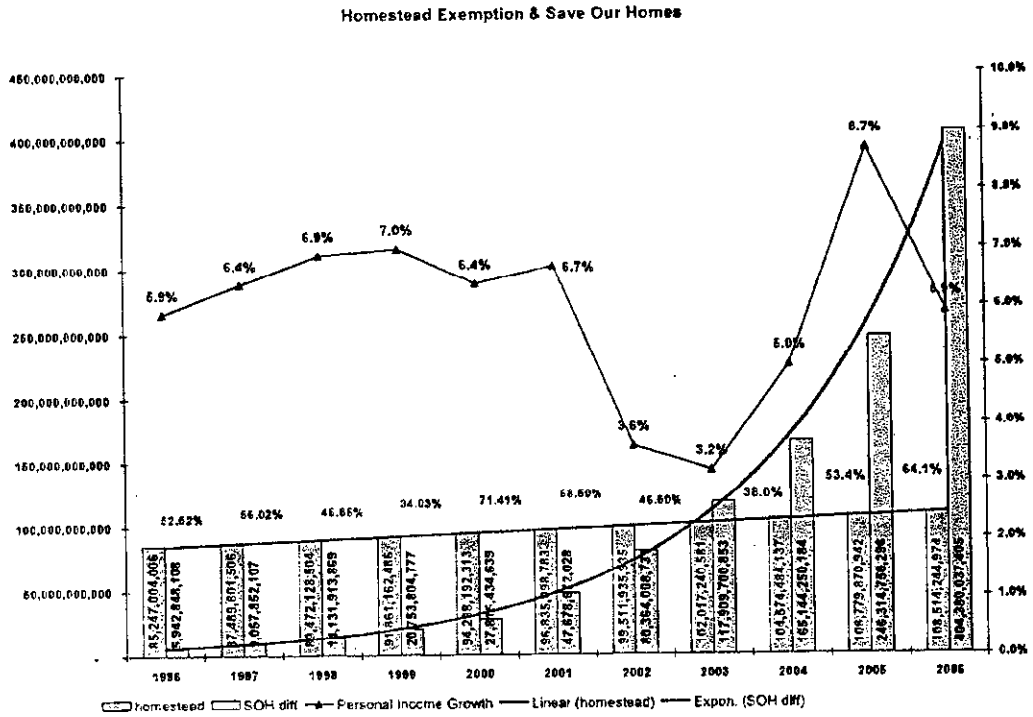
E 1982 - Legislature imposed cap on city and county millages due to increased sales tax revenue sharing. Cap, generally, equal to the rolled back rate minus dollars equal to expected revenue from sales tax.

F 1982 and thereafter - Homestead exemption for non-school taxes raised from $20,000 to $25,000

G 1995 - Save Our Homes citizens constitutional amendment adopted in 1992 first impacts the tax roll.

H 1999 - Legislature adopts .42 mill reduction in the school required local effort to provide tax relief.

differential has been 54.4% while the average increase in homestead exempt value has been just 2.5%. Chart 1 graphically displays this difference in growth rates along with recent growth rates of Florida personal income. This exponential growth in the SOH differential is not expected to continue. As turnover of homestead property occurs, larger and larger differential amounts are converted to taxable value at the time of sale. Within the next several years, increases in taxable value from this turnover should begin to balance increases in the differential due to property value growth.



II. The Distribution of Property Taxes Across Property Types

Over the past 32 years, the central trend in the distribution of property tax burden in Florida has been a shift in the relative just value of non-residential property compared to residential property. In Table 2, residential property includes properties in the Department of Revenue classifications of single family, multi-family, mobile home, condominium, cooperative and retirement homes. Non-residential property includes all other property types, including vacant residential lots. As can be seen in columns (3) and (5), in 1974 non-residential property accounted for 61% of the total just value in the state while residential property accounted for 39%. By 2002, these proportions had reversed, and in 2006 non-residential property made up only one-third of the total just value in the state while residential property accounted for two-thirds. [1]

Table 2
Florida Just and Taxable Value - Residential and Non-Residential Propety
Percent of Total Just or Taxable Value
1974 - 2006

	Just Value									Taxable Value									
	All Property	Non-Residential		Residential						All Property	Non-Residential		Residential						
				All Residential		Homestead		Non-Homestead					All Residential		Homestead		Non-Homestead		
	Just Value $ bil	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV	Taxable Value $ bil	Taxable Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)
1974	117.4	71.7	61.1%	45.7	38.9%	na		na		81.3	44.5	54.8%	36.8	45.2%	na		na	
1975	129.2	76.4	59.1%	52.8	40.9%	na		na		90.1	47.5	52.7%	42.6	47.3%	na		na	
1976	139.6	79.7	57.1%	59.9	42.9%	na		na		98.5	50.0	50.8%	48.5	49.2%	na		na	
1977	152.9	87.3	57.1%	65.6	42.9%	na		na		107.8	54.2	50.3%	53.6	49.7%	na		na	
1978	167.4	95.4	57.0%	72.0	43.0%	na		na		117.7	58.5	49.7%	59.2	50.3%	na		na	
1979	180.1	101.7	56.5%	78.4	43.5%	na		na		127.6	62.6	49.0%	65.0	51.0%	na		na	
1980	235.9	125.8	53.3%	110.1	46.7%	na		na		148.0	63.8	43.1%	84.2	56.9%	na		na	
1981	292.7	147.7	50.5%	145.0	49.5%	na		na		193.3	85.6	44.3%	107.7	55.7%	na		na	
1982	322.8	152.7	47.3%	170.1	52.7%	na		na		226.6	103.2	45.5%	123.4	54.5%	na		na	
1983	355.9	171.8	48.3%	184.1	51.7%	na		na		243.5	114.7	47.1%	128.8	52.9%	na		na	
1984	384.5	186.8	48.6%	197.8	51.4%	na		na		266.1	126.0	47.4%	140.1	52.6%	na		na	
1985	423.2	206.5	48.8%	216.7	51.2%	na		na		296.0	139.6	47.2%	156.4	52.8%	na		na	
1986	458.2	226.2	49.4%	231.9	50.6%	na		na		322.9	153.4	47.5%	169.5	52.5%	na		na	
1987	496.5	247.0	49.8%	249.5	50.2%	146.9	29.6%	102.6	20.7%	352.4	168.2	47.7%	184.2	52.3%	88.5	25.1%	95.7	27.2%
1988	530.3	263.5	49.7%	266.9	50.3%	168.5	31.8%	98.3	18.5%	378.1	179.5	47.5%	198.6	52.5%	97.9	25.9%	100.7	26.6%
1989	576.0	285.8	49.6%	290.2	50.4%	179.3	31.1%	110.9	19.3%	413.3	194.3	47.0%	219.0	53.0%	110.7	26.8%	108.3	26.2%
1990	623.6	307.1	49.2%	316.5	50.8%	196.0	31.4%	120.5	19.3%	449.1	206.7	46.0%	242.4	54.0%	124.8	27.8%	117.5	26.2%
1991	658.1	320.4	48.7%	337.7	51.3%	211.2	32.1%	126.5	19.2%	475.1	214.2	45.1%	260.9	54.9%	137.5	28.9%	123.5	26.0%
1992	670.5	323.8	48.3%	346.7	51.7%	218.2	32.5%	128.5	19.2%	480.0	212.2	44.2%	267.7	55.8%	142.4	29.7%	125.3	26.1%
1993	684.6	327.3	47.8%	357.3	52.2%	226.7	33.1%	130.6	19.1%	488.6	212.0	43.4%	276.7	56.6%	149.2	30.5%	127.5	26.1%
1994	720.0	340.7	47.3%	379.3	52.7%	241.7	33.6%	137.6	19.1%	511.8	215.8	42.2%	296.1	57.8%	161.9	31.6%	134.2	26.2%
1995	752.0	350.1	46.6%	401.9	53.4%	260.6	34.6%	141.4	18.8%	535.6	222.9	41.6%	312.7	58.4%	174.7	32.6%	138.0	25.8%
1996	780.5	356.7	45.7%	423.8	54.3%	276.8	35.5%	147.0	18.8%	559.2	228.6	40.9%	330.6	59.1%	186.2	33.3%	144.4	25.8%
1997	824.1	370.2	44.9%	453.8	55.1%	296.5	36.0%	157.3	19.1%	592.9	238.7	40.3%	354.2	59.7%	200.5	33.8%	153.7	25.9%
1998	874.5	388.6	44.4%	485.8	55.6%	316.1	36.1%	169.7	19.4%	630.8	251.9	39.9%	378.9	60.1%	213.5	33.8%	165.4	26.2%
1999	934.4	409.8	43.9%	524.6	56.1%	341.4	36.5%	183.2	19.6%	675.6	267.2	39.6%	408.4	60.4%	229.6	34.0%	178.8	26.5%
2000	1,001.3	427.1	42.7%	574.1	57.3%	371.7	37.1%	202.4	20.2%	729.7	282.7	38.7%	447.0	61.3%	249.2	34.1%	197.8	27.1%
2001	1,107.7	456.0	41.2%	651.6	58.8%	419.5	37.9%	232.1	21.0%	804.9	303.4	37.7%	501.5	62.3%	275.2	34.2%	226.3	28.1%
2002	1,232.8	481.4	39.0%	751.4	61.0%	485.7	39.4%	265.8	21.6%	885.1	319.7	36.1%	565.4	63.9%	303.9	34.3%	261.5	29.5%
2003	1,383.5	510.8	36.9%	872.7	63.1%	568.5	41.1%	304.2	22.0%	985.3	339.8	34.5%	645.5	65.5%	346.1	35.1%	299.4	30.4%
2004	1,577.2	557.9	35.4%	1,019.3	64.6%	664.6	42.1%	354.7	22.5%	1,110.7	370.3	33.3%	740.5	66.7%	392.1	35.3%	348.3	31.4%
2005	1,901.9	654.7	34.4%	1,247.2	65.6%	807.6	42.5%	439.6	23.1%	1,315.2	431.8	32.8%	883.4	67.2%	451.7	34.3%	431.7	32.8%
2006	2,441.0	802.9	32.9%	1,638.1	67.1%	1,045.8	42.8%	592.3	24.3%	1,648.7	535.8	32.5%	1,112.8	67.5%	529.9	32.1%	582.9	35.4%

Notes: Data on the value of homestead property unavailable before 1987.
Vacant residential land included as non-residential value.

Attachment # 2
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This trend is also evident, though less pronounced, with regard to taxable value. In 1974, non-residential property accounted for 55% of Florida taxable value and residential property accounted for 45% (Table 2, columns (12) and (14)). These 1974 proportions differ somewhat from the just value proportions. While the homestead exemption tended to reduce the proportion made up by residential property, this was more than counterbalanced by exemptions and classified use assessments within the non-residential category. These exemptions include government property and a large portion of institutional property (e.g., churches, hospitals, private schools, etc.), in addition to the assessment of agricultural property based on its use. The overall trend, however, is the same. Taxable value proportions in 2006 (coincidentally) equal the just value proportions of 33% non-residential and 67% residential.

Data on the value of homestead property has been available only since 1987. In that year, homestead property made up 30% of the total just value in the state while non-homestead residential property made up 20% (Table 2, columns (7) and (9)). The total just value of homestead property has grown somewhat faster than non-homestead residential property, with homestead property making up 43% of the total just value of property in 2006 and non-homestead residential property making up 24%.

On the taxable value side, homestead property as a proportion of total taxable value grew from 25% in 1987 to 32% in 2006 (Table 2, column (16)). As a proportion of residential property taxable value, however, homestead property accounted for an identical 48.0% in both years (Table 5, column (9)). The equal residential value proportions in 1987 and 2006 hide the underlying trends in the intervening years. As can be seen in Table 5, columns (9) and (10), homestead taxable value as a percentage of residential value grew to a high of 57% in the late 1990s before beginning to decline due to the effects of the Save Our Homes amendment. It was not until 2005, however, that the SOH effects counterbalanced the effects of the long term shifts of value to residential property, and in particular homestead residential property, and resulted in a decline in homestead taxable value as a proportion of total taxable value: 35% in 2004 falling to 32% in 2006 (Table 2, column (16)).

Table 3 presents the same data as in Table 2 but shows annual percentage changes for each category of property. For both just and taxable value, as was reflected in the proportions of total presented in Table 2, residential property value grew faster than non-residential property value in almost every year. Also as stated above, since the data first became available in 1987, the growth of homestead just value was somewhat faster than growth of non-homestead residential value.

Prior to 1997, the taxable value of homestead property value grew more rapidly than non-homestead property value. This is in part due to the fact that because of the $25,000 homestead exemption, increases in the value of homestead property are added to a reduced taxable base and therefore grow at a higher percentage rate. Since 1997, however, in large part due to the effect of Save Our Homes, the taxable value of non-homestead residential property has grown more quickly than homestead taxable value.

Table 3
Florida Just and Taxable Value - Residential and Non-Residential Propety
Percent Changes
1974 - 2006

	Just Value										Taxable Value									
	All Property		Non-Residential		Residential						All Property		Non-Residential		Residential					
					All Residential		Homestead		Non-Homestead						All Residential		Homestead		Non-Homestead	
	Just Value $ bil	% Change	Just Value $ bil	% Change	Just Value $ bil	% Change	Just Value $ bil	% Change	Just Value $ bil	% Change	Taxable Value $ bil	% Change	Taxable Value $ bil	% Change	Tax. Value $ bil	% Change	Tax. Value $ bil	% Change	Tax. Value $ bil	% Change
1974	117.4	na	71.7	na	45.7	na	na		na		81.3	na	44.5	na	36.8	na	na		na	
1975	129.2	10.1%	76.4	6.5%	52.8	15.6%	na		na		90.1	10.9%	47.5	6.8%	42.6	15.9%	na		na	
1976	139.6	8.1%	79.7	4.4%	59.9	13.5%	na		na		98.5	9.3%	50.0	5.3%	48.5	13.7%	na		na	
1977	152.9	9.5%	87.3	9.5%	65.6	9.5%	na		na		107.8	9.4%	54.2	8.4%	53.6	10.5%	na		na	
1978	167.4	9.5%	95.4	9.3%	72.0	9.7%	na		na		117.7	9.2%	58.5	7.8%	59.2	10.5%	na		na	
1979	180.1	7.6%	101.7	6.6%	78.4	8.9%	na		na		127.6	8.4%	62.6	7.0%	65.0	9.8%	na		na	
1980	235.9	31.0%	125.8	23.7%	110.1	40.4%	na		na		148.0	16.0%	63.8	1.9%	84.2	29.6%	na		na	
1981	292.7	24.1%	147.7	17.4%	145.0	31.7%	na		na		193.3	30.6%	85.6	34.3%	107.7	27.8%	na		na	
1982	322.8	10.3%	152.7	3.4%	170.1	17.3%	na		na		226.6	17.2%	103.2	20.6%	123.4	14.6%	na		na	
1983	355.9	10.3%	171.8	12.5%	184.1	8.2%	na		na		243.5	7.4%	114.7	11.1%	128.8	4.4%	na		na	
1984	384.5	8.0%	186.8	8.7%	197.8	7.4%	na		na		266.1	9.3%	126.0	9.9%	140.1	8.8%	na		na	
1985	423.2	10.1%	206.5	10.6%	216.7	9.6%	na		na		296.0	11.2%	139.6	10.8%	156.4	11.7%	na		na	
1986	458.2	8.3%	226.2	9.6%	231.9	7.0%	na		na		322.9	9.1%	153.4	9.9%	169.5	8.3%	na		na	
1987	496.5	8.4%	247.0	9.2%	249.5	7.6%	146.9	na	102.6	na	352.4	9.1%	168.2	9.6%	184.2	8.7%	88.5	na	95.7	na
1988	530.3	6.8%	263.5	6.7%	266.9	7.0%	168.5	14.7%	98.3	-4.2%	378.1	7.3%	179.5	6.7%	198.6	7.8%	97.9	10.6%	100.7	5.3%
1989	576.0	8.6%	285.8	8.5%	290.2	8.7%	179.3	6.4%	110.9	12.8%	413.3	9.3%	194.3	8.2%	219.0	10.3%	110.7	13.1%	108.3	7.5%
1990	623.6	8.3%	307.1	7.5%	316.5	9.1%	196.0	9.3%	120.5	8.6%	449.1	8.7%	206.7	6.4%	242.4	10.7%	124.8	12.8%	117.5	8.5%
1991	658.1	5.5%	320.4	4.3%	337.7	6.7%	211.2	7.7%	126.5	5.1%	475.1	5.8%	214.2	3.6%	260.9	7.7%	137.5	10.1%	123.5	5.0%
1992	670.5	1.9%	323.8	1.1%	346.7	2.7%	218.2	3.3%	128.5	1.5%	480.0	1.0%	212.2	-0.9%	267.7	2.6%	142.4	3.6%	125.3	1.5%
1993	684.6	2.1%	327.3	1.1%	357.3	3.1%	226.7	3.9%	130.6	1.6%	488.6	1.8%	212.0	-0.1%	276.7	3.3%	149.2	4.8%	127.5	1.7%
1994	720.0	5.2%	340.7	4.1%	379.3	6.2%	241.7	6.6%	137.6	5.4%	511.8	4.7%	215.8	1.8%	296.1	7.0%	161.9	8.5%	134.2	5.3%
1995	752.0	4.4%	350.1	2.7%	401.9	6.0%	260.6	7.8%	141.4	2.7%	535.6	4.6%	222.9	3.3%	312.7	5.6%	174.7	7.9%	138.0	2.8%
1996	780.5	3.8%	356.7	1.9%	423.8	5.4%	276.8	6.2%	147.0	4.0%	559.2	4.4%	228.6	2.6%	330.6	5.7%	186.2	6.6%	144.4	4.6%
1997	824.1	5.6%	370.2	3.8%	453.8	7.1%	296.5	7.1%	157.3	7.0%	592.9	6.0%	238.7	4.4%	354.2	7.1%	200.5	7.7%	153.7	6.5%
1998	874.5	6.1%	388.6	5.0%	485.8	7.1%	316.1	6.6%	169.7	7.9%	630.8	6.4%	251.9	5.5%	378.9	7.0%	213.5	6.5%	165.4	7.6%
1999	934.4	6.9%	409.8	5.4%	524.6	8.0%	341.4	8.0%	183.2	7.9%	675.6	7.1%	267.2	6.1%	408.4	7.8%	229.6	7.6%	178.8	8.1%
2000	1,001.3	7.2%	427.1	4.2%	574.1	9.4%	371.7	8.9%	202.4	10.5%	729.7	8.0%	282.7	5.8%	447.0	9.5%	249.2	8.5%	197.8	10.6%
2001	1,107.7	10.6%	456.0	6.8%	651.6	13.5%	419.5	12.9%	232.1	14.7%	804.9	10.3%	303.4	7.3%	501.5	12.2%	275.2	10.4%	226.3	14.4%
2002	1,232.8	11.3%	481.4	5.6%	751.4	15.3%	485.7	15.8%	265.8	14.5%	885.1	10.0%	319.7	5.4%	565.4	12.7%	303.9	10.4%	261.5	15.6%
2003	1,383.5	12.2%	510.8	6.1%	872.7	16.1%	568.5	17.1%	304.2	14.5%	985.3	11.3%	339.8	6.3%	645.5	14.2%	346.1	13.9%	299.4	14.5%
2004	1,577.2	14.0%	557.9	9.2%	1,019.3	16.8%	664.6	16.9%	354.7	16.6%	1,110.7	12.7%	370.3	9.0%	740.5	14.7%	392.1	13.3%	348.3	16.3%
2005	1,901.9	20.6%	654.7	17.4%	1,247.2	22.4%	807.6	21.5%	439.6	23.9%	1,315.2	18.4%	431.8	16.6%	883.4	19.3%	451.7	15.2%	431.7	23.9%
2006	2,441.0	28.3%	802.9	22.6%	1,638.1	31.3%	1,045.8	29.5%	592.3	34.7%	1,648.7	25.4%	535.8	24.1%	1,112.8	26.0%	529.9	17.3%	582.9	35.0%

Notes: Data on the value of homestead property unavailable before 1987.
Vacant residential land included as non-residential value.

The Impact of Save Our Homes: The Save Our Homes amendment has had a significant impact on the proportions of property taxes paid by residential and non-residential property owners and by homestead and non-homestead residential property owners. Table 4 shows recalculated taxable values in the absence of the Save Our Homes assessment differential. Table 5 presents a direct comparison of the proportions of property tax paid by residential and non-residential property owners with and without the Save Our Homes amendment. As would be expected in the absence of Save Our Homes, the trends toward increased proportions of residential property, particularly homestead property, extending back to at least 1974 would have continued. By 2006, residential property would have made up almost three-quarters (74%) of all taxable property in the state (Table 5, column (4)). Rather than the one-third of total taxable value that is represented by homestead property under current law, removing the Save Our Homes differential would increase the proportion of taxes paid by homestead property to a level approaching one-half (46%) (Table 5, columns (5) and (7)). Conversely, the proportion of property taxes paid by non-residential property would have declined further: 26% in 2006 rather than the 33% under current law (Table 5, columns (1) and (3)).

As can be seen from the tables, the interaction between the long term trend toward an increased proportion of residential property, especially homestead property, and the effects of the Save Our Homes amendment has been interesting. Chart 2 displays the relative percentage of taxable value of residential property, homestead property, non-homestead residential property and non-residential property. In each year, the sum of residential and non-residential property equals 100%. Likewise, in each year the sum of the bottom three lines -- homestead, non-homestead residential and non-residential property -- equals 100%. The proportion of taxable value of homestead property has remained surprisingly constant. In 1994, the year before Save Our Homes first impacted the tax roll, the proportion of the tax roll represented by homestead property was 32%. This proportion rose slightly to 35% in 2004 before declining again to 32% in 2006.

Chart 3 displays the tax roll proportions in the absence of Save Our Homes. The proportion of residential property, especially homestead property, would have increased significantly with homestead property representing 45.5% of the roll in 2006. Save Our Homes acted to counteract this rise, but only in 2005 and 2006 did the proportion of homestead property on the tax roll actually decline. While this decline is expected to continue, it will not necessarily do so permanently as the SOH differential becomes a more stable portion of just value.

The other side of the Save Our Homes effect can also be seen in the charts. The proportion of the taxable value of both non-residential and non-homestead residential property increased substantially as a result of the Save Our Homes amendment. Without Save Our Homes, the proportion of taxable value of non-residential and non-homestead residential property in 2006 would have been 26.1% and 28.4% respectively. With Save Our Homes, the proportion for non-residential is 32.5% and for non-homestead residential, 35.4%.

Table 4
Florida Taxable Value - Residential and Non-Residential Property
Without Save Our Homes
1987 - 2006

	All Property*	Non-Residential		Residential						Save Our Homes Differential	
				All Residential*		Homestead*		Non-Homestead			
	Taxable Value $ bil	Taxable Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tax. Value
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1987	352.4	168.2	47.7%	184.2	52.3%	88.5	25.1%	95.7	27.2%	na	
1988	378.1	179.5	47.5%	198.6	52.5%	97.9	25.9%	100.7	26.6%	na	
1989	413.3	194.3	47.0%	219.0	53.0%	110.7	26.8%	108.3	26.2%	na	
1990	449.1	206.7	46.0%	242.4	54.0%	124.8	27.8%	117.5	26.2%	na	
1991	475.1	214.2	45.1%	260.9	54.9%	137.5	28.9%	123.5	26.0%	na	
1992	480.0	212.2	44.2%	267.7	55.8%	142.4	29.7%	125.3	26.1%	na	
1993	488.6	212.0	43.4%	276.7	56.6%	149.2	30.5%	127.5	26.1%	na	
1994	511.8	215.8	42.2%	296.1	57.8%	161.9	31.6%	134.2	26.2%	na	
1995	539.1	222.9	41.3%	316.2	58.7%	178.2	33.1%	138.0	25.6%	3.5	0.7%
1996	565.1	228.6	40.5%	336.5	59.5%	192.1	34.0%	144.4	25.5%	5.9	1.1%
1997	601.9	238.7	39.7%	363.2	60.3%	209.5	34.8%	153.7	25.5%	9.1	1.5%
1998	644.9	251.9	39.1%	393.0	60.9%	227.6	35.3%	165.4	25.6%	14.1	2.2%
1999	696.4	267.2	38.4%	429.2	61.6%	250.4	36.0%	178.8	25.7%	20.8	3.1%
2000	757.5	282.7	37.3%	474.8	62.7%	277.0	36.6%	197.8	26.1%	27.8	3.8%
2001	852.6	303.4	35.6%	549.2	64.4%	322.9	37.9%	226.3	26.5%	47.7	5.9%
2002	965.5	319.7	33.1%	645.8	66.9%	384.3	39.8%	261.5	27.1%	80.4	9.1%
2003	1,103.2	339.8	30.8%	763.4	69.2%	464.0	42.1%	299.4	27.1%	117.9	12.0%
2004	1,275.9	370.3	29.0%	905.6	71.0%	557.3	43.7%	348.3	27.3%	165.1	14.9%
2005	1,561.5	431.8	27.7%	1,129.7	72.3%	698.0	44.7%	431.7	27.6%	246.3	18.7%
2006	2,053.0	535.8	26.1%	1,517.2	73.9%	934.3	45.5%	582.9	28.4%	404.4	24.5%

* Save Our Homes differential added back into these values.

Table 5
Proportionate Tax Burden - Residential and Non-Residential Property
Current Law and Without Save Our Homes - Percent of Total Taxable Value
1987 - 2006

	All Property				Residential Property as % of All Property				Homestead as a % of Residential Property			
	Current Law		Without SOH		Current Law		Without SOH		Current Law		Without SOH	
	Non-Residential	Residential	Non-Residential	Residential	Homestead	Non-Homestead	Homestead	Non-Homestead	Homestead	Non-Homestead	Homestead	Non-Homestead
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
1987	48%	52%			25%	27%			48%	52%		
1988	47%	53%			26%	27%			49%	51%		
1989	47%	53%			27%	26%			51%	49%		
1990	46%	54%			28%	26%			52%	48%		
1991	45%	55%			29%	26%			53%	47%		
1992	44%	56%			30%	26%			53%	47%		
1993	43%	57%			31%	26%			54%	46%		
1994	42%	58%			32%	26%			55%	45%		
					Begin Save Our Homes							
1995	42%	58%	41%	59%	33%	26%	33%	26%	56%	44%	56%	44%
1996	41%	59%	40%	60%	33%	26%	34%	26%	56%	44%	57%	43%
1997	40%	60%	40%	60%	34%	26%	35%	26%	57%	43%	58%	42%
1998	40%	60%	39%	61%	34%	26%	35%	26%	56%	44%	58%	42%
1999	40%	60%	38%	62%	34%	26%	36%	26%	56%	44%	58%	42%
2000	39%	61%	37%	63%	34%	27%	37%	26%	56%	44%	58%	42%
2001	38%	62%	36%	64%	34%	28%	38%	27%	55%	45%	59%	41%
2002	36%	64%	33%	67%	34%	30%	40%	27%	54%	46%	60%	40%
2003	34%	66%	31%	69%	35%	30%	42%	27%	54%	46%	61%	39%
2004	33%	67%	29%	71%	35%	31%	44%	27%	53%	47%	62%	38%
2005	33%	67%	28%	72%	34%	33%	45%	28%	51%	49%	62%	38%
2006	33%	67%	26%	74%	32%	35%	46%	28%	48%	52%	62%	38%

Chart 2
Florida Tax Burdens: Non-Residential, Residential, Homestead and Non-Homestead Residential With Save Our Homes: 1987 - 2006

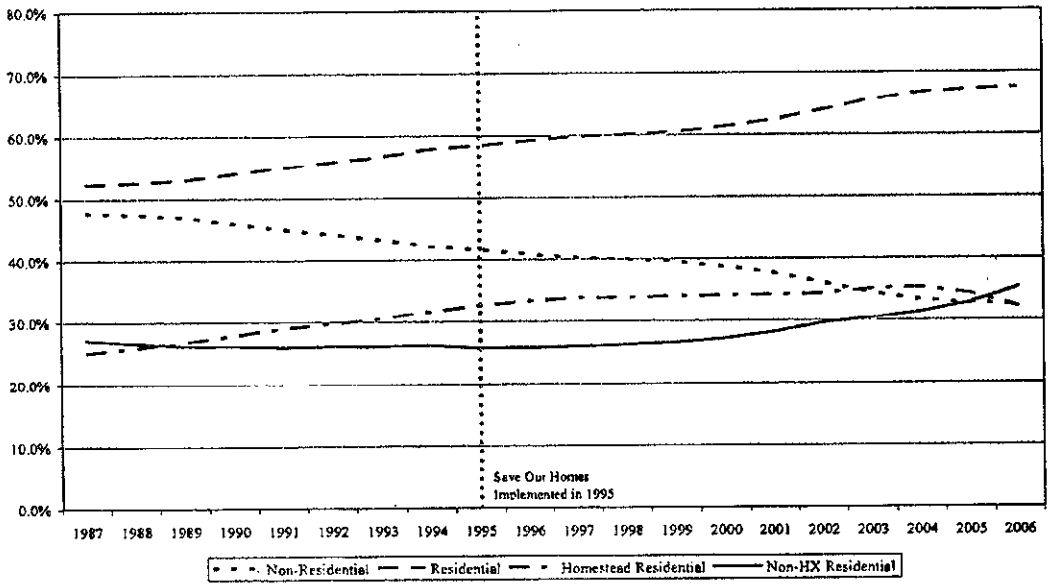
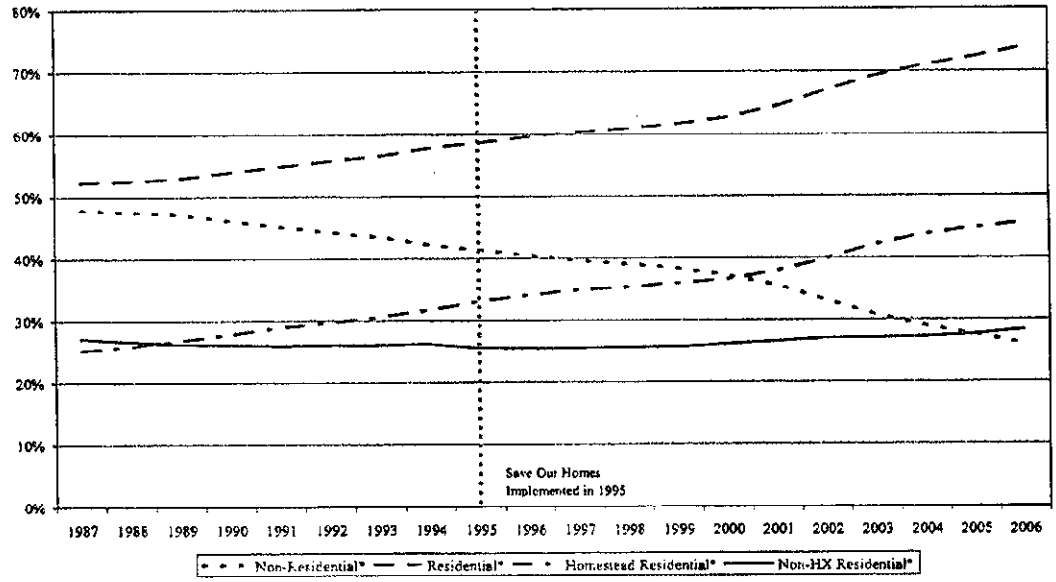


Chart 3
Florida Tax Burdens: Non-Residential, Residential, Homestead and Non-Homestead Residential Without Save Our Homes: 1987 - 2006



* Without Save Our Homes

In the above analysis, the effect of eliminating the Save Our Homes differential was to increase the taxable value of homestead property from $529.0 billion to $934.3 billion in 2006, an increase of 74%. This does not imply a similar percentage increase in property taxes on homestead property. To raise the same amount of revenue from the higher tax roll, the required millage levies would be lower. In 2006, for the same amount of revenue being raised both before and after the removal of the SOH differential, taxes paid by homestead property owners as a group would increase by approximately 40% and all other property owners would experience approximately a 20% reduction in taxes.

III. The Impact of Save Our Homes on Counties

The impact of Save Our Homes varies considerably by county. Looking ahead to Table 12, the practical effect of this variation can be seen in the potential reduction in millage rates (to raise the same revenue) if Save Our Homes was eliminated. The potential reduction in 2006 varies from a high of 27.0% in Brevard County to a low of 5.4% in Hamilton County. Four main factors contribute to this wide range. First, there is tremendous variation in the mix of residential and non-residential property among counties. Table 6 shows the relative just value proportions of residential and non-residential property in 2006. In Glades County, residential property comprises just 9.2% of just value and non-residential property comprises 90.8%. In Palm Beach County, residential just value makes up 77.9% of the roll with 22.1% being non-residential (Table 6, columns (3) and (5)).

Second, there is wide variation in the portion of residential property that is homestead property. In Walton County, the just value of homestead property is 25.9% of residential just value, while in Baker County homestead property comprises 85.7% of total residential just value (calculated from Table 6, columns (4) and (6)). Third, variation in taxable value between residential and non-residential property is caused by variation in non-homestead related tax preferences. These include classified use agricultural assessments, exempt and immune government property and exempt institutional (churches, schools, charitable, etc.) property.

And fourth, the relative impact of Save Our Homes is different even within homestead property. Table 10 shows the 2006 Save Our Homes differential by county as a percentage of homestead just value. Counties are listed in ascending order based on this percentage. The proportion of the just value of homestead property included in the Save Our Homes differential varies from a low in Jackson County of 14.7% to a high in Monroe County of 51.8%. This variation is primarily a function of the growth in value of homestead property since the inception of Save Our Homes and the turnover rate of homestead property in each of the counties.

Tables 11 and 12 show the effect on millage levies of the Save Our Homes amendment by county. The exact impact of the Save Our Homes differential in each county is a function of the factors discussed above. Table 11 is based on actual millage rates levied in 2005. The aggregate millage for each county is calculated by dividing the total taxes

Table 6
County Just Value - Residential and Non-Residential Property
2006

	Just Value								
	All Property	Non-Residential		Residential					
				All Residential		Homestead		Non-Homestead	
	Just Value $ bil	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV	Just Value $ bil	% of Tot. JV
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Alachua	20,585,227,893	9,990,530,456	48.5%	10,594,697,437	51.5%	7,394,966,437	35.9%	3,199,731,000	15.5%
Baker	1,480,393,181	927,648,085	62.7%	552,745,096	37.3%	473,828,054	32.0%	78,917,042	5.3%
Bay	26,377,605,706	10,357,508,588	39.3%	16,020,097,118	60.7%	7,211,119,660	27.3%	8,808,977,458	33.4%
Bradford	2,004,736,002	1,328,032,271	66.2%	676,703,731	33.8%	515,745,834	25.7%	160,957,897	8.0%
Brevard	72,558,319,898	26,436,610,422	36.4%	46,121,709,476	63.6%	33,354,637,556	46.0%	12,767,071,920	17.6%
Broward	236,737,262,717	55,532,123,788	23.5%	181,205,138,929	76.5%	122,790,601,219	51.9%	58,414,537,710	24.7%
Calhoun	865,661,080	658,049,771	76.0%	207,611,309	24.0%	164,435,610	19.0%	43,175,699	5.0%
Charlotte	33,706,693,425	13,786,113,850	40.9%	19,920,579,575	59.1%	12,426,691,849	36.9%	7,493,887,726	22.2%
Citrus	16,665,292,544	7,457,659,703	44.7%	9,207,632,841	55.3%	6,878,864,128	41.3%	2,328,768,713	14.0%
Clay	13,835,544,911	3,892,136,942	28.1%	9,943,407,969	71.9%	7,875,260,622	56.9%	2,068,147,347	14.9%
Collier	102,566,593,592	23,385,337,862	22.8%	79,181,255,730	77.2%	40,071,839,392	39.1%	39,109,416,338	38.1%
Columbia	4,405,558,362	2,591,653,329	58.8%	1,813,905,033	41.2%	1,389,086,247	31.5%	424,818,786	9.6%
Dade	313,503,503,630	99,271,807,799	31.7%	214,231,695,831	68.3%	129,436,930,080	41.3%	84,794,765,751	27.0%
De Soto	3,959,889,038	2,888,627,853	72.9%	1,071,261,185	27.1%	744,638,900	18.8%	326,622,285	8.2%
Dixie	1,886,994,120	1,400,321,889	74.2%	486,672,231	25.8%	257,865,698	13.7%	228,806,533	12.1%
Duval	77,477,171,305	31,086,393,256	40.1%	46,390,778,049	59.9%	33,944,700,047	43.8%	12,446,078,002	16.1%
Escambia	27,013,080,551	11,958,776,436	44.3%	15,054,304,115	55.7%	9,195,602,825	34.0%	5,858,701,290	21.7%
Flagler	14,634,177,798	5,512,464,219	37.7%	9,121,713,579	62.3%	5,580,413,887	38.1%	3,541,299,692	24.2%
Franklin	5,736,761,393	2,813,012,426	49.0%	2,923,748,967	51.0%	1,025,594,111	17.9%	1,898,154,856	33.1%
Gadsden	2,629,798,650	1,603,127,369	61.0%	1,026,671,281	39.0%	807,578,484	30.7%	219,092,797	8.3%
Gilchrist	1,497,273,228	1,036,408,642	69.2%	460,864,586	30.8%	343,538,691	22.9%	117,325,895	7.8%
Glades	4,299,048,112	3,903,836,475	90.8%	395,211,637	9.2%	229,731,277	5.3%	165,480,360	3.8%
Gulf	4,535,229,886	2,911,182,343	64.2%	1,624,047,543	35.8%	673,650,909	14.9%	950,396,634	21.0%
Hamilton	1,527,904,972	1,317,932,830	86.3%	209,972,142	13.7%	161,416,863	10.6%	48,555,279	3.2%
Hardee	3,520,000,714	3,066,052,015	87.1%	453,948,699	12.9%	323,047,562	9.2%	130,901,137	3.7%
Hendry	7,103,872,169	5,875,487,996	82.7%	1,228,384,173	17.3%	801,171,623	11.3%	427,212,550	6.0%
Hernando	15,664,379,518	5,892,033,109	37.6%	9,772,346,409	62.4%	7,434,222,452	47.5%	2,338,123,957	14.9%
Highlands	8,765,269,320	4,017,674,918	45.8%	4,747,594,402	54.2%	3,232,480,448	36.9%	1,515,113,954	17.3%
Hillsborough	119,776,510,189	44,584,226,345	37.2%	75,192,283,844	62.8%	55,845,177,773	46.6%	19,347,106,071	16.2%
Holmes	1,176,650,910	892,833,184	75.9%	283,817,726	24.1%	222,004,893	18.9%	61,812,833	5.3%
Indian River	26,167,888,765	8,877,846,999	33.9%	17,290,041,766	66.1%	10,865,568,923	41.5%	6,424,472,843	24.6%
Jackson	2,683,899,039	1,829,437,960	68.2%	854,461,079	31.8%	671,784,960	25.0%	182,676,119	6.8%
Jefferson	1,305,226,979	992,241,688	76.0%	312,985,291	24.0%	241,262,945	18.5%	71,722,346	5.5%
Lafayette	881,301,279	730,763,556	82.9%	150,537,723	17.1%	109,706,606	12.4%	40,831,117	4.6%
Lake	25,686,363,894	8,438,244,148	32.9%	17,248,119,746	67.1%	12,009,632,176	46.8%	5,238,487,570	20.4%
Lee	118,133,335,661	41,722,515,770	35.3%	76,410,819,891	64.7%	42,371,330,671	35.9%	34,039,489,220	28.8%
Leon	25,097,319,454	11,305,037,505	45.0%	13,792,281,949	55.0%	9,726,963,021	38.8%	4,065,318,928	16.2%
Levy	4,867,489,848	3,109,206,734	63.9%	1,758,283,114	36.1%	1,220,529,493	25.1%	537,753,621	11.0%
Liberty	849,615,711	733,503,797	86.3%	116,111,914	13.7%	85,662,171	10.1%	30,449,743	3.6%
Madison	1,166,480,890	837,698,013	71.8%	328,782,877	28.2%	242,338,531	20.8%	86,444,346	7.4%
Manatee	42,449,640,476	11,705,428,444	27.6%	30,744,212,032	72.4%	19,933,725,501	47.0%	10,810,486,531	25.5%
Marion	29,432,076,343	14,113,190,418	48.0%	15,318,885,925	52.0%	11,347,604,422	38.6%	3,971,281,503	13.5%
Martin	34,237,195,559	11,191,783,777	32.7%	23,045,411,782	67.3%	16,185,378,378	47.3%	6,860,033,404	20.0%
Monroe	39,808,584,064	11,627,115,583	29.2%	28,181,468,481	70.8%	11,932,328,560	30.0%	16,249,139,921	40.8%
Nassau	9,772,216,350	3,228,083,159	33.0%	6,544,133,191	67.0%	3,844,024,664	39.3%	2,700,108,527	27.6%
Okaloosa	25,598,982,759	7,501,360,997	29.3%	18,097,621,762	70.7%	9,628,595,467	37.6%	8,469,026,295	33.1%
Okechobee	4,130,795,190	2,737,124,776	66.3%	1,393,670,414	33.7%	946,208,323	22.9%	447,462,091	10.8%
Orange	127,468,735,764	50,566,581,184	39.7%	76,902,154,580	60.3%	46,739,323,611	36.7%	30,162,830,969	23.7%
Osceola	28,746,171,978	12,252,766,093	42.6%	16,493,405,885	57.4%	8,439,667,146	29.4%	8,053,738,739	28.0%
Palm Beach	232,655,607,230	51,313,899,075	22.1%	181,341,708,155	77.9%	117,940,274,226	50.7%	63,401,433,929	27.3%
Pasco	40,745,769,968	13,062,880,841	32.1%	27,682,889,127	67.9%	20,145,175,716	49.4%	7,537,713,411	18.5%
Pinellas	115,859,856,837	29,996,084,018	25.9%	85,863,772,819	74.1%	57,784,521,099	49.9%	28,079,251,720	24.2%
Polk	43,699,057,826	18,007,172,042	41.2%	25,691,885,784	58.8%	17,126,315,088	39.2%	8,565,570,696	19.6%
Putnam	6,759,954,054	3,782,524,403	56.0%	2,977,429,651	44.0%	1,984,404,189	29.4%	993,025,462	14.7%
Saint Johns	31,761,724,624	9,987,568,556	31.4%	21,774,156,068	68.6%	14,689,837,735	46.3%	7,084,318,333	22.3%
Saint Lucie	38,097,096,962	16,809,308,519	44.1%	21,287,788,443	55.9%	13,491,524,343	35.4%	7,796,264,100	20.5%
Santa Rosa	14,671,757,219	5,722,729,384	39.0%	8,949,027,835	61.0%	6,517,150,668	44.4%	2,431,877,167	16.6%
Sarasota	84,111,607,833	19,546,954,343	23.2%	64,564,653,490	76.8%	39,695,659,574	47.2%	24,868,993,916	29.6%
Seminole	43,271,618,829	11,803,058,800	27.3%	31,468,560,029	72.7%	23,810,095,457	55.0%	7,658,464,572	17.7%
Sumter	7,128,148,152	2,642,905,984	37.1%	4,485,242,168	62.9%	3,230,835,505	45.3%	1,254,406,663	17.6%
Suwannee	3,144,850,859	2,074,337,825	66.0%	1,070,513,034	34.0%	832,571,005	26.5%	237,942,029	7.6%
Taylor	1,960,146,761	1,318,060,082	67.2%	642,086,679	32.8%	380,308,080	19.4%	261,778,599	13.4%
Union	633,755,899	479,981,343	75.7%	153,774,556	24.3%	126,406,267	19.9%	27,368,289	4.3%
Volusia	58,290,291,461	16,960,162,175	29.1%	41,330,129,286	70.9%	26,360,095,676	45.2%	14,970,033,610	25.7%
Wakulla	2,216,988,744	983,096,971	44.3%	1,233,891,773	55.7%	886,972,564	40.0%	346,919,209	15.6%
Walton	19,354,889,136	7,343,252,931	37.9%	12,011,636,205	62.1%	3,106,489,254	16.1%	8,905,146,951	46.0%
Washington	1,611,284,852	1,149,461,298	71.3%	461,823,554	28.7%	334,125,414	20.7%	127,698,140	7.9%
	2,440,954,132,063	802,858,973,360	32.9%	1,638,095,158,703	67.1%	1,045,791,240,562	42.8%	592,303,918,141	24.3%

Table 7
County Taxable Value - Residential and Non-Residential Property
2006

	Taxable Value								
	All Property	Non-Residential		Residential					
				All Residential		Homestead		Non-Homestead	
	Taxable Value $ bil	Taxable Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV	Tax. Value $ bil	% of Tot. TV
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Alachua	11,357,500,164	3,925,287,996	34.6%	7,432,212,168	65.4%	4,341,328,758	38.2%	3,090,883,410	27.2%
Baker	699,206,345	389,895,046	55.8%	309,311,299	44.2%	234,708,802	33.6%	74,602,497	10.7%
Bay	18,869,456,228	7,083,016,260	37.5%	11,786,439,968	62.5%	3,182,280,051	16.9%	8,604,159,917	45.6%
Bradford	809,041,156	411,288,626	50.8%	397,752,530	49.2%	246,189,933	30.4%	151,562,597	18.7%
Brevard	39,294,006,872	11,871,981,921	30.2%	27,422,024,951	69.8%	15,337,870,471	39.0%	12,084,154,480	30.8%
Broward	158,690,637,790	42,854,961,537	27.0%	115,835,676,253	73.0%	58,597,581,463	36.9%	57,238,094,790	36.1%
Calhoun	322,038,098	211,058,291	65.5%	110,979,807	34.5%	69,599,616	21.6%	41,380,191	12.8%
Charlotte	24,321,071,778	11,010,583,945	45.3%	13,310,487,833	54.7%	6,057,136,729	24.9%	7,253,351,104	29.8%
Citrus	11,637,462,135	6,130,771,644	52.7%	5,506,690,491	47.3%	3,212,921,238	27.6%	2,293,769,253	19.7%
Clay	9,122,880,536	2,671,256,512	29.3%	6,451,624,024	70.7%	4,470,975,693	49.0%	1,980,648,331	21.7%
Collier	77,238,074,548	15,951,935,800	20.7%	61,286,138,748	79.3%	22,413,339,975	29.0%	38,872,798,773	50.3%
Columbia	2,314,067,974	1,220,268,124	52.7%	1,093,799,850	47.3%	699,805,696	30.2%	393,994,154	17.0%
Dade	213,825,364,287	71,089,750,455	33.2%	142,735,613,832	66.8%	60,069,374,847	28.1%	82,666,238,985	38.7%
De Soto	1,758,121,481	1,151,664,774	65.5%	606,456,707	34.5%	300,293,211	17.1%	306,163,496	17.4%
Dixie	591,757,218	299,210,395	50.6%	292,546,823	49.4%	72,793,262	12.3%	219,753,561	37.1%
Duval	51,951,142,035	20,412,188,049	39.3%	31,538,953,986	60.7%	19,712,756,920	37.9%	11,826,197,066	22.8%
Escambia	14,927,916,899	5,918,288,721	39.6%	9,009,628,178	60.4%	4,260,907,023	28.5%	4,748,721,155	31.8%
Flagler	10,886,648,601	4,231,907,958	38.9%	6,654,740,643	61.1%	3,173,351,280	29.1%	3,481,389,363	32.0%
Franklin	4,113,401,327	1,781,045,390	43.3%	2,332,355,937	56.7%	450,732,585	11.0%	1,881,623,352	45.7%
Gadsden	1,236,476,463	637,441,271	51.6%	599,035,192	48.4%	397,974,719	32.2%	201,060,473	16.3%
Gilchrist	585,689,712	323,581,217	55.2%	262,108,495	44.8%	154,290,644	26.3%	107,817,851	18.4%
Glades	687,621,037	426,527,347	62.0%	261,093,690	38.0%	98,693,566	14.4%	162,400,124	23.6%
Gulf	2,905,749,172	1,681,167,478	57.9%	1,224,581,694	42.1%	282,065,790	9.7%	942,515,904	32.4%
Hamilton	663,890,212	556,131,455	83.8%	107,758,757	16.2%	63,835,160	9.6%	43,923,597	6.6%
Hardee	1,556,504,727	1,296,438,889	83.3%	260,065,838	16.7%	137,326,802	8.8%	122,739,036	7.9%
Hendry	2,823,903,339	2,113,860,274	74.9%	710,043,065	25.1%	313,176,825	11.1%	396,866,240	14.1%
Hernando	9,901,079,038	3,744,433,785	37.8%	6,156,645,253	62.2%	3,941,275,266	39.8%	2,215,369,987	22.4%
Highlands	5,840,455,726	2,967,679,685	50.8%	2,872,776,041	49.2%	1,403,106,101	24.0%	1,469,669,940	25.2%
Hillsborough	78,793,903,491	30,449,002,942	38.6%	48,344,900,549	61.4%	29,462,784,178	37.4%	18,882,116,371	24.0%
Holmes	424,269,500	282,651,685	66.6%	141,617,815	33.4%	90,011,099	21.2%	51,606,716	12.2%
Indian River	17,930,192,137	5,439,858,317	30.3%	12,490,333,820	69.7%	6,143,662,107	34.3%	6,346,671,713	35.4%
Jackson	1,349,707,707	833,953,109	61.8%	515,754,598	38.2%	343,830,560	25.5%	171,924,038	12.7%
Jefferson	518,623,632	326,809,335	63.0%	191,814,297	37.0%	122,604,316	23.6%	69,209,981	13.3%
Lafayette	213,297,993	131,676,763	61.7%	81,621,230	38.3%	42,169,366	19.8%	39,451,864	18.5%
Lake	18,975,642,475	6,609,913,571	34.8%	12,365,728,904	65.2%	7,253,131,795	38.2%	5,112,597,109	26.9%
Lee	89,502,215,901	33,512,423,718	37.4%	55,989,792,183	62.6%	22,403,677,183	25.0%	33,586,115,000	37.5%
Leon	14,675,884,867	4,984,203,538	34.0%	9,691,681,329	66.0%	5,733,764,794	39.1%	3,957,916,535	27.0%
Levy	2,346,565,082	1,355,080,806	57.7%	991,484,276	42.3%	475,481,970	20.3%	516,002,306	22.0%
Liberty	249,946,513	192,248,809	76.9%	57,697,704	23.1%	28,554,326	11.4%	29,143,378	11.7%
Madison	644,263,621	469,095,479	72.8%	175,168,142	27.2%	95,832,655	14.9%	79,335,487	12.3%
Manatee	30,735,678,005	8,886,974,562	28.9%	21,848,703,443	71.1%	11,334,322,722	36.9%	10,514,380,721	34.2%
Marion	17,429,268,825	7,667,445,681	44.0%	9,761,823,144	56.0%	5,952,120,864	34.2%	3,809,702,280	21.9%
Martin	21,541,040,137	6,550,222,230	30.4%	14,990,817,907	69.6%	8,265,418,869	38.4%	6,725,399,038	31.2%
Monroe	26,872,672,507	5,611,943,885	20.9%	21,260,728,622	79.1%	5,343,847,741	19.9%	15,916,880,881	59.2%
Nassau	7,246,175,600	2,342,412,332	32.3%	4,903,763,268	67.7%	2,243,601,566	31.0%	2,660,161,702	36.7%
Okaloosa	18,046,515,116	4,981,432,660	27.6%	13,065,082,456	72.4%	4,802,487,145	26.6%	8,262,595,311	45.8%
Okechobee	2,270,839,361	1,409,523,359	62.1%	861,316,002	37.9%	430,441,480	19.0%	430,874,522	19.0%
Orange	92,367,603,422	36,430,441,393	39.4%	55,937,162,029	60.6%	26,596,863,149	28.8%	29,340,298,880	31.8%
Osceola	21,989,200,577	9,356,167,909	42.5%	12,633,032,668	57.5%	4,620,310,412	21.0%	8,012,722,256	36.4%
Palm Beach	161,252,193,452	37,233,215,745	23.1%	124,018,977,707	76.9%	61,870,955,178	38.4%	62,148,022,529	38.5%
Pasco	25,750,555,212	8,178,523,229	31.8%	17,572,031,983	68.2%	10,447,912,879	40.6%	7,124,119,104	27.7%
Pinellas	75,661,254,861	21,406,194,951	28.3%	54,255,059,910	71.7%	27,394,751,976	36.2%	26,860,307,934	35.5%
Polk	30,014,236,274	12,971,982,393	43.2%	17,042,253,881	56.8%	8,649,238,964	28.8%	8,393,014,917	28.0%
Putnam	3,963,942,355	2,269,849,258	57.3%	1,694,093,097	42.7%	817,867,035	20.6%	876,226,062	22.1%
Saint Johns	22,129,008,582	6,480,954,198	29.3%	15,648,054,384	70.7%	8,842,241,887	40.0%	6,805,812,497	30.8%
Saint Lucie	24,344,463,819	9,875,077,885	40.6%	14,469,385,934	59.4%	6,834,436,519	28.1%	7,634,949,415	31.4%
Santa Rosa	8,709,973,431	3,022,848,770	34.7%	5,687,124,661	65.3%	3,575,547,638	41.1%	2,111,577,023	24.2%
Sarasota	59,015,112,897	14,172,884,044	24.0%	44,842,228,853	76.0%	20,478,663,501	34.7%	24,363,565,352	41.3%
Seminole	29,886,314,133	9,618,792,235	32.2%	20,267,521,898	67.8%	12,998,987,736	43.5%	7,268,534,162	24.3%
Sumter	4,622,447,404	1,443,362,343	31.2%	3,179,085,061	68.8%	1,961,265,413	42.4%	1,217,819,648	26.3%
Suwannee	1,512,757,217	980,034,275	64.8%	532,722,942	35.2%	327,578,521	21.7%	205,144,421	13.6%
Taylor	1,264,231,366	835,925,172	66.1%	428,306,194	33.9%	174,850,217	13.8%	253,455,977	20.0%
Union	203,099,015	116,946,095	57.6%	86,152,920	42.4%	60,708,534	29.9%	25,444,386	12.5%
Volusia	38,380,036,066	11,842,150,074	30.9%	26,537,885,992	69.1%	12,336,703,770	32.1%	14,201,182,222	37.0%
Wakulla	1,371,523,210	545,876,094	39.8%	825,647,116	60.2%	439,683,216	32.1%	385,963,900	28.1%
Walton	16,515,893,518	5,922,771,818	35.9%	10,593,121,700	64.1%	1,674,968,806	10.1%	8,918,152,894	54.0%
Washington	1,006,872,016	733,362,241	72.8%	273,509,775	27.2%	152,821,558	15.2%	120,688,217	12.0%
	1,648,658,586,195	537,837,855,746	32.6%	1,110,820,730,449	67.4%	534,519,794,073	32.4%	576,300,936,376	35.0%

Table 8
2006 County Taxable Value - Residential and Non-Residential Property Without Save Our Homes

	Taxable Value (In the absence of the Save Our Homes Amendment)								
	All Property	Non-Residential		Residential					
				All Residential		Homestead		Non-Homestead	
	Taxable Value $	Taxable Value $	% of Tot. TV	Tax. Value $	% of Tot. TV	Tax. Value $	% of Tot. TV	Tax. Value $	% of Tot. TV
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Alachua	13,219,225,224	3,925,287,996	29.7%	9,293,937,228	70.3%	6,203,053,818	46.9%	3,090,883,410	23.4%
Baker	827,424,713	389,895,046	47.1%	437,529,667	52.9%	362,927,170	43.9%	74,602,497	9.0%
Bay	21,918,359,465	7,083,016,260	32.3%	14,835,343,205	67.7%	6,231,183,288	28.4%	8,604,159,917	39.3%
Bradford	941,440,731	411,288,626	43.7%	530,152,105	56.3%	378,589,508	40.2%	151,562,597	16.1%
Brevard	53,819,790,842	11,871,981,921	22.1%	41,947,808,921	77.9%	29,863,654,441	55.5%	12,084,154,480	22.5%
Broward	211,507,754,165	42,854,961,537	20.3%	168,652,792,628	79.7%	111,414,697,838	52.7%	57,238,094,790	27.1%
Calhoun	351,680,275	211,058,291	60.0%	140,621,984	40.0%	99,241,793	28.2%	41,380,191	11.8%
Charlotte	29,547,036,351	11,010,583,945	37.3%	18,536,452,406	62.7%	11,283,101,302	38.2%	7,253,351,104	24.5%
Citrus	14,139,226,295	6,130,771,644	43.4%	8,008,454,651	56.6%	5,714,685,398	40.4%	2,293,769,253	16.2%
Clay	11,361,636,827	2,671,256,512	23.5%	8,690,380,315	76.5%	6,709,731,984	59.1%	1,980,648,331	17.4%
Collier	92,936,160,555	15,951,935,800	17.2%	76,984,224,755	82.8%	38,111,425,982	41.0%	38,872,798,773	41.8%
Columbia	2,658,921,655	1,220,268,124	45.9%	1,438,653,531	54.1%	1,044,659,377	39.3%	393,994,154	14.8%
Dade	271,403,965,285	71,089,750,455	26.2%	200,314,214,830	73.8%	117,647,975,845	43.3%	82,666,238,985	30.5%
De Soto	2,086,948,494	1,151,664,774	55.2%	935,283,720	44.8%	629,120,224	30.1%	306,163,496	14.7%
Dixie	653,957,698	299,210,395	45.8%	354,747,303	54.2%	134,993,742	20.6%	219,753,561	33.6%
Duval	61,428,459,415	20,412,188,049	33.2%	41,016,271,366	66.8%	29,190,074,300	47.5%	11,826,197,066	19.3%
Escambia	18,198,972,229	5,918,288,721	32.5%	12,280,683,508	67.5%	7,531,962,353	41.4%	4,748,721,155	26.1%
Flagler	12,609,906,382	4,231,907,958	33.6%	8,377,998,424	66.4%	4,896,609,061	38.8%	3,481,389,363	27.6%
Franklin	4,615,306,617	1,781,045,390	38.6%	2,834,261,227	61.4%	952,637,875	20.6%	1,881,623,352	40.8%
Gadsden	1,417,923,059	637,441,271	45.0%	780,481,788	55.0%	579,421,315	40.9%	201,060,473	14.2%
Gilchrist	686,133,284	323,581,217	47.2%	362,552,067	52.8%	254,734,216	37.1%	107,817,851	15.7%
Glades	766,863,983	426,527,347	55.6%	340,336,636	44.4%	177,936,512	23.2%	162,400,124	21.2%
Gulf	3,207,498,768	1,681,167,478	52.4%	1,526,331,290	47.6%	583,815,386	18.2%	942,515,904	29.4%
Hamilton	701,899,029	556,131,455	79.2%	145,767,574	20.8%	101,843,977	14.5%	43,923,597	6.3%
Hardee	1,652,108,680	1,296,438,889	78.5%	355,669,791	21.5%	232,930,755	14.1%	122,739,036	7.4%
Hendry	3,174,629,489	2,113,860,274	66.6%	1,060,769,215	33.4%	663,902,975	20.9%	396,866,240	12.5%
Hernando	12,188,542,656	3,744,433,785	30.7%	8,444,108,871	69.3%	6,228,738,884	51.1%	2,215,369,987	18.2%
Highlands	7,080,197,706	2,967,679,685	41.9%	4,112,518,021	58.1%	2,642,848,081	37.3%	1,469,669,940	20.8%
Hillsborough	98,957,529,654	30,449,002,942	30.8%	68,508,526,712	69.2%	49,626,410,341	50.1%	18,882,116,371	19.1%
Holmes	463,753,183	282,651,685	60.9%	181,101,498	39.1%	129,494,782	27.9%	51,606,716	11.1%
Indian River	21,736,306,897	5,439,858,317	25.0%	16,296,448,580	75.0%	9,949,776,867	45.8%	6,346,671,713	29.2%
Jackson	1,448,625,323	833,953,109	57.6%	614,672,214	42.4%	442,748,176	30.6%	171,924,038	11.9%
Jefferson	574,122,624	326,809,335	56.9%	247,313,289	43.1%	178,103,308	31.0%	69,209,981	12.1%
Lafayette	252,575,124	131,676,763	52.1%	120,898,361	47.9%	81,446,497	32.2%	39,451,864	15.6%
Lake	21,921,544,168	6,609,913,571	30.2%	15,311,630,597	69.8%	10,199,033,488	46.5%	5,112,597,109	23.3%
Lee	106,020,658,051	33,512,423,718	31.6%	72,508,234,333	68.4%	38,922,119,333	36.7%	33,586,115,000	31.7%
Leon	17,330,512,075	4,984,203,538	28.8%	12,346,308,537	71.2%	8,388,392,002	48.4%	3,957,916,535	22.8%
Levy	2,845,231,532	1,355,080,806	47.6%	1,490,150,726	52.4%	974,148,420	34.2%	516,002,306	18.1%
Liberty	279,654,719	192,248,809	68.7%	87,405,910	31.3%	58,262,532	20.8%	29,143,378	10.4%
Madison	709,368,854	469,095,479	66.1%	240,273,375	33.9%	160,937,888	22.7%	79,335,487	11.2%
Manatee	37,563,279,136	8,886,974,562	23.7%	28,676,304,574	76.3%	18,161,923,853	48.4%	10,514,380,721	28.0%
Marion	20,789,220,018	7,667,445,681	36.9%	13,121,774,337	63.1%	9,312,072,057	44.8%	3,809,702,280	18.3%
Martin	28,426,830,046	6,550,222,230	23.0%	21,876,607,816	77.0%	15,151,208,778	53.3%	6,725,399,038	23.7%
Monroe	33,053,098,814	5,611,943,885	17.0%	27,441,154,929	83.0%	11,524,274,048	34.9%	15,916,880,881	48.2%
Nassau	8,377,628,774	2,342,412,332	28.0%	6,035,216,442	72.0%	3,375,054,740	40.3%	2,660,161,702	31.8%
Okaloosa	21,833,858,174	4,981,432,660	22.8%	16,852,425,514	77.2%	8,589,830,203	39.3%	8,262,595,311	37.8%
Okechobee	2,592,058,811	1,409,523,359	54.4%	1,182,535,452	45.6%	751,660,930	29.0%	430,874,522	16.6%
Orange	107,403,379,443	36,430,441,393	33.9%	70,972,938,050	66.1%	41,632,639,170	38.8%	29,340,298,880	27.3%
Osceola	24,545,764,604	9,356,167,909	38.1%	15,189,596,695	61.9%	7,176,874,439	29.2%	8,012,722,256	32.6%
Palm Beach	209,037,506,037	37,233,215,745	17.8%	171,804,290,292	82.2%	109,656,267,763	52.5%	62,148,022,529	29.7%
Pasco	32,493,297,257	8,178,523,229	25.2%	24,314,774,028	74.8%	17,190,654,924	52.9%	7,124,119,104	21.9%
Pinellas	100,509,941,207	21,406,194,951	21.3%	78,903,746,256	78.7%	52,043,438,322	51.9%	26,860,307,934	26.8%
Polk	35,496,422,447	12,971,982,393	36.5%	22,524,440,054	63.5%	14,131,425,137	39.8%	8,393,014,917	23.6%
Putnam	4,597,252,180	2,269,849,258	49.4%	2,327,402,922	50.6%	1,451,176,860	31.6%	876,226,062	19.1%
Saint Johns	26,917,475,094	6,480,954,198	24.1%	20,436,520,896	75.9%	13,630,708,399	50.6%	6,805,812,497	25.3%
Saint Lucie	29,284,094,106	9,875,077,885	33.7%	19,409,016,221	66.3%	11,774,066,806	40.2%	7,634,949,415	26.1%
Santa Rosa	10,627,762,050	3,022,848,770	28.4%	7,604,913,280	71.6%	5,493,336,257	51.7%	2,111,577,023	19.9%
Sarasota	75,370,612,703	14,172,884,044	18.8%	61,197,728,659	81.2%	36,834,163,307	48.9%	24,363,565,352	32.3%
Seminole	38,298,092,970	9,618,792,235	25.1%	28,679,300,735	74.9%	21,410,766,573	55.9%	7,268,534,162	19.0%
Sumter	5,341,494,483	1,443,362,343	27.0%	3,898,132,140	73.0%	2,680,312,492	50.2%	1,217,819,648	22.8%
Suwannee	1,824,023,226	980,034,275	53.7%	843,988,951	46.3%	638,844,530	35.0%	205,144,421	11.2%
Taylor	1,343,287,145	835,925,172	62.2%	507,361,973	37.8%	253,905,996	18.9%	253,455,977	18.9%
Union	227,494,441	116,946,095	51.4%	110,548,346	48.6%	85,103,960	37.4%	25,444,386	11.2%
Volusia	49,428,144,571	11,842,150,074	24.0%	37,585,994,497	76.0%	23,384,812,275	47.3%	14,201,182,222	28.7%
Wakulla	1,587,121,236	545,876,094	34.4%	1,041,245,142	65.6%	655,281,242	41.3%	385,963,900	24.3%
Walton	17,562,515,384	5,922,771,818	33.7%	11,639,743,566	66.3%	2,721,590,672	15.5%	8,918,152,894	50.8%
Washington	1,065,117,167	733,362,241	68.9%	331,754,926	31.1%	211,066,709	19.8%	120,688,217	11.3%
	2,053,038,623,600	537,837,855,746	26.2%	1,515,200,767,854	73.8%	938,899,831,478	45.7%	576,300,936,376	28.1%

Table 9
Proportionate Tax Burden - Residential and Non-Residential Property
Current Law and Without Save Our Homes
2006

	All Property				Residential Property as % of All Property				Homestead as a % of Residential Property			
	Current Law		Without SOH		Current Law		Without SOH		Current Law		Without SOH	
	Non-Residential	Residential	Non-Residential	Residential	Homestead	Non-Homestead	Homestead	Non-Homestead	Homestead	Non-Homestead	Homestead	Non-Homestead
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Alachua	34.6%	65.4%	29.7%	70.3%	38.2%	27.2%	46.9%	23.4%	58.4%	41.6%	66.7%	33.3%
Baker	55.8%	44.2%	47.1%	52.9%	33.6%	10.7%	43.9%	9.0%	75.9%	24.1%	82.9%	17.1%
Bay	37.5%	62.5%	32.3%	67.7%	16.9%	45.6%	28.4%	39.3%	27.0%	73.0%	42.0%	58.0%
Bradford	50.8%	49.2%	43.7%	56.3%	30.4%	18.7%	40.2%	16.1%	61.9%	38.1%	71.4%	28.6%
Brevard	30.2%	69.8%	22.1%	77.9%	39.0%	30.8%	55.5%	22.5%	55.9%	44.1%	71.2%	28.8%
Broward	27.0%	73.0%	20.3%	79.7%	36.9%	36.1%	52.7%	27.1%	50.6%	49.4%	66.1%	33.9%
Calhoun	65.5%	34.5%	60.0%	40.0%	21.6%	12.8%	28.2%	11.8%	62.7%	37.3%	70.6%	29.4%
Charlotte	45.3%	54.7%	37.3%	62.7%	24.9%	29.8%	38.2%	24.5%	45.5%	54.5%	60.9%	39.1%
Citrus	52.7%	47.3%	43.4%	56.6%	27.6%	19.7%	40.4%	16.2%	58.3%	41.7%	71.4%	28.6%
Clay	29.3%	70.7%	23.5%	76.5%	49.0%	21.7%	59.1%	17.4%	69.3%	30.7%	77.2%	22.8%
Collier	20.7%	79.3%	17.2%	82.8%	29.0%	50.3%	41.0%	41.8%	36.6%	63.4%	49.5%	50.5%
Columbia	52.7%	47.3%	45.9%	54.1%	30.2%	17.0%	39.3%	14.8%	64.0%	36.0%	72.6%	27.4%
Dade	33.2%	66.8%	26.2%	73.8%	28.1%	38.7%	43.3%	30.5%	42.1%	57.9%	58.7%	41.3%
De Soto	65.5%	34.5%	55.2%	44.8%	17.1%	17.4%	30.1%	14.7%	49.5%	50.5%	67.3%	32.7%
Dixie	50.6%	49.4%	45.8%	54.2%	12.3%	37.1%	20.6%	33.6%	24.9%	75.1%	38.1%	61.9%
Duval	39.3%	60.7%	33.2%	66.8%	37.9%	22.8%	47.5%	19.3%	62.5%	37.5%	71.2%	28.8%
Escambia	39.6%	60.4%	32.5%	67.5%	28.5%	31.8%	41.4%	26.1%	47.3%	52.7%	61.3%	38.7%
Flagler	38.9%	61.1%	33.6%	66.4%	29.1%	32.0%	38.8%	27.6%	47.7%	52.3%	58.4%	41.6%
Franklin	43.3%	56.7%	38.6%	61.4%	11.0%	45.7%	20.6%	40.8%	19.3%	80.7%	33.6%	66.4%
Gadsden	51.6%	48.4%	45.0%	55.0%	32.2%	16.3%	40.9%	14.2%	66.4%	33.6%	74.2%	25.8%
Gilchrist	55.2%	44.8%	47.2%	52.8%	26.3%	18.4%	37.1%	15.7%	58.9%	41.1%	70.3%	29.7%
Glades	62.0%	38.0%	55.6%	44.4%	14.4%	23.6%	23.2%	21.2%	37.8%	62.2%	52.3%	47.7%
Gulf	57.9%	42.1%	52.4%	47.6%	9.7%	32.4%	18.2%	29.4%	23.0%	77.0%	38.2%	61.8%
Hamilton	83.8%	16.2%	79.2%	20.8%	9.6%	6.6%	14.5%	6.3%	59.2%	40.8%	69.9%	30.1%
Hardee	83.3%	16.7%	78.5%	21.5%	8.8%	7.9%	14.1%	7.4%	52.8%	47.2%	65.5%	34.5%
Hendry	74.9%	25.1%	66.6%	33.4%	11.1%	14.1%	20.9%	12.5%	44.1%	55.9%	62.6%	37.4%
Hernando	37.8%	62.2%	30.7%	69.3%	39.8%	22.4%	51.1%	18.2%	64.0%	36.0%	73.8%	26.2%
Highlands	50.8%	49.2%	41.9%	58.1%	24.0%	25.2%	37.3%	20.8%	48.8%	51.2%	64.3%	35.7%
Hillsborough	38.6%	61.4%	30.8%	69.2%	37.4%	24.0%	50.1%	19.1%	60.9%	39.1%	72.4%	27.6%
Holmes	66.6%	33.4%	60.9%	39.1%	21.2%	12.2%	27.9%	11.1%	63.6%	36.4%	71.5%	28.5%
Indian River	30.3%	69.7%	25.0%	75.0%	34.3%	35.4%	45.8%	29.2%	49.2%	50.8%	61.1%	38.9%
Jackson	61.8%	38.2%	57.6%	42.4%	25.5%	12.7%	30.6%	11.9%	66.7%	33.3%	72.0%	28.0%
Jefferson	63.0%	37.0%	56.9%	43.1%	23.6%	13.3%	31.0%	12.1%	63.9%	36.1%	72.0%	28.0%
Lafayette	61.7%	38.3%	52.1%	47.9%	19.8%	18.5%	32.2%	15.6%	51.7%	48.3%	67.4%	32.6%
Lake	34.8%	65.2%	30.2%	69.8%	38.2%	26.9%	46.5%	23.3%	58.7%	41.3%	66.6%	33.4%
Lee	37.4%	62.6%	31.6%	68.4%	25.0%	37.5%	36.7%	31.7%	40.0%	60.0%	53.7%	46.3%
Leon	34.0%	66.0%	28.8%	71.2%	39.1%	27.0%	48.4%	22.8%	59.2%	40.8%	67.9%	32.1%
Levy	57.7%	42.3%	47.6%	52.4%	20.3%	22.0%	34.2%	18.1%	48.0%	52.0%	65.4%	34.6%
Liberty	76.9%	23.1%	68.7%	31.3%	11.4%	11.7%	20.8%	10.4%	49.5%	50.5%	66.7%	33.3%
Madison	72.8%	27.2%	66.1%	33.9%	14.9%	12.3%	22.7%	11.2%	54.7%	45.3%	67.0%	33.0%
Manatee	28.9%	71.1%	23.7%	76.3%	36.9%	34.2%	48.4%	28.0%	51.9%	48.1%	63.3%	36.7%
Marion	44.0%	56.0%	36.9%	63.1%	34.2%	21.9%	44.8%	18.3%	61.0%	39.0%	71.0%	29.0%
Martin	30.4%	69.6%	23.0%	77.0%	38.4%	31.2%	53.3%	23.7%	55.1%	44.9%	69.3%	30.7%
Monroe	20.9%	79.1%	17.0%	83.0%	19.9%	59.2%	34.9%	48.2%	25.1%	74.9%	42.0%	58.0%
Nassau	32.3%	67.7%	28.0%	72.0%	31.0%	36.7%	40.3%	31.8%	45.8%	54.2%	55.9%	44.1%
Okaloosa	27.6%	72.4%	22.8%	77.2%	26.6%	45.8%	39.3%	37.8%	36.8%	63.2%	51.0%	49.0%
Okechobee	62.1%	37.9%	54.4%	45.6%	19.0%	19.0%	29.0%	16.6%	50.0%	50.0%	63.6%	36.4%
Orange	39.4%	60.6%	33.9%	66.1%	28.8%	31.8%	38.8%	27.3%	47.5%	52.5%	58.7%	41.3%
Osceola	42.5%	57.5%	38.1%	61.9%	21.0%	36.4%	29.2%	32.6%	36.6%	63.4%	47.2%	52.8%
Palm Beach	23.1%	76.9%	17.8%	82.2%	38.4%	38.5%	52.5%	29.7%	49.9%	50.1%	63.8%	36.2%
Pasco	31.8%	68.2%	25.2%	74.8%	40.6%	27.7%	52.9%	21.9%	59.5%	40.5%	70.7%	29.3%
Pinellas	28.3%	71.7%	21.3%	78.7%	36.2%	35.5%	51.9%	26.8%	50.5%	49.5%	66.0%	34.0%
Polk	43.2%	56.8%	36.5%	63.5%	28.8%	28.0%	39.8%	23.6%	50.8%	49.2%	62.7%	37.3%
Putnam	57.3%	42.7%	49.4%	50.6%	20.6%	22.1%	31.6%	19.1%	48.3%	51.7%	62.4%	37.6%
Saint Johns	29.3%	70.7%	24.1%	75.9%	40.0%	30.8%	50.6%	25.3%	56.5%	43.5%	66.7%	33.3%
Saint Lucie	40.6%	59.4%	33.7%	66.3%	28.1%	31.4%	40.2%	26.1%	47.2%	52.8%	60.7%	39.3%
Santa Rosa	34.7%	65.3%	28.4%	71.6%	41.1%	24.2%	51.7%	19.9%	62.9%	37.1%	72.2%	27.8%
Sarasota	24.0%	76.0%	18.8%	81.2%	34.7%	41.3%	48.9%	32.3%	45.7%	54.3%	60.2%	39.8%
Seminole	32.2%	67.8%	25.1%	74.9%	43.5%	24.3%	55.9%	19.0%	64.1%	35.9%	74.7%	25.3%
Sumter	31.2%	68.8%	27.0%	73.0%	42.4%	26.3%	50.2%	22.8%	61.7%	38.3%	68.8%	31.2%
Suwannee	64.8%	35.2%	53.7%	46.3%	21.7%	13.6%	35.0%	11.2%	61.5%	38.5%	75.7%	24.3%
Taylor	66.1%	33.9%	62.2%	37.8%	13.8%	20.0%	18.9%	18.9%	40.8%	59.2%	50.0%	50.0%
Union	57.6%	42.4%	51.4%	48.6%	29.9%	12.5%	37.4%	11.2%	70.5%	29.5%	77.0%	23.0%
Volusia	30.9%	69.1%	24.0%	76.0%	32.1%	37.0%	47.3%	28.7%	46.5%	53.5%	62.2%	37.8%
Wakulla	39.8%	60.2%	34.4%	65.6%	32.1%	28.1%	41.3%	24.3%	53.3%	46.7%	62.9%	37.1%
Walton	35.9%	64.1%	33.7%	66.3%	10.1%	54.0%	15.5%	50.8%	15.8%	84.2%	23.4%	76.6%
Washington	72.8%	27.2%	68.9%	31.1%	15.2%	12.0%	19.8%	11.3%	55.9%	44.1%	63.6%	36.4%
	32.6%	67.4%	26.2%	73.8%	32.4%	35.0%	45.7%	28.1%	48.1%	51.9%	62.0%	38.0%

Table 10
2006 Save Our Homes Differential as a Percent of Homestead Just Value

	Homestead Just Value	Save Our Homes Differential	SOH Differential as % of Homestead Just Value
	(1)	(2)	(3)
Jackson	671,784,960	98,917,616	14.7%
Washington	334,125,414	58,245,151	17.4%
Holmes	222,004,893	39,483,683	17.8%
Calhoun	164,435,610	29,642,177	18.0%
Union	126,406,267	24,395,426	19.3%
Taylor	380,308,080	79,055,779	20.8%
Sumter	3,230,835,505	719,047,079	22.3%
Gadsden	807,578,484	181,446,596	22.5%
Jefferson	241,262,945	55,498,992	23.0%
Hamilton	161,416,863	38,008,817	23.5%
Dixie	257,865,698	62,200,480	24.1%
Wakulla	886,972,564	215,598,026	24.3%
Lake	12,009,632,176	2,945,901,693	24.5%
Columbia	1,389,086,247	344,853,681	24.8%
Alachua	7,394,966,437	1,861,725,060	25.2%
Bradford	515,745,834	132,399,575	25.7%
Madison	242,338,531	65,105,233	26.9%
Baker	473,828,054	128,218,368	27.1%
Leon	9,726,963,021	2,654,627,208	27.3%
Duval	33,944,700,047	9,477,317,380	27.9%
Clay	7,875,260,622	2,238,756,291	28.4%
Gilchrist	343,538,691	100,443,572	29.2%
Santa Rosa	6,517,150,668	1,917,788,619	29.4%
Nassau	3,844,024,664	1,131,453,174	29.4%
Hardee	323,047,562	95,603,953	29.6%
Marion	11,347,604,422	3,359,951,193	29.6%
Osceola	8,439,667,146	2,556,564,027	30.3%
Hernando	7,434,222,452	2,287,463,618	30.8%
Flagler	5,580,413,887	1,723,257,781	30.9%
Putnam	1,984,404,189	633,309,825	31.9%
Polk	17,126,315,088	5,482,186,173	32.0%
Orange	46,739,323,611	15,035,776,021	32.2%
Saint Johns	14,689,837,735	4,788,466,512	32.6%
Pasco	20,145,175,716	6,742,742,045	33.5%
Walton	3,106,489,254	1,046,621,866	33.7%
Okeechobee	946,208,323	321,219,450	33.9%
Manatee	19,933,725,501	6,827,601,131	34.3%
Glades	229,731,277	79,242,946	34.5%
Liberty	85,662,171	29,708,206	34.7%
Indian River	10,865,568,923	3,806,114,760	35.0%
Seminole	23,810,095,457	8,411,778,837	35.3%
Escambia	9,195,602,825	3,271,055,330	35.6%
Lafayette	109,706,606	39,277,131	35.8%
Hillsborough	55,845,177,773	20,163,626,163	36.1%
Citrus	6,878,864,128	2,501,764,160	36.4%
Saint Lucie	13,491,524,343	4,939,630,287	36.6%
Suwannee	832,571,005	311,266,009	37.4%
Highlands	3,232,480,448	1,239,741,980	38.4%
Lee	42,371,330,671	16,518,442,150	39.0%
Collier	40,071,839,392	15,698,086,007	39.2%
Okaloosa	9,628,595,467	3,787,343,058	39.3%
Palm Beach	117,940,274,226	47,785,312,585	40.5%
Levy	1,220,529,493	498,666,450	40.9%
Sarasota	39,695,659,574	16,355,499,806	41.2%
Volusia	26,360,095,676	11,048,108,505	41.9%
Charlotte	12,426,691,849	5,225,964,573	42.1%
Bay	7,211,119,660	3,048,903,237	42.3%
Martin	16,185,378,378	6,885,789,909	42.5%
Pinellas	57,784,521,099	24,648,686,346	42.7%
Broward	122,790,601,219	52,817,316,375	43.0%
Brevard	33,354,637,556	14,525,783,970	43.5%
Hendry	801,171,623	350,726,150	43.8%
De Soto	744,638,900	328,827,013	44.2%
Dade	129,436,930,080	57,578,600,998	44.5%
Gulf	673,650,909	301,749,596	44.8%
Franklin	1,025,594,111	501,905,290	48.9%
Monroe	11,932,328,560	6,180,426,307	51.8%
	1,045,791,240,562	404,380,037,405	38.7%

Table 11
2005 Taxable Value - Actual and Without Save Our Homes
Aggregate Millage Reduction To Raise Same Revenue On Roll Without Save Our Homes

	2005 Taxable Value			2005 Aggregate Millage Rates			
	Actual $	Without SOH $	% Increase	Actual Rate	Millage To Raise Same Revenue Without Save Our Homes	Millage Reduction	% Reduction
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Alachua	9,675,417,960	11,025,922,890	14.0%	24.68	21.66	-3.02	-12.2%
Baker	587,273,020	674,872,047	14.9%	19.88	17.30	-2.58	-13.0%
Bay	12,673,450,592	13,811,407,499	9.0%	14.93	13.70	-1.23	-8.2%
Bradford	681,685,195	737,872,829	8.2%	19.11	17.65	-1.46	-7.6%
Brevard	31,028,487,900	41,793,665,510	34.7%	18.70	13.89	-4.82	-25.8%
Broward	132,467,522,938	166,493,329,280	25.7%	23.40	18.62	-4.78	-20.4%
Calhoun	279,385,618	289,753,414	3.7%	15.96	15.39	-0.57	-3.6%
Charlotte	16,010,308,415	18,884,692,713	18.0%	15.84	13.43	-2.41	-15.2%
Citrus	8,724,672,100	10,024,458,220	14.9%	18.44	16.05	-2.39	-13.0%
Clay	7,482,833,967	8,701,790,222	16.3%	17.72	15.24	-2.48	-14.0%
Collier	61,468,215,721	70,289,393,247	14.4%	12.72	11.13	-1.60	-12.5%
Columbia	1,889,280,479	2,056,562,412	8.9%	20.13	18.49	-1.64	-8.1%
Dade	173,807,661,260	212,248,100,024	22.1%	23.06	18.88	-4.18	-18.1%
De Soto	1,153,866,024	1,263,119,561	9.5%	18.60	16.99	-1.61	-8.6%
Dixie	487,228,032	580,745,931	19.2%	22.21	18.63	-3.58	-16.1%
Duval	45,820,685,567	53,009,161,191	15.7%	18.59	16.07	-2.52	-13.6%
Escambia	11,613,884,200	13,044,321,910	12.3%	18.58	16.54	-2.04	-11.0%
Flagler	7,932,905,478	9,025,351,054	13.8%	16.31	14.33	-1.97	-12.1%
Franklin	3,338,590,113	3,686,703,087	10.4%	9.28	8.40	-0.88	-9.4%
Gadsden	1,075,425,071	1,174,686,184	9.2%	19.06	17.45	-1.61	-8.5%
Gilchrist	460,190,914	494,881,901	7.5%	19.56	18.19	-1.37	-7.0%
Glades	560,473,719	593,263,153	5.9%	21.30	20.12	-1.18	-5.5%
Gulf	2,653,137,446	2,974,038,561	12.1%	12.56	11.20	-1.35	-10.8%
Hamilton	576,993,930	591,970,868	2.6%	19.02	18.54	-0.48	-2.5%
Hardee	1,386,469,976	1,418,324,019	2.3%	18.20	17.79	-0.41	-2.2%
Hendry	1,925,247,836	2,079,211,686	8.0%	21.57	19.97	-1.60	-7.4%
Hernando	7,668,136,229	9,042,428,239	17.9%	19.66	16.67	-2.99	-15.2%
Highlands	4,172,330,426	4,753,316,171	13.9%	19.03	16.70	-2.33	-12.2%
Hillsborough	64,575,411,915	76,852,290,805	19.0%	23.27	19.55	-3.72	-16.0%
Holmes	347,805,597	366,961,198	5.5%	17.89	16.96	-0.93	-5.2%
Indian River	14,279,412,670	16,784,203,860	17.5%	16.82	14.31	-2.51	-14.9%
Jackson	1,178,725,268	1,274,703,187	8.1%	15.31	14.16	-1.15	-7.5%
Jefferson	436,094,313	473,619,028	8.6%	19.57	18.02	-1.55	-7.9%
Lafayette	171,797,608	188,594,521	9.8%	18.61	16.95	-1.66	-8.9%
Lake	14,297,179,504	15,433,665,863	7.9%	18.32	16.97	-1.35	-7.4%
Lee	63,982,337,148	72,548,672,888	13.4%	18.68	16.47	-2.21	-11.8%
Leon	12,662,323,180	14,415,979,752	13.8%	20.41	17.93	-2.48	-12.2%
Levy	1,615,119,331	1,854,457,529	14.8%	18.94	16.50	-2.44	-12.9%
Liberty	212,040,061	225,144,523	6.2%	16.49	15.53	-0.96	-5.8%
Madison	515,584,258	547,933,989	6.3%	18.13	17.06	-1.07	-5.9%
Manatee	24,773,851,045	29,207,687,041	17.9%	18.28	15.50	-2.77	-15.2%
Marion	13,057,730,937	14,537,589,961	11.3%	18.05	16.22	-1.84	-10.2%
Martin	17,698,917,926	22,351,393,396	26.3%	17.12	13.55	-3.56	-20.8%
Monroe	21,688,844,165	26,052,262,738	20.1%	9.37	7.80	-1.57	-16.7%
Nassau	5,954,234,993	6,765,787,252	13.6%	17.78	15.65	-2.13	-12.0%
Okaloosa	13,607,497,614	15,536,991,954	14.2%	15.06	13.19	-1.87	-12.4%
Okechobee	1,856,688,966	2,056,787,583	10.8%	17.44	15.74	-1.70	-9.7%
Orange	75,373,932,205	82,622,569,512	9.6%	18.65	17.01	-1.64	-8.8%
Osceola	16,192,861,394	17,271,077,767	6.7%	17.52	16.42	-1.09	-6.2%
Palm Beach	130,344,516,337	159,358,792,358	22.3%	20.74	16.96	-3.78	-18.2%
Pasco	19,949,523,770	23,540,263,236	18.0%	17.06	14.45	-2.60	-15.3%
Pinellas	62,890,342,232	78,547,755,134	24.9%	22.40	17.94	-4.47	-19.9%
Polk	23,855,176,388	26,452,630,100	10.9%	19.99	18.02	-1.96	-9.8%
Putnam	3,182,606,632	3,535,955,940	11.1%	20.40	18.37	-2.04	-10.0%
Saint Johns	17,464,649,690	20,578,007,039	17.8%	15.65	13.28	-2.37	-15.1%
Saint Lucie	17,680,678,583	20,768,901,571	17.5%	23.42	19.94	-3.48	-14.9%
Santa Rosa	6,702,089,926	7,656,504,625	14.2%	14.90	13.05	-1.86	-12.5%
Sarasota	46,435,842,068	56,164,789,100	21.0%	15.17	12.54	-2.63	-17.3%
Seminole	24,116,900,198	28,284,871,291	17.3%	17.63	15.03	-2.60	-14.7%
Sumter	3,409,984,352	3,917,533,643	14.9%	16.87	14.68	-2.19	-13.0%
Suwannee	1,139,998,279	1,303,956,347	14.4%	19.19	16.78	-2.41	-12.6%
Taylor	1,116,616,469	1,179,346,528	5.6%	18.03	17.07	-0.96	-5.3%
Union	187,254,135	209,015,811	11.6%	19.73	17.67	-2.05	-10.4%
Volusia	30,002,303,241	36,263,552,590	20.9%	22.77	18.84	-3.93	-17.3%
Wakulla	1,158,819,798	1,376,839,925	18.8%	17.12	14.41	-2.71	-15.8%
Walton	12,823,805,149	13,565,047,096	5.8%	9.81	9.28	-0.54	-5.5%
Washington	652,227,331	672,754,594	3.1%	18.75	18.18	-0.57	-3.1%
	1,315,193,484,802	1,561,508,235,098	18.7%	19.60	16.51	-3.09	-15.8%

Table 12
2006 Taxable Value - Actual and Without Save Our Homes
% Millage Reduction To Raise Same Revenue On Roll Without Save Our Homes

	2006 Taxable Value			
	Actual $	Without SOH $	% Increase	% Millage Reduction That Would Raise Same Revenue W/O SOH
	(1)	(2)	(3)	(4)
Alachua	11,357,500,164	13,219,225,224	16.4%	-14.1%
Baker	699,206,345	827,424,713	18.3%	-15.5%
Bay	18,869,456,228	21,918,359,465	16.2%	-13.9%
Bradford	809,041,156	941,440,731	16.4%	-14.1%
Brevard	39,294,006,872	53,819,790,842	37.0%	-27.0%
Broward	158,690,637,790	211,507,754,165	33.3%	-25.0%
Calhoun	322,038,098	351,680,275	9.2%	-8.4%
Charlotte	24,321,071,778	29,547,036,351	21.5%	-17.7%
Citrus	11,637,462,135	14,139,226,295	21.5%	-17.7%
Clay	9,122,880,536	11,361,636,827	24.5%	-19.7%
Collier	77,238,074,548	92,936,160,555	20.3%	-16.9%
Columbia	2,314,067,974	2,658,921,655	14.9%	-13.0%
Dade	213,825,364,287	271,403,965,285	26.9%	-21.2%
De Soto	1,758,121,481	2,086,948,494	18.7%	-15.8%
Dixie	591,757,218	653,957,698	10.5%	-9.5%
Duval	51,951,142,035	61,428,459,415	18.2%	-15.4%
Escambia	14,927,916,899	18,198,972,229	21.9%	-18.0%
Flagler	10,886,648,601	12,609,906,382	15.8%	-13.7%
Franklin	4,113,401,327	4,615,306,617	12.2%	-10.9%
Gadsden	1,236,476,463	1,417,923,059	14.7%	-12.8%
Gilchrist	585,689,712	686,133,284	17.1%	-14.6%
Glades	687,621,037	766,863,983	11.5%	-10.3%
Gulf	2,905,749,172	3,207,498,768	10.4%	-9.4%
Hamilton	663,890,212	701,899,029	5.7%	-5.4%
Hardee	1,556,504,727	1,652,108,680	6.1%	-5.8%
Hendry	2,823,903,339	3,174,629,489	12.4%	-11.0%
Hernando	9,901,079,038	12,188,542,656	23.1%	-18.8%
Highlands	5,840,455,726	7,080,197,706	21.2%	-17.5%
Hillsborough	78,793,903,491	98,957,529,654	25.6%	-20.4%
Holmes	424,269,500	463,753,183	9.3%	-8.5%
Indian River	17,930,192,137	21,736,306,897	21.2%	-17.5%
Jackson	1,349,707,707	1,448,625,323	7.3%	-6.8%
Jefferson	518,623,632	574,122,624	10.7%	-9.7%
Lafayette	213,297,993	252,575,124	18.4%	-15.6%
Lake	18,975,642,475	21,921,544,168	15.5%	-13.4%
Lee	89,502,215,901	106,020,658,051	18.5%	-15.6%
Leon	14,675,884,867	17,330,512,075	18.1%	-15.3%
Levy	2,346,565,082	2,845,231,532	21.3%	-17.5%
Liberty	249,946,513	279,654,719	11.9%	-10.6%
Madison	644,263,621	709,368,854	10.1%	-9.2%
Manatee	30,735,678,005	37,563,279,136	22.2%	-18.2%
Marion	17,429,268,825	20,789,220,018	19.3%	-16.2%
Martin	21,541,040,137	28,426,830,046	32.0%	-24.2%
Monroe	26,872,672,507	33,053,098,814	23.0%	-18.7%
Nassau	7,246,175,600	8,377,628,774	15.6%	-13.5%
Okaloosa	18,046,515,116	21,833,858,174	21.0%	-17.3%
Okechobee	2,270,839,361	2,592,058,811	14.1%	-12.4%
Orange	92,367,603,422	107,403,379,443	16.3%	-14.0%
Osceola	21,989,200,577	24,545,764,604	11.6%	-10.4%
Palm Beach	161,252,193,452	209,037,506,037	29.6%	-22.9%
Pasco	25,750,555,212	32,493,297,257	26.2%	-20.8%
Pinellas	75,661,254,861	100,309,941,207	32.6%	-24.6%
Polk	30,014,236,274	35,496,422,447	18.3%	-15.4%
Putnam	3,963,942,355	4,597,252,180	16.0%	-13.8%
Saint Johns	22,129,008,582	26,917,475,094	21.6%	-17.8%
Saint Lucie	24,344,463,819	29,284,094,106	20.3%	-16.9%
Santa Rosa	8,709,973,431	10,627,762,050	22.0%	-18.0%
Sarasota	59,015,112,897	75,370,612,703	27.7%	-21.7%
Seminole	29,886,314,133	38,298,092,970	28.1%	-22.0%
Sumter	4,622,447,404	5,341,494,483	15.6%	-13.5%
Suwannee	1,512,757,217	1,824,023,226	20.6%	-17.1%
Taylor	1,264,231,366	1,343,287,145	6.3%	-5.9%
Union	203,099,015	227,494,441	12.0%	-10.7%
Volusia	38,380,036,066	49,428,144,571	28.8%	-22.4%
Wakulla	1,371,523,210	1,587,121,236	15.7%	-13.6%
Walton	16,515,893,518	17,562,515,384	6.3%	-6.0%
Washington	1,006,872,016	1,065,117,167	5.8%	-5.5%
	1,648,658,586,195	2,053,038,623,600	24.5%	-19.7%

levied by all taxing authorities in the county by the total taxable value in the county. The new aggregate millage rate is calculated for the county based on a roll with no Save Our Homes differential and assumes that the same total taxes are levied. Table 12 is based on the 2006 tax roll. Tax levies, however, are not yet available for 2006. Column (4) shows the percentage by which the millage rate would be reduced if the Save Our Homes differential were eliminated. As discussed above, variation from county to county is considerable. For 2005, the largest millage reduction would be in Brevard County at 4.82 mills (25.8%) and the smallest reduction would be in Hardee County at .41 mills (2.2%) (Table 11, columns (6) and (7)).

IV. The Effect of Save Our Homes on Affordable Housing as Evidenced by Property Tax Data

Data available from property tax sources can be used to cast some light on the issue of affordable housing. Chapter 2006-311, L.O.F., specifically required that this report provide an analysis on the effect of Save Our Homes on affordable housing "as evidenced by the differential tax burden on first-time homestead property owners and long term homestead property owners". Table 13 looks at differences in the assessed value of homesteads based on the purchase date of the homestead. Homestead properties with a sale date between 1999 and 2005 were selected from the 2006 tax roll. Only sales qualified as arms-length by the property appraiser and for which assessed value equaled just value on the immediately following tax roll were included. The $150,000 value on the 2006 tax roll is approximately equal to the statewide median just value of homestead property in that year. The average SOH differentials are based on those for homestead properties in the value range of $100,000 to $250,000. The 2005 statewide average millage rate of 19.6 mills is used even though the 2006 average is likely to be lower.

Table 13
Save Our Homes Affect on Property Taxes
Based on Year Purchased

Bought in:	Just Value	SOH Differential	Assessed Value	HX	Taxable Value	Millage Rate	Ad Valorem Taxes	Monthly Taxes
2005	$150,000		$150,000	$25,000	$125,000	19.6	$2,450	$204
2004	$150,000	$27,281	$122,719	$25,000	$97,719	19.6	$1,915	$160
2003	$150,000	$44,643	$105,357	$25,000	$80,357	19.6	$1,575	$131
2002	$150,000	$55,594	$94,406	$25,000	$69,406	19.6	$1,360	$113
2001	$150,000	$63,236	$86,764	$25,000	$61,764	19.6	$1,211	$101
2000	$150,000	$70,087	$79,913	$25,000	$54,913	19.6	$1,076	$90
1999	$150,000	$73,712	$76,288	$25,000	$51,288	19.6	$1,005	$84

For homes purchased in 2005, Save Our Homes would operate to set just value equal to assessed value in 2006, the first assessment date following the purchase. Monthly taxes on the $150,000 home would be $204. However, for a home with an identical value in 2006 but purchased in 1999, the Save Our Homes differential would equal $73,712, or 49% of the just value. Monthly taxes on this home would be $85, or 42% of the monthly taxes of a similar home purchased in 2005 (after taking into account the $25,000

Table 14

2005 Median Homestead Taxable Value - With and Without Save Our Homes

Affect on Taxes Levied of Removing SOH Assessment Differential

	Homesteads With Just Value = Assessed Value						Homesteads With Just Value > Assessed Value						
		With SOH - Current Law		Without SOH			With SOH - Current Law			Without SOH			
	Median Tax. Value	Aggregate Millage	Taxes Levied	Aggregate Millage	Taxes Levied	Difference	Median Tax. Value	Aggregate Millage	Taxes Levied	Median Tax. Value	Aggregate Millage	Taxes Levied	Difference
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Alachua	$99,414	24.68	$2,454	21.66	$2,153	-$301	$60,114	24.68	$1,484	$91,714	21.66	$1,986	$503
Baker	$65,511	19.88	$1,302	17.30	$1,133	-$169	$26,912	19.88	$535	$42,086	17.30	$728	$193
Bay	$106,272	14.93	$1,587	13.70	$1,456	-$131	$50,581	14.93	$755	$78,365	13.70	$1,074	$318
Bradford	$41,650	19.11	$796	17.65	$735	-$61	$26,270	19.11	$502	$32,441	17.65	$573	$71
Brevard	$129,654	18.70	$2,425	13.89	$1,800	-$625	$60,594	18.70	$1,133	$124,054	13.89	$1,723	$589
Broward	$148,554	23.40	$3,476	18.62	$2,766	-$710	$82,194	23.40	$1,923	$154,164	18.62	$2,870	$947
Calhoun	$19,483	15.96	$311	15.39	$300	-$11	$10,345	15.96	$165	$13,545	15.39	$209	$43
Charlotte	$112,453	15.84	$1,781	13.43	$1,510	-$271	$65,523	15.84	$1,038	$112,499	13.43	$1,510	$473
Citrus	$70,514	18.44	$1,301	16.05	$1,132	-$169	$39,214	18.44	$723	$64,714	16.05	$1,039	$316
Clay	$114,179	17.72	$2,024	15.24	$1,740	-$283	$66,288	17.72	$1,175	$92,549	15.24	$1,411	$236
Collier	$207,829	12.72	$2,645	11.13	$2,313	-$332	$131,930	12.72	$1,679	$213,879	11.13	$2,380	$701
Columbia	$53,323	20.13	$1,073	18.49	$986	-$87	$30,281	20.13	$609	$40,351	18.49	$746	$137
Dade	$152,509	23.06	$3,517	18.88	$2,880	-$637	$79,686	23.06	$1,837	$157,554	18.88	$2,975	$1,138
De Soto	$43,277	18.60	$805	16.99	$735	-$70	$23,906	18.60	$445	$40,102	16.99	$681	$237
Dixie	$14,314	22.21	$318	18.63	$267	-$51	$2,110	22.21	$47	$16,814	18.63	$313	$266-
Duval	$115,614	18.59	$2,149	16.07	$1,858	-$291	$64,187	18.59	$1,193	$96,214	16.07	$1,546	$353
Escambia	$68,364	18.58	$1,270	16.54	$1,131	-$139	$39,104	18.58	$727	$55,224	16.54	$913	$187
Flagler	$114,787	16.31	$1,872	14.33	$1,645	-$227	$80,404	16.31	$1,311	$117,379	14.33	$1,682	$371
Franklin	$85,979	9.28	$798	8.40	$722	-$75	$34,405	9.28	$319	$77,608	8.40	$652	$333
Gadsden	$45,921	19.06	$875	17.45	$801	-$74	$19,674	19.06	$375	$27,015	17.45	$471	$96
Gilchrist	$38,137	19.56	$746	18.19	$694	-$52	$21,824	19.56	$427	$29,775	18.19	$542	$115
Glades	$33,305	21.30	$709	20.12	$670	-$39	$24,959	21.30	$532	$35,947	20.12	$723	$192
Gulf	$86,848	12.56	$1,090	11.20	$973	-$118	$27,009	12.56	$339	$92,973	11.20	$1,041	$702
Hamilton	$23,513	19.02	$447	18.54	$436	-$11	$14,288	19.02	$272	$19,220	18.54	$356	$85
Hardee	$31,000	18.20	$564	17.79	$552	-$13	$16,024	18.20	$292	$22,064	17.79	$393	$101
Hendry	$48,934	21.57	$1,056	19.97	$977	-$78	$25,754	21.57	$556	$42,654	19.97	$852	$296
Hernando	$87,394	19.66	$1,718	16.67	$1,457	-$261	$52,863	19.66	$1,039	$80,697	16.67	$1,346	$306
Highlands	$59,899	19.03	$1,140	16.70	$1,000	-$139	$33,120	19.03	$630	$53,246	16.70	$889	$259
Hillsborough	$121,975	23.27	$2,838	19.55	$2,385	-$453	$68,943	23.27	$1,604	$110,701	19.55	$2,164	$560
Holmes	$22,466	17.89	$402	16.96	$381	-$21	$13,923	17.89	$249	$17,710	16.96	$300	$51
Indian River	$124,944	16.82	$2,101	14.31	$1,788	-$314	$67,114	16.82	$1,129	$110,444	14.31	$1,580	$452
Jackson	$40,286	15.31	$617	14.16	$570	-$46	$17,335	15.31	$265	$24,731	14.16	$350	$85
Jefferson	$41,913	19.57	$820	18.02	$755	-$65	$18,075	19.57	$354	$26,252	18.02	$473	$119
Lafayette	$34,541	18.61	$643	16.95	$585	-$57	$13,721	18.61	$255	$21,910	16.95	$371	$116
Lake	$111,669	18.32	$2,046	16.97	$1,895	-$151	$67,703	18.32	$1,240	$86,765	16.97	$1,472	$232
Lee	$134,194	18.68	$2,506	16.47	$2,210	-$296	$81,654	18.68	$1,525	$129,644	16.47	$2,135	$610
Leon	$108,131	20.41	$2,207	17.93	$1,938	-$268	$75,506	20.41	$1,541	$109,068	17.93	$1,955	$414
Levy	$32,239	18.94	$611	16.50	$532	-$79	$20,143	18.94	$382	$32,735	16.50	$540	$159
Liberty	$21,864	16.49	$361	15.53	$340	-$21	$4,393	16.49	$72	$11,484	15.53	$178	$106

Table 14

2005 Median Homestead Taxable Value - With and Without Save Our Homes

Affect on Taxes Levied of Removing SOH Assessment Differential

	Homesteads With Just Value = Assessed Value						Homesteads With Just Value > Assessed Value						
		With SOH - Current Law		Without SOH			With SOH - Current Law			Without SOH			
	Median Tax. Value	Aggregate Millage	Taxes Levied	Aggregate Millage	Taxes Levied	Difference	Median Tax. Value	Aggregate Millage	Taxes Levied	Median Tax. Value	Aggregate Millage	Taxes Levied	Difference
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Madison	$20,553	18.13	$373	17.06	$351	-$22	$12,703	18.13	$230	$17,760	17.06	$303	$73
Manatee	$159,835	18.28	$2,922	15.50	$2,478	-$444	$85,731	18.28	$1,567	$137,413	15.50	$2,131	$563
Marion	$78,885	18.05	$1,424	16.22	$1,279	-$145	$41,858	18.05	$756	$58,266	16.22	$945	$189
Martin	$192,924	17.12	$3,302	13.55	$2,615	-$687	$97,369	17.12	$1,667	$174,054	13.55	$2,359	$692
Monroe	$355,564	9.37	$3,331	7.80	$2,773	-$558	$167,022	9.37	$1,565	$416,435	7.80	$3,248	$1,683
Nassau	$122,226	17.78	$2,173	15.65	$1,913	-$261	$67,774	17.78	$1,205	$99,800	15.65	$1,562	$357
Okaloosa	$102,239	15.06	$1,540	13.19	$1,348	-$191	$65,267	15.06	$983	$99,534	13.19	$1,313	$330
Okechobee	$67,021	17.44	$1,169	15.74	$1,055	-$114	$33,687	17.44	$587	$55,770	15.74	$878	$290
Orange	$138,506	18.65	$2,583	17.01	$2,356	-$227	$81,315	18.65	$1,516	$117,598	17.01	$2,001	$484
Osceola	$107,614	17.52	$1,885	16.42	$1,767	-$118	$70,607	17.52	$1,237	$95,014	16.42	$1,560	$324
Palm Beach	$187,206	20.74	$3,882	16.96	$3,175	-$707	$93,107	20.74	$1,931	$171,637	16.96	$2,911	$980
Pasco	$105,340	17.06	$1,797	14.45	$1,523	-$274	$48,597	17.06	$829	$80,688	14.45	$1,166	$337
Pinellas	$105,314	22.40	$2,359	17.94	$1,889	-$470	$60,614	22.40	$1,358	$109,614	17.94	$1,966	$608
Polk	$81,294	19.99	$1,625	18.02	$1,465	-$160	$42,720	19.99	$854	$66,054	18.02	$1,191	$337
Putnam	$33,551	20.40	$685	18.37	$616	-$68	$19,073	20.40	$389	$29,198	18.37	$536	$147
Saint Johns	$171,454	15.65	$2,683	13.28	$2,277	-$406	$115,044	15.65	$1,801	$171,654	13.28	$2,280	$480
Saint Lucie	$132,914	23.42	$3,113	19.94	$2,650	-$463	$54,316	23.42	$1,272	$107,414	19.94	$2,142	$870
Santa Rosa	$99,292	14.90	$1,480	13.05	$1,295	-$184	$62,342	14.90	$929	$82,746	13.05	$1,080	$150
Sarasota	$148,114	15.17	$2,246	12.54	$1,857	-$389	$92,184	15.17	$1,398	$151,614	12.54	$1,901	$503
Seminole	$134,382	17.63	$2,369	15.03	$2,020	-$349	$87,777	17.63	$1,547	$130,193	15.03	$1,957	$410
Sumter	$110,177	16.87	$1,859	14.68	$1,618	-$241	$50,740	16.87	$856	$81,545	14.68	$1,197	$341
Suwannee	$36,448	19.19	$700	16.78	$612	-$88	$18,848	19.19	$362	$32,324	16.78	$542	$181
Taylor	$32,655	18.03	$589	17.07	$557	-$31	$15,245	18.03	$275	$20,982	17.07	$358	$83
Union	$32,615	19.73	$643	17.67	$576	-$67	$17,030	19.73	$336	$26,749	17.67	$473	$137
Volusia	$109,093	22.77	$2,484	18.84	$2,055	-$429	$60,205	22.77	$1,371	$102,117	18.84	$1,923	$553
Wakulla	$78,803	17.12	$1,349	14.41	$1,135	-$214	$34,390	17.12	$589	$61,477	14.41	$886	$297
Walton	$109,392	9.81	$1,073	9.28	$1,015	-$59	$40,849	9.81	$401	$61,424	9.28	$570	$169
Washington	$27,406	18.75	$514	18.18	$498	-$16	$18,008	18.75	$338	$21,376	18.18	$389	$51
Statewide	$125,144	19.60	$2,452	16.51	$2,066	-$387	$68,897	19.60	$1,350	$115,784	16.51	$1,911	$561

Notes:
1. Millage rate reductions assume that the same total property tax dollars are levied by all taxing authorities.
2. Homestead value data based only on homesteads coded as single family, mobile home, condominium and cooperative.

homestead exemption). Assuming a mortgage rate of 6.5%, if the 2005 home purchaser could pay taxes equivalent to those paid by the 1999 purchaser, the difference in taxes would translate into allowing the purchase of a house valued at approximately $20,000, or 13%, higher at the same total monthly payment.

Table 14 looks at homesteads on the 2005 tax roll in each county and compares the taxes that would be paid on a homestead with a taxable value equal to the median for the county with and without a Save Our Homes assessment differential. The first block (columns (1) through (6)) looks at only those homesteads where just value equals assessed value. Almost all of these will be homesteads purchased in calendar year 2005. The aggregate millage rate without SOH (column (4)) is taken from Table 11. It is calculated to be the rate for that county that would yield the same tax revenue as is currently levied when applied against a tax roll without Save Our Homes. Statewide, this would result in a millage reduction from 19.60 mills to 16.51 mills. However, as discussed in the previous section, there is considerable variation across counties. For this group of homesteads, where just value equals assessed value, the result of eliminating the SOH differential would be a reduction in average 2005 taxes of $387, or 15.8%, for a median valued home.

The second block in Table 14 (columns (7) through (13)) represents homesteads with a just value greater than assessed value. All of these will be homesteads purchased prior to 2005. The median taxable value for this group is $68,897 compared to $125,144 for the first group. For this group, the result of eliminating the SOH assessment differential would be an increase in 2005 taxes levied of $561, or 41.6%, on the median valued home. Again, there is considerable variation from county to county.

With regard to affordable housing, chapter 2006-311, L.O.F., also stated that this report should look at the effect of Save Our Homes on property taxes paid by non-homestead property owners. For the state as a whole, column (18) in Table 2 shows non-homestead residential property value as a percentage of total taxable value. In 1987, the first year data is available and eight years prior to the implementation of Save Our Homes, non-homestead residential property made up 27.3% of total taxable value. Stated another way, such property paid 27.3% of all property taxes levied that year. By 2006, the proportion of taxable value made up of non-homestead residential property had risen to 35.4%. Table 4 presents similar data, but with the effect of the SOH differential removed. Without the SOH amendment, the proportion of property taxes paid by non-homestead residential property would have risen only slightly above the 1987 level, to 28.4%. These figures are displayed graphically in Charts 2 and 3. County by county figures for 2006 are displayed in Tables 7 and 8. As with all the SOH related county data, there is considerable variation across counties.

V. The Effect of Save Our Homes on the Distribution of School Property Taxes

To analyze the impact of Save Our Homes on public school property taxes, the Department of Education re-calculated 2006 Florida Education Finance Program (FEFP) required local effort millage (RLE) rates based on a tax roll to which the Save Our

Table 15
2006-07 FEFP Second Calculation
Required Local Effort, Equalization to Prior Year Assessment Levels
Required Average Mills = 5.010
Source: Florida Department of Education

	District	2005 School Taxable Value	2005 Assessment Levels	2005 Equalization Factors	2005-06 Unequalized RLE	Equalization Amount	2006 School Taxable Value	2006-07 Millage Rate Adjustment	2006-07 Equalized RLE Mills
		-1-	-2-	-3-	-4-	-5-	-6-	-7-	-8-
1	Alachua	9,675,417,960	96.8	0.011364	48,155,039	547,234	11,357,500,164	0.051	5.061
2	Baker	587,273,020	98.1	(0.002039)	2,922,887	(5,960)	699,206,345	(0.009)	5.001
3	Bay	12,673,450,592	94.3	0.038176	63,076,397	2,408,005	18,869,456,228	0.134	5.144
4	Bradford	681,685,195	100.1	(0.021978)	3,392,781	(74,567)	809,041,156	(0.097)	4.913
5	Brevard	31,028,487,900	99.2	(0.013105)	154,430,336	(2,023,810)	39,294,006,872	(0.054)	4.956
6	Broward	133,596,083,095	98.3	(0.004069)	664,914,385	(2,705,537)	158,690,637,790	(0.018)	4.992
7	Calhoun	279,385,618	102.3	(0.043011)	1,390,516	(59,807)	322,038,098	(0.195)	4.815
8	Charlotte	16,124,095,741	98.5	(0.006091)	80,250,431	(488,805)	24,321,071,778	(0.021)	4.989
9	Citrus	8,724,672,100	97.8	0.001022	43,423,129	44,378	11,637,462,135	0.004	5.014
10	Clay	7,482,833,967	97.7	0.002047	37,242,439	76,235	9,122,880,536	0.009	5.019
11	Collier	61,468,215,721	99.5	(0.016080)	305,930,383	(4,919,361)	77,238,074,548	(0.067)	4.943
12	Columbia	1,889,280,479	98.7	(0.008105)	9,403,043	(76,212)	2,314,067,974	(0.035)	4.975
13	Miami-Dade	176,848,473,603	98.0	(0.001020)	880,183,696	(897,787)	213,825,364,287	(0.004)	5.006
14	DeSoto	1,153,866,024	96.9	0.010320	5,742,849	59,266	1,758,121,481	0.035	5.045
15	Dixie	487,228,032	101.4	(0.034517)	2,424,958	(83,702)	591,757,218	(0.149)	4.861
16	Duval	45,840,730,147	99.4	(0.015091)	228,151,606	(3,443,036)	51,951,142,035	(0.070)	4.940
17	Escambia	11,613,884,200	95.0	0.030526	57,802,882	1,764,491	14,927,916,899	0.124	5.134
18	Flagler	7,932,905,478	96.2	0.017672	39,482,467	697,734	10,886,648,601	0.067	5.077
19	Franklin	3,338,590,113	101.8	(0.038310)	16,616,330	(636,572)	4,113,401,327	(0.163)	4.847
20	Gadsden	1,075,425,071	96.2	0.017672	5,352,444	94,588	1,236,476,463	0.081	5.091
21	Gilchrist	460,190,914	97.4	0.005133	2,290,393	11,757	570,275,461	0.022	5.032
22	Glades	560,473,719	103.9	(0.057748)	2,789,506	(161,088)	683,411,698	(0.248)	4.762
23	Gulf	2,653,137,446	102.1	(0.041136)	13,204,798	(543,193)	2,905,749,172	(0.197)	4.813
24	Hamilton	576,993,930	97.3	0.006166	2,871,728	17,707	663,890,212	0.028	5.038
25	Hardee	1,386,469,976	100.2	(0.022954)	6,900,530	(158,395)	1,556,504,727	(0.107)	4.903
26	Hendry	1,925,247,836	96.0	0.019792	9,582,055	189,648	2,823,903,339	0.071	5.081
27	Hernando	7,668,136,229	97.9	0.000000	38,164,697	0	9,901,079,038	0.000	5.010
28	Highlands	4,172,230,426	93.7	0.044824	20,765,897	930,811	5,840,455,726	0.168	5.178
29	Hillsborough	64,575,411,915	96.7	0.012410	321,395,054	3,988,513	78,793,903,491	0.053	5.063
30	Holmes	347,605,597	97.8	0.001022	1,731,046	1,769	424,269,500	0.004	5.014
31	Indian River	14,279,412,670	99.3	(0.014099)	71,069,351	(1,002,007)	17,930,192,137	(0.059)	4.951
32	Jackson	1,178,725,268	100.1	(0.021978)	5,866,575	(128,936)	1,349,707,707	(0.101)	4.909
33	Jefferson	436,094,313	101.4	(0.034517)	2,170,463	(74,918)	518,623,632	(0.152)	4.858
34	Lafayette	171,797,608	98.3	(0.004069)	855,045	(3,479)	213,297,993	(0.017)	4.993
35	Lake	14,297,179,504	100.2	(0.022954)	71,157,777	(1,633,356)	18,975,642,475	(0.091)	4.919
36	Lee	63,982,337,148	96.8	0.011364	318,443,291	3,618,790	89,502,215,901	0.043	5.053
37	Leon	12,662,323,180	94.4	0.037076	63,021,016	2,336,567	14,675,884,867	0.168	5.178
38	Levy	1,615,119,331	99.5	(0.016080)	8,038,530	(129,260)	2,346,565,082	(0.058)	4.952
39	Liberty	212,040,061	95.4	0.026205	1,055,334	27,655	249,946,513	0.116	5.126
40	Madison	515,584,258	97.9	0.000000	2,566,089	0	644,263,621	0.000	5.010
41	Manatee	24,776,638,775	99.2	(0.013105)	123,315,565	(1,616,050)	30,735,678,005	(0.055)	4.955
42	Marion	13,057,730,937	95.5	0.025131	64,988,980	1,633,238	17,429,268,825	0.099	5.109
43	Martin	17,698,917,926	100.1	(0.021978)	88,088,399	(1,936,007)	21,343,775,570	(0.095)	4.915
44	Monroe	21,688,844,165	98.6	(0.007099)	107,946,462	(766,312)	26,872,672,507	(0.030)	4.980
45	Nassau	5,954,234,993	97.3	0.006166	29,634,525	182,726	7,246,175,600	0.027	5.037
46	Okaloosa	13,607,497,614	94.4	0.037076	67,725,196	2,510,979	18,046,515,116	0.146	5.156
47	Okeechobee	1,856,688,966	98.0	(0.001020)	9,240,834	(9,426)	2,270,839,361	(0.004)	5.006
48	Orange	75,373,932,205	99.2	(0.013105)	375,139,829	(4,916,207)	92,367,603,422	(0.056)	4.954
49	Osceola	16,192,861,394	97.6	0.003074	80,592,681	247,742	21,989,200,577	0.012	5.022
50	Palm Beach	130,344,516,337	96.1	0.018730	648,731,175	12,150,735	161,252,193,452	0.079	5.089
51	Pasco	19,949,523,770	100.1	(0.021978)	99,289,777	(2,182,191)	25,750,555,212	(0.089)	4.921
52	Pinellas	62,890,342,232	97.1	0.008239	313,008,378	2,578,876	75,661,254,861	0.036	5.046
53	Polk	23,855,176,388	97.9	0.000000	118,728,406	0	30,014,236,274	0.000	5.010
54	Putnam	3,182,606,632	97.8	0.001022	15,839,992	16,188	3,963,942,355	0.004	5.014
55	St. Johns	17,464,649,690	97.4	0.005133	86,922,435	446,173	22,129,008,582	0.021	5.031
56	St. Lucie	17,680,678,583	96.6	0.013458	87,997,621	1,184,272	24,344,463,819	0.051	5.061
57	Santa Rosa	6,702,089,926	97.0	0.009278	33,356,637	309,483	8,709,973,431	0.037	5.047
58	Sarasota	46,469,418,881	101.6	(0.036417)	231,280,621	(8,422,546)	59,015,112,897	(0.150)	4.860
59	Seminole	24,116,900,198	98.1	(0.002039)	120,031,018	(244,743)	29,886,314,133	(0.009)	5.001
60	Sumter	3,409,984,352	94.3	0.038176	16,971,663	647,910	4,622,447,404	0.148	5.158
61	Suwannee	1,159,998,279	97.3	0.006166	5,673,828	34,985	1,512,757,217	0.024	5.034
62	Taylor	1,116,616,469	112.7	(0.131322)	5,557,456	(729,816)	1,264,231,366	(0.608)	4.402
63	Union	187,254,135	97.4	0.005133	931,973	4,784	203,099,015	0.025	5.035
64	Volusia	30,002,303,241	98.5	(0.004069)	149,322,963	(607,595)	38,380,036,066	(0.017)	4.993
65	Wakulla	1,158,819,798	95.9	0.020855	5,767,504	120,281	1,371,523,210	0.092	5.102
66	Walton	12,823,805,149	90.9	0.077008	63,824,719	4,915,014	16,515,893,518	0.313	5.323
67	Washington	652,227,331	103.5	(0.054106)	3,246,168	(175,637)	1,006,872,016	(0.184)	4.826
68	Washington Special	0	0.0	0.000000	0	0	0	0.000	0.000
69	FAMU Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
70	FAU Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
71	FSU Lab - Broward	0	0.0	0.000000	0	0	0	0.000	0.000
72	FSU Lab - Leon	0	0.0	0.000000	0	0	0	0.000	0.000
73	UF Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
74	Virtual School	0	0.0	0.000000	0	0	0	0.000	0.000
	State	1,319,533,253,751	97.9		6,567,382,978	2,942,216	1,648,441,698,038		5.010

Table 16
2006-07 FEFP Second Calculation
Required Local Effort, 90% Adjustment, Millage, and Total
Source: Florida Department of Education

	District	2006 Tax Roll	Unequalized Required Local Effort	Gross State & Local FEFP	90% Gross State & Local FEFP	Unequalized RLE Amount Above 90% FEFP	Equalized or Average Millage	Less: Millage to 90%	2006-07 Adjusted RLE Millage	2006-07 Total Required Local Effort
		-1-	-2-	-3-	-4-	-5-	-6-	-7-	-8-	-9-
1	Alachua	11,357,500,164	54,606,293	149,040,138	134,136,124	0	5.061	0	5.061	54,606,293
2	Baker	699,206,345	3,321,894	25,638,672	23,074,805	0	5.001	0	5.001	3,321,894
3	Bay	18,869,456,228	92,211,259	137,532,410	123,779,169	0	5.144	0	5.144	92,211,259
4	Bradford	809,041,156	3,776,078	19,796,730	17,817,057	0	4.913	0	4.913	3,776,078
5	Brevard	39,294,006,872	185,004,043	389,551,177	350,596,059	0	4.956	0	4.956	185,004,043
6	Broward	158,690,637,790	752,574,481	1,390,735,153	1,251,661,638	0	4.992	0	4.992	752,574,481
7	Calhoun	322,038,098	1,473,083	13,021,728	11,719,555	0	4.815	0	4.815	1,473,083
8	Charlotte	24,321,071,778	115,270,936	87,949,857	79,154,871	36,116,065	4.989	1.563	3.426	79,157,792
9	Citrus	11,637,462,135	55,432,723	79,511,709	71,560,538	0	5.014	0	5.014	55,432,723
10	Clay	9,122,880,536	43,498,351	190,121,829	171,109,646	0	5.019	0	5.019	43,498,351
11	Collier	77,238,074,548	362,698,412	240,917,353	216,825,618	145,872,794	4.943	1.988	2.955	216,826,585
12	Columbia	2,314,067,974	10,936,864	54,050,151	48,645,136	0	4.975	0	4.975	10,936,864
13	Miami-Dade	213,825,364,287	1,016,889,285	1,897,859,483	1,708,073,535	0	5.006	0	5.006	1,016,889,285
14	DeSoto	1,758,121,481	8,426,237	27,099,589	24,389,630	0	5.045	0	5.045	8,426,237
15	Dixie	591,757,218	2,732,705	11,269,112	10,142,201	0	4.861	0	4.861	2,732,705
16	Duval	51,951,142,035	243,806,710	672,743,984	605,469,586	0	4.940	0	4.940	243,806,710
17	Escambia	14,927,916,899	72,807,929	213,459,156	192,113,240	0	5.134	0	5.134	72,807,929
18	Flagler	10,886,648,601	52,507,939	60,768,136	54,691,322	0	5.077	0	5.077	52,507,939
19	Franklin	4,113,401,327	18,940,773	6,263,158	5,636,842	13,303,931	4.847	3.405	1.442	5,634,948
20	Gadsden	1,236,476,463	5,980,157	33,154,009	29,838,608	0	5.091	0	5.091	5,980,157
21	Gilchrist	570,275,461	2,726,145	16,006,539	14,405,885	0	5.032	0	5.032	2,726,145
22	Glades	683,411,698	3,091,686	7,386,914	6,648,223	0	4.762	0	4.762	3,091,686
23	Gulf	2,905,749,172	13,286,102	10,486,975	9,438,278	3,847,824	4.813	1.394	3.419	9,438,019
24	Hamilton	663,890,212	3,177,445	10,226,493	9,203,844	0	5.038	0	5.038	3,177,445
25	Hardee	1,556,504,727	7,249,966	26,195,145	23,575,631	0	4.903	0	4.903	7,249,966
26	Hendry	2,823,903,339	13,630,840	40,137,924	36,124,132	0	5.081	0	5.081	13,630,840
27	Hernando	9,901,079,038	47,124,186	114,574,927	103,117,434	0	5.010	0	5.010	47,124,186
28	Highlands	5,840,455,726	28,729,786	62,540,631	56,286,568	0	5.178	0	5.178	28,729,786
29	Hillsborough	78,793,903,491	378,986,857	1,031,669,734	928,502,761	0	5.063	0	5.063	378,986,857
30	Holmes	424,269,500	2,020,923	17,795,037	16,015,533	0	5.014	0	5.014	2,020,923
31	Indian River	17,930,192,137	84,333,762	86,131,717	77,518,545	6,815,217	4.951	0.4	4.551	77,520,289
32	Jackson	1,349,707,707	6,294,429	39,031,327	35,128,194	0	4.909	0	4.909	6,294,429
33	Jefferson	518,623,632	2,393,500	6,884,173	6,195,756	0	4.858	0	4.858	2,393,500
34	Lafayette	213,297,993	1,011,747	5,717,239	5,145,515	0	4.993	0	4.993	1,011,747
35	Lake	18,975,642,475	88,674,126	196,145,669	176,531,102	0	4.919	0	4.919	88,674,126
36	Lee	89,502,215,901	429,641,962	416,425,549	374,782,994	54,858,968	5.053	0.645	4.408	374,799,479
37	Leon	14,675,884,867	72,192,145	175,049,900	157,544,910	0	5.178	0	5.178	72,192,145
38	Levy	2,346,565,082	11,039,181	33,516,395	30,164,756	0	4.952	0	4.952	11,039,181
39	Liberty	249,946,513	1,217,165	8,544,405	7,689,965	0	5.126	0	5.126	1,217,165
40	Madison	644,263,621	3,066,373	16,481,381	14,833,243	0	5.010	0	5.010	3,066,373
41	Manatee	30,735,678,005	144,680,520	220,420,181	198,378,163	0	4.955	0	4.955	144,680,520
42	Marion	17,429,268,825	84,593,828	216,109,856	194,498,870	0	5.109	0	5.109	84,593,828
43	Martin	21,343,775,570	99,659,424	93,387,112	84,048,401	15,611,023	4.915	0.77	4.145	84,046,452
44	Monroe	26,872,672,507	127,134,614	43,090,582	38,781,524	88,353,090	4.980	3.461	1.519	38,778,610
45	Nassau	7,246,175,600	34,674,037	55,201,713	49,681,542	0	5.037	0	5.037	34,674,037
46	Okaloosa	18,046,515,116	88,395,440	155,983,009	140,384,708	0	5.156	0	5.156	88,395,440
47	Okeechobee	2,270,839,361	10,799,431	37,823,549	34,041,194	0	5.006	0	5.006	10,799,431
48	Orange	92,367,603,422	434,709,652	951,232,639	856,109,375	0	4.954	0	4.954	434,709,652
49	Osceola	21,989,200,577	104,908,277	271,857,027	244,671,324	0	5.022	0	5.022	104,908,277
50	Palm Beach	161,252,193,452	779,581,792	921,898,203	829,708,383	0	5.089	0	5.089	779,581,792
51	Pasco	25,750,555,212	120,382,558	341,013,819	306,912,437	0	4.921	0	4.921	120,382,558
52	Pinellas	75,661,254,861	362,697,357	580,381,999	522,343,799	0	5.046	0	5.046	362,697,357
53	Polk	30,014,236,274	142,852,758	479,988,607	431,989,746	0	5.010	0	5.010	142,852,758
54	Putnam	3,963,942,355	18,881,447	61,307,770	55,176,993	0	5.014	0	5.014	18,881,447
55	St. Johns	22,129,008,582	105,764,490	133,297,119	119,967,407	0	5.031	0	5.031	105,764,490
56	St. Lucie	24,344,463,819	117,046,965	189,454,293	170,508,864	0	5.061	0	5.061	117,046,965
57	Santa Rosa	8,709,973,431	41,761,274	123,989,584	111,590,626	0	5.047	0	5.047	41,761,274
58	Sarasota	59,015,112,897	272,472,776	225,680,084	203,112,076	69,360,700	4.860	1.237	3.623	203,121,166
59	Seminole	29,886,314,133	141,988,384	350,669,452	315,602,507	0	5.001	0	5.001	141,988,384
60	Sumter	4,622,447,404	22,650,455	37,149,193	33,434,274	0	5.158	0	5.158	22,650,455
61	Suwannee	1,512,757,217	7,234,459	28,319,077	25,487,169	0	5.034	0	5.034	7,234,459
62	Taylor	1,264,231,366	5,286,889	15,869,936	14,282,942	0	4.402	0	4.402	5,286,889
63	Union	203,099,015	971,473	12,155,417	10,939,875	0	5.035	0	5.035	971,473
64	Volusia	38,380,056,066	182,049,944	338,232,016	304,408,814	0	4.993	0	4.993	182,049,944
65	Wakulla	1,371,523,210	6,647,636	25,633,029	23,069,726	0	5.102	0	5.102	6,647,636
66	Walton	16,515,893,518	83,518,396	30,280,738	27,252,664	56,265,732	5.323	3.586	1.737	27,253,702
67	Washington	1,006,872,016	4,616,206	18,547,991	16,693,192	0	4.826	0	4.826	4,616,206
68	Washington Special	0	0	3,841,613	3,457,452	0	0.000	0	0.000	0
69	FAMU Lab School	0	0	3,011,624	2,710,462	0	0.000	0	0.000	0
70	FAU Lab School	0	0	3,847,463	3,462,717	0	0.000	0	0.000	0
71	FSU Lab - Broward	0	0	3,476,448	3,128,803	0	0.000	0	0.000	0
72	FSU Lab - Leon	0	0	9,065,643	8,159,079	0	0.000	0	0.000	0
73	UF Lab School	0	0	6,745,525	6,070,973	0	0.000	0	0.000	0
74	Virtual School	0	0	31,390,496	28,251,446	0	0.000	0	0.000	0
	State	1,648,441,698,038	7,848,744,960	14,041,784,415	12,637,605,976	490,405,344				7,358,364,845

Homes assessment differential had been added back. Tables 15 and 16 present the 2006 RLE calculations under current law. The statewide RLE millage rate necessary to collect the local property tax contribution amount specified by the Legislature in the General Appropriations Act is 5.010 mills. This rate varies by county (see Table 15, columns 7 and 8) because of an adjustment in the calculation formula to equalize the millage based on the previous year's level of assessment. Because of this adjustment, rates vary from a high of 5.323 to a low of 4.402. A second RLE millage rate adjustment is made for school districts in which the RLE would collect more than 90% of total FEFP funds for the district. In these districts, the RLE millage is lowered so that only 90% of the total funding comes from the property tax. In 2006, ten school districts had their RLE millage reduced due to this provision. Reductions varied from .4 mills in Indian River County to 3.568 mills in Walton County.

Tables 17 and 18 present similar FEFP calculations, but are based on a tax roll in which the SOH assessment growth limitation has been eliminated. Statewide, this adds $404.4 billion, or 24.5%, to the tax roll. As a result, the statewide RLE millage that would collect the same total dollars specified in the General Appropriations Act is reduced 20.2% to 3.997 mills. Since the total dollar collection amount is the same, the effect of eliminating the Save Our Homes assessment limitation would result only in a redistribution of effort among counties. The total amount of this redistribution in dollar and percentage terms can be seen in columns 11 and 12 of Table 19.

With regard to the level of assessment equalization factor, since it is based on a dollar amount calculated from the previous tax roll, there would be no difference in the revenue collected from each school district in 2006. In future years, however, the distribution of this amount would change in the same way as the distribution of the total RLE amount.

In general, the redistribution of the RLE among counties is proportional to the change in the roll due to eliminating the SOH assessment growth limitation. Counties in which the elimination of the SOH assessment growth limitation results in a change in taxable value greater than the statewide average would experience a reduction in required local effort dollars levied and counties with a roll change less than the statewide average would see an increase in their RLE contribution. This can be seen in a comparison of columns 4 and 12 in Table 19.

Exceptions to the general rule are the 10 counties in which the RLE millage is reduced to the rate that would collect only 90% of the total FEFP funds for the school district. These counties would see no change in the total property tax revenue contributed to the FEFP, but would see a reduction in the millage required due to the fact that the tax roll is now higher. Again, this reduction would be proportional to the taxable value added due to the elimination of the SOH assessment growth limitation. At least for 2006, the number of counties that qualify under the FEFP's 90% provision would not be changed as a result of eliminating the SOH assessment growth limitation.

Table 17
Save Our Homes (SOH) Impact Analysis
Calculation of RLE Millage when SOH Differential Added to 2006 Taxable Value
Required Average Mills = 3.997
Source: Florida Department of Education

	District	2005 School Taxable Value -1-	2005 Assessment Levels -2-	2005 Equalization Factors -3-	2005-06 Unequalized RLE -4-	Equalization Amount -5-	2006 School Taxable Value (SOH Diff. Included) -6-	2006-07 Millage Rate Adjustment -7-	2006-07 Equalized RLE Mills -8-
1	Alachua	9,675,417,960	96.8	0.011364	48,155,039	547,234	13,219,225,224	0.044	4.041
2	Baker	587,273,020	98.1	(0.002039)	2,922,887	(5,960)	827,424,713	(0.008)	3.989
3	Bay	12,673,450,592	94.3	0.038176	63,076,397	2,408,005	21,918,359,465	0.116	4.113
4	Bradford	681,685,195	100.1	(0.021978)	3,392,781	(74,567)	941,440,731	(0.083)	3.914
5	Brevard	31,028,487,900	99.2	(0.013105)	154,430,336	(2,023,810)	53,819,790,842	(0.040)	3.957
6	Broward	133,596,083,095	98.3	(0.004069)	664,914,385	(2,705,537)	211,507,754,165	(0.013)	3.984
7	Calhoun	279,385,618	102.3	(0.043011)	1,390,516	(59,807)	351,680,275	(0.179)	3.818
8	Charlotte	16,124,095,741	98.5	(0.006091)	80,250,431	(488,805)	29,547,036,351	(0.017)	3.980
9	Citrus	8,724,672,100	97.8	0.001022	43,423,129	44,378	14,139,226,295	0.003	4.000
10	Clay	7,482,833,967	97.7	0.002047	37,242,439	76,235	11,361,636,827	0.007	4.004
11	Collier	61,468,215,721	99.5	(0.016080)	305,930,383	(4,919,361)	92,936,160,555	(0.056)	3.941
12	Columbia	1,889,280,479	98.7	(0.008105)	9,403,043	(76,212)	2,658,921,655	(0.030)	3.967
13	Miami-Dade	176,848,473,603	98.0	(0.001020)	880,183,696	(897,787)	271,403,965,285	(0.003)	3.994
14	DeSoto	1,153,866,024	96.9	0.010320	5,742,849	59,266	2,086,948,494	0.030	4.027
15	Dixie	487,228,032	101.4	(0.034517)	2,424,958	(83,702)	653,957,698	(0.135)	3.862
16	Duval	45,840,730,147	99.4	(0.015091)	228,151,606	(3,443,036)	61,428,459,415	(0.059)	3.938
17	Escambia	11,613,884,200	95.0	0.030526	57,802,882	1,764,491	18,198,972,229	0.102	4.099
18	Flagler	7,932,905,478	96.2	0.017672	39,482,467	697,734	12,609,906,382	0.058	4.055
19	Franklin	3,338,590,113	101.8	(0.038310)	16,616,330	(636,572)	4,615,306,617	(0.145)	3.852
20	Gadsden	1,075,425,071	96.2	0.017672	5,352,444	94,588	1,417,923,059	0.070	4.067
21	Gilchrist	460,190,914	97.4	0.005133	2,290,393	11,757	670,719,033	0.018	4.015
22	Glades	560,473,719	103.9	(0.057748)	2,789,506	(161,088)	762,654,644	(0.222)	3.775
23	Gulf	2,653,137,446	102.1	(0.041136)	13,204,798	(543,193)	3,207,498,768	(0.178)	3.819
24	Hamilton	576,993,930	97.3	0.006166	2,871,728	17,707	701,899,029	0.027	4.024
25	Hardee	1,386,469,976	100.2	(0.022954)	6,900,530	(158,395)	1,652,108,680	(0.101)	3.896
26	Hendry	1,925,247,836	96.0	0.019792	9,582,055	189,648	3,174,629,489	0.063	4.060
27	Hernando	7,668,136,229	97.9	0.000000	38,164,697	0	12,188,542,656	0.000	3.997
28	Highlands	4,172,330,426	93.7	0.044824	20,765,897	930,811	7,080,197,706	0.138	4.135
29	Hillsborough	64,575,411,915	96.7	0.012410	321,395,054	3,988,513	98,957,529,654	0.042	4.039
30	Holmes	347,805,597	97.8	0.001022	1,731,046	1,769	463,753,183	0.004	4.001
31	Indian River	14,279,412,670	99.3	(0.014099)	71,069,351	(1,002,007)	21,736,306,897	(0.049)	3.948
32	Jackson	1,178,725,268	100.1	(0.021978)	5,866,575	(128,936)	1,448,625,323	(0.094)	3.903
33	Jefferson	436,094,313	101.4	(0.034517)	2,170,463	(74,918)	574,122,624	(0.137)	3.860
34	Lafayette	171,797,608	98.3	(0.004069)	855,045	(3,479)	252,575,124	(0.014)	3.983
35	Lake	14,297,179,504	100.2	(0.022954)	71,157,777	(1,633,356)	21,921,544,168	(0.078)	3.919
36	Lee	63,982,337,148	96.8	0.011364	318,443,291	3,618,790	106,020,658,051	0.036	4.033
37	Leon	12,662,323,180	94.4	0.037076	63,021,016	2,336,567	17,330,512,075	0.142	4.139
38	Levy	1,615,119,331	99.5	(0.016080)	8,038,530	(129,260)	2,845,231,532	(0.048)	3.949
39	Liberty	212,040,061	95.4	0.026205	1,055,334	27,655	279,654,719	0.104	4.101
40	Madison	515,584,258	97.9	0.000000	2,566,089	0	709,368,854	0.000	3.997
41	Manatee	24,776,838,775	99.2	(0.013105)	123,315,565	(1,616,050)	37,563,279,136	(0.045)	3.952
42	Marion	13,057,730,937	95.5	0.025131	64,988,980	1,633,238	20,789,220,018	0.083	4.080
43	Martin	17,698,917,926	100.1	(0.021978)	88,088,399	(1,936,007)	28,229,565,479	(0.072)	3.925
44	Monroe	21,688,844,165	98.6	(0.007099)	107,946,462	(766,312)	33,053,098,814	(0.024)	3.973
45	Nassau	5,954,234,993	97.3	0.006166	29,634,525	182,726	8,377,628,774	0.023	4.020
46	Okaloosa	13,607,497,614	94.4	0.037076	67,725,196	2,510,979	21,833,858,174	0.121	4.118
47	Okeechobee	1,856,688,966	98.0	(0.001020)	9,240,834	(9,426)	2,592,058,811	(0.004)	3.993
48	Orange	75,373,932,205	99.2	(0.013105)	375,139,829	(4,916,207)	107,403,379,443	(0.048)	3.949
49	Osceola	16,192,861,394	97.6	0.003074	80,592,681	247,742	24,545,764,604	0.011	4.008
50	Palm Beach	130,344,516,337	96.1	0.018730	648,731,175	12,150,735	209,037,506,037	0.061	4.058
51	Pasco	19,949,523,770	100.1	(0.021978)	99,289,777	(2,182,191)	32,493,297,257	(0.071)	3.926
52	Pinellas	62,890,342,232	97.1	0.008239	313,008,378	2,578,876	100,309,941,207	0.027	4.024
53	Polk	23,855,176,388	97.9	0.000000	118,728,406	0	35,496,422,447	0.000	3.997
54	Putnam	3,182,606,632	97.8	0.001022	15,829,992	16,188	4,597,252,180	0.004	4.001
55	St. Johns	17,464,649,690	97.4	0.005133	86,922,435	446,173	26,917,475,094	0.017	4.014
56	St. Lucie	17,680,678,583	96.6	0.013458	87,997,621	1,184,272	29,284,094,106	0.043	4.040
57	Santa Rosa	6,702,089,926	97.0	0.009278	33,356,637	309,483	10,627,762,050	0.031	4.028
58	Sarasota	46,469,418,881	101.6	(0.036417)	231,280,621	(8,422,546)	75,370,612,703	(0.118)	3.879
59	Seminole	24,116,900,198	98.1	(0.002039)	120,031,018	(244,743)	38,298,092,970	(0.007)	3.990
60	Sumter	3,409,984,352	94.3	0.038176	16,971,663	647,910	5,341,494,483	0.128	4.125
61	Suwannee	1,139,998,279	97.3	0.006166	5,673,828	34,985	1,824,023,226	0.020	4.017
62	Taylor	1,116,616,469	112.7	(0.131322)	5,557,456	(729,816)	1,343,287,145	(0.572)	3.425
63	Union	187,254,135	97.4	0.005133	931,973	4,784	227,494,441	0.022	4.019
64	Volusia	30,002,303,241	98.3	(0.004069)	149,322,963	(607,595)	49,428,144,571	(0.013)	3.984
65	Wakulla	1,158,819,798	95.9	0.020855	5,767,504	120,281	1,587,121,236	0.080	4.077
66	Walton	12,823,805,149	90.9	0.077008	63,824,719	4,915,014	17,562,515,384	0.295	4.292
67	Washington	652,227,331	103.5	(0.054106)	3,246,168	(175,637)	1,065,117,167	(0.174)	3.823
68	Washington Special	0	0.0	0.000000	0	0	0	0.000	0.000
69	FAMU Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
70	FAU Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
71	FSU Lab - Broward	0	0.0	0.000000	0	0	0	0.000	0.000
72	FSU Lab - Leon	0	0.0	0.000000	0	0	0	0.000	0.000
73	UF Lab School	0	0.0	0.000000	0	0	0	0.000	0.000
74	Virtual School	0	0.0	0.000000	0	0	0	0.000	0.000
	State	1,319,533,253,751	97.9		6,567,382,978	2,942,216	2,052,821,735,443		3.997

Table 18
Save Our Homes (SOH) Impact Analysis
Calculation of RLE Millage and Tax when SOH Differential Added to 2006 Taxable Value
Source: Florida Department of Education

	District	2006 Tax Roll (SOH Diff. Included)	Unequalized Required Local Effort	Gross State & Local FEFP	90% Gross State & Local FEFP	Unequalized RLE Amount Above 90% FEFP	Equalized or Average Millage	Less: Millage to 90%	2006-07 Adjusted RLE Millage	2006-07 Total Required Local Effort
		-1-	-2-	-3-	-4-	-5-	-6-	-7-	-8-	-9-
1	Alachua	13,219,225,224	50,747,945	149,040,138	134,136,124	0	4.041	0	4.041	50,747,945
2	Baker	827,424,713	3,135,567	25,638,672	23,074,805	0	3.989	0	3.989	3,135,567
3	Bay	21,918,359,465	85,642,702	137,532,410	125,779,169	0	4.113	0	4.113	85,642,702
4	Bradford	941,440,731	3,500,559	19,796,730	17,817,057	0	3.914	0	3.914	3,500,559
5	Brevard	53,819,790,842	202,316,667	389,551,177	350,596,059	0	3.957	0	3.957	202,316,667
6	Broward	211,507,754,165	800,514,548	1,390,735,153	1,251,661,638	0	3.984	0	3.984	800,514,548
7	Calhoun	351,680,275	1,275,580	13,021,728	11,719,555	0	3.818	0	3.818	1,275,580
8	Charlotte	29,547,036,351	111,717,344	87,949,857	79,154,871	32,562,473	3.980	1.16	2.820	79,156,510
9	Citrus	14,139,226,295	53,729,060	79,511,709	71,560,538	0	4.000	0	4.000	53,729,060
10	Clay	11,361,636,827	43,217,394	190,121,829	171,109,646	0	4.004	0	4.004	43,217,394
11	Collier	92,936,160,555	347,948,338	240,917,353	216,825,618	131,122,720	3.941	1.485	2.456	216,838,650
12	Columbia	2,658,921,655	10,020,545	54,050,151	48,645,136	0	3.967	0	3.967	10,020,545
13	Miami-Dade	271,403,965,285	1,029,788,065	1,897,859,483	1,708,073,535	0	3.994	0	3.994	1,029,788,065
14	DeSoto	2,086,948,494	7,983,935	27,099,589	24,389,630	0	4.027	0	4.027	7,983,935
15	Dixie	653,957,698	2,399,305	11,269,112	10,142,201	0	3.862	0	3.862	2,399,305
16	Duval	61,428,459,415	229,810,010	672,743,984	605,469,586	0	3.938	0	3.938	229,810,010
17	Escambia	18,198,972,229	70,867,708	213,459,156	192,113,240	0	4.099	0	4.099	70,867,708
18	Flagler	12,609,906,382	48,576,512	60,768,136	54,691,322	0	4.055	0	4.055	48,576,512
19	Franklin	4,615,306,617	16,889,253	6,263,158	5,636,842	11,252,411	3.852	2.566	1.286	5,638,520
20	Gadsden	1,417,923,059	5,478,358	33,154,009	29,838,608	0	4.067	0	4.067	5,478,358
21	Gilchrist	670,719,033	2,558,290	16,006,539	14,405,885	0	4.015	0	4.015	2,558,290
22	Glades	762,654,644	2,735,070	7,386,914	6,648,223	0	3.775	0	3.775	2,735,070
23	Gulf	3,207,498,768	11,636,966	10,486,975	9,438,278	2,198,688	3.819	0.722	3.097	9,436,943
24	Hamilton	701,899,029	2,683,220	10,226,493	9,203,844	0	4.024	0	4.024	2,683,220
25	Hardee	1,652,108,680	6,114,785	26,195,145	23,575,631	0	3.896	0	3.896	6,114,785
26	Hendry	3,174,629,489	12,244,546	40,137,924	36,124,132	0	4.060	0	4.060	12,244,546
27	Hernando	12,188,542,656	46,281,725	114,574,927	103,117,434	0	3.997	0	3.997	46,281,725
28	Highlands	7,080,197,706	27,812,787	62,540,631	56,286,568	0	4.135	0	4.135	27,812,787
29	Hillsborough	98,957,529,654	379,704,989	1,031,669,734	928,502,761	0	4.039	0	4.039	379,704,989
30	Holmes	463,753,183	1,762,703	17,795,037	16,015,533	0	4.001	0	4.001	1,762,703
31	Indian River	21,736,306,897	81,524,193	86,131,717	77,518,545	4,005,648	3.948	0.194	3.754	77,518,191
32	Jackson	1,448,625,323	5,371,285	39,031,327	35,128,194	0	3.903	0	3.903	5,371,285
33	Jefferson	574,122,624	2,105,308	6,884,173	6,195,756	0	3.860	0	3.860	2,105,308
34	Lafayette	252,575,124	955,706	5,717,239	5,145,515	0	3.983	0	3.983	955,706
35	Lake	21,921,544,168	81,615,005	196,145,669	176,531,102	0	3.919	0	3.919	81,615,005
36	Lee	106,020,658,051	406,202,248	416,425,549	374,782,994	31,419,254	4.033	0.312	3.721	374,777,725
37	Leon	17,330,512,075	68,144,440	175,049,900	157,544,910	0	4.139	0	4.139	68,144,440
38	Levy	2,845,231,532	10,674,028	33,516,395	30,164,756	0	3.949	0	3.949	10,674,028
39	Liberty	279,654,719	1,089,521	8,544,405	7,689,965	0	4.101	0	4.101	1,089,521
40	Madison	709,368,854	2,693,580	16,481,381	14,833,243	0	3.997	0	3.997	2,693,580
41	Manatee	37,563,279,136	141,027,575	220,420,181	198,378,163	0	3.952	0	3.952	141,027,575
42	Marion	20,789,220,018	80,579,017	216,109,856	194,498,870	0	4.080	0	4.080	80,579,017
43	Martin	28,229,565,479	105,260,992	93,387,112	84,048,401	21,212,591	3.925	0.791	3.134	84,047,885
44	Monroe	33,053,098,814	124,753,964	43,090,582	38,781,524	85,972,440	3.973	2.738	1.235	38,779,548
45	Nassau	8,377,628,774	31,994,164	55,201,713	49,681,542	0	4.020	0	4.020	31,994,164
46	Okaloosa	21,833,858,174	85,416,237	155,985,009	140,384,708	0	4.118	0	4.118	85,416,237
47	Okeechobee	2,592,058,811	9,832,586	37,825,549	34,041,194	0	3.993	0	3.993	9,832,586
48	Orange	107,403,379,443	402,929,148	951,232,639	856,109,375	0	3.949	0	3.949	402,929,148
49	Osceola	24,545,764,604	93,460,453	271,857,027	244,671,324	0	4.008	0	4.008	93,460,453
50	Palm Beach	209,037,506,037	805,860,490	921,898,203	829,708,383	0	4.058	0	4.058	805,860,490
51	Pasco	32,493,297,257	121,190,251	341,013,819	306,912,437	0	3.926	0	3.926	121,190,251
52	Pinellas	100,309,941,207	383,464,843	580,381,999	522,343,799	0	4.024	0	4.024	383,464,843
53	Polk	35,496,422,447	134,785,240	479,988,607	431,989,746	0	3.997	0	3.997	134,785,240
54	Putnam	4,597,252,180	17,473,926	61,307,770	55,176,993	0	4.001	0	4.001	17,473,926
55	St. Johns	26,917,475,094	102,644,408	133,297,119	119,967,407	0	4.014	0	4.014	102,644,408
56	St. Lucie	29,284,094,106	112,392,353	189,454,293	170,508,864	0	4.040	0	4.040	112,392,353
57	Santa Rosa	10,627,762,050	40,668,194	123,989,584	111,590,626	0	4.028	0	4.028	40,668,194
58	Sarasota	75,370,612,703	277,744,476	225,680,084	203,112,076	74,632,400	3.879	1.042	2.837	203,135,107
59	Seminole	38,298,092,970	145,168,921	350,669,452	315,602,507	0	3.990	0	3.990	145,168,921
60	Sumter	5,341,494,483	20,931,982	37,149,193	33,434,274	0	4.125	0	4.125	20,931,982
61	Suwannee	1,824,023,226	6,960,746	28,319,077	25,487,169	0	4.017	0	4.017	6,960,746
62	Taylor	1,345,287,145	4,370,721	15,869,936	14,282,942	0	3.425	0	3.425	4,370,721
63	Union	227,494,441	868,585	12,155,417	10,939,875	0	4.019	0	4.019	868,585
64	Volusia	49,428,144,571	187,075,642	338,232,016	304,408,814	0	3.984	0	3.984	187,075,642
65	Wakulla	1,587,121,236	6,147,159	25,633,029	23,069,726	0	4.077	0	4.077	6,147,159
66	Walton	17,362,515,384	71,609,400	50,280,738	27,252,664	44,356,736	4.292	2.659	1.633	27,245,608
67	Washington	1,065,117,167	3,868,346	18,547,991	16,693,192	0	3.823	0	3.823	3,868,346
68	Washington Special	0	0	3,841,613	3,457,452	0	0.000	0	0.000	0
69	FAMU Lab School	0	0	3,011,624	2,710,462	0	0.000	0	0.000	0
70	FAU Lab School	0	0	3,847,463	3,462,717	0	0.000	0	0.000	0
71	FSU Lab - Broward	0	0	3,476,448	3,128,803	0	0.000	0	0.000	0
72	FSU Lab - Leon	0	0	9,065,643	8,159,079	0	0.000	0	0.000	0
73	UF Lab School	0	0	6,745,525	6,070,973	0	0.000	0	0.000	0
74	Virtual School	0	0	31,390,496	28,251,446	0	0.000	0	0.000	0
	State	2,052,821,735,443	7,797,949,609	14,041,784,415	12,637,605,976	438,735,361				7,359,237,122

Table 19
Save Our Homes (SOH)
Impact Analysis
Source: Florida Department of Education

		2006 School Taxable Value				2006-07 RLE Millage Rate				2006-07 RLE			
	District	with SOH -1-	without SOH -2-	Diff (2 - 1) -3-	% Diff (2 - 1) -4-	with SOH -5-	without SOH -6-	Diff (6 - 5) -7-	% Diff (6 - 5) -8-	with SOH1 -9-	without SOH1 -10-	Diff (10 - 9) -11-	% Diff (10 - 9) -12-
1	Alachua	11,357,500,164	13,219,225,224	1,861,725,060	16.39%	5.061	4.041	(1.020)	-20.15%	54,606,293	50,747,945	(3,858,348)	-7.07%
2	Baker	699,206,345	827,424,713	128,218,368	18.34%	5.001	3.989	(1.012)	-20.24%	3,321,894	3,135,567	(186,327)	-5.61%
3	Bay	18,869,456,228	21,918,359,465	3,048,903,237	16.16%	5.144	4.113	(1.031)	-20.04%	92,211,259	85,642,702	(6,568,557)	-7.12%
4	Bradford	809,041,156	941,440,731	132,399,575	16.36%	4.913	3.914	(0.999)	-20.33%	3,776,078	3,500,559	(275,519)	-7.30%
5	Brevard	39,294,006,872	53,819,790,842	14,525,783,970	36.97%	4.956	3.957	(0.999)	-20.16%	185,004,043	202,316,667	17,312,624	9.36%
6	Broward	158,690,637,790	211,507,754,165	52,817,116,375	33.28%	4.992	3.984	(1.008)	-20.19%	752,574,481	800,514,548	47,940,067	6.37%
7	Calhoun	322,038,098	351,680,275	29,642,177	9.20%	4.815	3.818	(0.997)	-20.71%	1,473,083	1,275,580	(197,503)	-13.41%
8	Charlotte	24,321,071,778	29,547,036,351	5,225,964,573	21.49%	3.426	2.820	(0.606)	-17.69%	79,157,792	79,156,510	(1,282)	0.00%
9	Citrus	11,637,462,135	14,139,226,295	2,501,764,160	21.50%	5.014	4.000	(1.014)	-20.22%	55,432,723	53,729,060	(1,703,663)	-3.07%
10	Clay	9,122,880,536	11,361,636,827	2,238,756,291	24.54%	5.019	4.004	(1.015)	-20.22%	43,498,351	43,217,394	(280,957)	-0.65%
11	Collier	77,238,074,548	92,936,160,555	15,698,086,007	20.32%	2.955	2.456	(0.499)	-16.89%	216,826,585	216,838,650	12,065	0.01%
12	Columbia	2,314,067,974	2,658,921,655	344,853,681	14.90%	4.975	3.967	(1.008)	-20.26%	10,936,864	10,020,545	(916,319)	-8.38%
13	Miami-Dade	213,825,364,287	271,403,965,285	57,578,600,998	26.93%	5.006	3.994	(1.012)	-20.22%	1,016,889,285	1,029,788,065	12,898,780	1.27%
14	DeSoto	1,758,121,481	2,086,948,494	328,827,013	18.70%	5.045	4.027	(1.018)	-20.18%	8,426,237	7,983,935	(442,302)	-5.25%
15	Dixie	591,757,218	653,957,698	62,200,480	10.51%	4.861	3.862	(0.999)	-20.55%	2,732,705	2,399,305	(333,400)	-12.20%
16	Duval	51,951,142,035	61,428,459,415	9,477,317,380	18.24%	4.940	3.938	(1.002)	-20.28%	243,806,710	229,810,010	(13,996,700)	-5.74%
17	Escambia	14,927,916,899	18,198,972,229	3,271,055,330	21.91%	5.134	4.099	(1.035)	-20.16%	72,807,929	70,867,708	(1,940,221)	-2.66%
18	Flagler	10,886,648,601	12,609,906,382	1,723,257,781	15.83%	5.077	4.055	(1.022)	-20.13%	52,507,939	48,576,512	(3,931,427)	-7.49%
19	Franklin	4,113,401,327	4,615,306,617	501,905,290	12.20%	1.442	1.286	(0.156)	-10.82%	5,634,948	5,638,520	3,572	0.06%
20	Gadsden	1,236,476,463	1,417,923,059	181,446,596	14.67%	5.091	4.067	(1.024)	-20.11%	5,980,157	5,478,358	(501,799)	-8.39%
21	Gilchrist	570,275,461	670,719,033	100,443,572	17.61%	5.032	4.015	(1.017)	-20.21%	2,726,145	2,558,290	(167,855)	-6.16%
22	Glades	683,411,698	762,654,644	79,242,946	11.60%	4.762	3.775	(0.987)	-20.73%	3,091,686	2,735,070	(356,616)	-11.53%
23	Gulf	2,905,749,172	3,207,498,768	301,749,596	10.38%	3.419	3.097	(0.322)	-9.42%	9,438,019	9,436,943	(1,076)	-0.01%
24	Hamilton	663,890,212	701,899,029	38,008,817	5.73%	5.038	4.024	(1.014)	-20.13%	3,177,445	2,683,220	(494,225)	-15.55%
25	Hardee	1,556,504,727	1,652,108,680	95,603,953	6.14%	4.903	3.896	(1.007)	-20.54%	7,249,966	6,114,785	(1,135,181)	-15.66%
26	Hendry	2,823,903,339	3,174,629,489	350,726,150	12.42%	5.081	4.060	(1.021)	-20.09%	13,630,840	12,244,546	(1,386,294)	-10.17%
27	Hernando	9,901,079,038	12,188,542,656	2,287,463,618	23.10%	5.010	3.997	(1.013)	-20.22%	47,124,186	46,281,725	(842,461)	-1.79%
28	Highlands	5,840,455,726	7,080,197,706	1,239,741,980	21.23%	5.178	4.135	(1.043)	-20.14%	28,729,786	27,812,787	(916,999)	-3.19%
29	Hillsborough	78,793,903,491	98,957,529,654	20,163,626,163	25.59%	5.063	4.039	(1.024)	-20.23%	378,986,857	379,704,989	718,132	0.19%
30	Holmes	424,269,500	463,753,183	39,483,683	9.31%	5.014	4.001	(1.013)	-20.20%	2,020,923	1,762,703	(258,220)	-12.78%
31	Indian River	17,930,192,137	21,736,306,897	3,806,114,760	21.23%	4.551	3.754	(0.797)	-17.51%	77,520,289	77,518,191	(2,098)	0.00%
32	Jackson	1,349,707,707	1,448,625,323	98,917,616	7.33%	4.909	3.903	(1.006)	-20.49%	6,294,429	5,371,285	(923,144)	-14.67%
33	Jefferson	518,623,632	574,122,624	55,498,992	10.70%	4.858	3.860	(0.998)	-20.54%	2,393,500	2,105,308	(288,192)	-12.04%
34	Lafayette	213,297,993	252,575,124	39,277,131	18.41%	4.993	3.983	(1.010)	-20.23%	1,011,747	955,706	(56,041)	-5.54%
35	Lake	18,975,642,475	21,921,544,168	2,945,901,693	15.52%	4.919	3.919	(1.000)	-20.33%	88,674,126	81,615,005	(7,059,121)	-7.96%
36	Lee	89,502,215,901	106,020,658,051	16,518,442,150	18.46%	4.408	3.721	(0.687)	-15.59%	374,799,479	374,777,725	(21,754)	-0.01%
37	Leon	14,675,884,867	17,330,512,075	2,654,627,208	18.09%	5.178	4.139	(1.039)	-20.07%	72,192,145	68,144,440	(4,047,705)	-5.61%
38	Levy	2,346,565,082	2,845,231,532	498,666,450	21.25%	4.952	3.949	(1.003)	-20.25%	11,039,181	10,674,028	(365,153)	-3.31%
39	Liberty	249,946,513	279,654,719	29,708,206	11.89%	5.126	4.101	(1.025)	-20.00%	1,217,165	1,089,521	(127,644)	-10.49%
40	Madison	644,263,621	709,368,854	65,105,233	10.11%	5.010	3.997	(1.013)	-20.22%	3,066,373	2,693,580	(372,793)	-12.16%
41	Manatee	30,735,678,005	37,563,279,136	6,827,601,131	22.21%	4.955	3.952	(1.003)	-20.24%	144,680,520	141,027,575	(3,652,945)	-2.52%
42	Marion	17,429,268,825	20,789,220,018	3,359,951,193	19.28%	5.109	4.080	(1.029)	-20.14%	84,593,828	80,579,017	(4,014,811)	-4.75%
43	Martin	21,343,775,570	28,229,565,479	6,885,789,909	32.26%	4.145	3.134	(1.011)	-24.39%	84,046,452	84,047,885	1,433	0.00%
44	Monroe	26,872,672,507	33,053,098,814	6,180,426,307	23.00%	1.519	1.235	(0.284)	-18.70%	38,778,610	38,779,548	938	0.00%
45	Nassau	7,246,175,600	8,377,628,774	1,131,453,174	15.61%	5.037	4.020	(1.017)	-20.19%	34,674,037	31,994,164	(2,679,873)	-7.73%
46	Okaloosa	18,046,515,116	21,833,858,174	3,787,343,058	20.99%	5.156	4.118	(1.038)	-20.13%	88,395,440	85,416,237	(2,979,203)	-3.37%
47	Okeechobee	2,270,839,361	2,592,058,811	321,219,450	14.15%	5.006	3.993	(1.013)	-20.24%	10,799,431	9,832,586	(966,845)	-8.95%
48	Orange	92,367,603,422	107,403,379,443	15,035,776,021	16.28%	4.954	3.949	(1.005)	-20.29%	434,709,652	402,929,148	(31,780,504)	-7.31%
49	Osceola	21,989,200,577	24,545,764,604	2,556,564,027	11.63%	5.022	4.008	(1.014)	-20.19%	104,908,277	93,460,453	(11,447,824)	-10.91%
50	Palm Beach	161,252,193,452	209,037,506,037	47,785,312,585	29.63%	5.089	4.058	(1.031)	-20.26%	779,581,792	805,860,490	26,278,698	3.37%
51	Pasco	25,750,555,212	32,493,297,257	6,742,742,045	26.18%	4.921	3.926	(0.995)	-20.22%	120,382,558	121,190,251	807,693	0.67%
52	Pinellas	75,661,254,861	100,309,941,207	24,648,686,346	32.58%	5.046	4.024	(1.022)	-20.25%	362,697,357	383,464,843	20,767,486	5.73%
53	Polk	30,014,236,274	35,496,422,447	5,482,186,173	18.27%	5.010	3.997	(1.013)	-20.22%	142,852,758	134,785,240	(8,067,518)	-5.65%
54	Putnam	3,963,942,355	4,597,252,180	633,309,825	15.98%	5.014	4.001	(1.013)	-20.20%	18,881,447	17,473,926	(1,407,521)	-7.45%
55	St. Johns	22,129,008,582	26,917,475,094	4,788,466,512	21.64%	5.031	4.014	(1.017)	-20.21%	105,764,490	102,644,408	(3,120,082)	-2.95%
56	St. Lucie	24,344,463,819	29,284,094,106	4,939,630,287	20.29%	5.061	4.040	(1.021)	-20.17%	117,046,965	112,392,353	(4,654,612)	-3.98%
57	Santa Rosa	8,709,973,431	10,627,762,050	1,917,788,619	22.02%	5.047	4.028	(1.019)	-20.19%	41,761,274	40,668,194	(1,093,080)	-2.62%
58	Sarasota	59,015,112,897	75,370,612,703	16,355,499,806	27.71%	3.623	2.837	(0.786)	-21.69%	203,121,166	203,135,107	13,941	0.01%
59	Seminole	29,886,314,133	38,298,092,970	8,411,778,837	28.15%	5.001	3.990	(1.011)	-20.22%	141,988,384	145,168,921	3,180,537	2.24%
60	Sumter	4,622,447,404	5,341,494,483	719,047,079	15.56%	5.158	4.125	(1.033)	-20.03%	22,650,455	20,931,982	(1,718,473)	-7.59%
61	Suwannee	1,512,757,217	1,824,023,226	311,266,009	20.58%	5.034	4.017	(1.017)	-20.20%	7,234,459	6,960,746	(273,713)	-3.78%
62	Taylor	1,264,231,366	1,343,287,145	79,055,779	6.25%	4.402	3.425	(0.977)	-22.19%	5,286,889	4,370,721	(916,168)	-17.33%
63	Union	203,099,015	227,494,441	24,395,426	12.01%	5.035	4.019	(1.016)	-20.18%	971,473	868,585	(102,888)	-10.59%
64	Volusia	38,380,036,066	49,428,144,571	11,048,108,505	28.79%	4.993	3.984	(1.009)	-20.21%	182,049,944	187,075,642	5,025,698	2.76%
65	Wakulla	1,371,523,210	1,587,121,236	215,598,026	15.72%	5.102	4.077	(1.025)	-20.09%	6,647,636	6,147,159	(500,477)	-7.53%
66	Walton	16,515,893,518	17,562,515,384	1,046,621,866	6.34%	1.737	1.633	(0.104)	-5.99%	27,253,702	27,245,608	(8,094)	-0.03%
67	Washington	1,006,872,016	1,065,117,167	58,245,151	5.78%	4.826	3.823	(1.003)	-20.78%	4,616,206	3,868,346	(747,860)	-16.20%
	State	1,648,441,698,038	2,052,821,735,443	404,380,037,405	24.53%	5.010	3.997	(1.013)	-20.22%	7,358,364,845	7,359,237,122	872,277	0.01%

VI. Fiscal Impact of Save Our Homes Portability

The term "Save Our Homes portability" refers to the concept of allowing the Save Our Homes assessment differential to be transferred by the owner of one homesteaded property to another homesteaded property of the owner. Such transfers are not permitted under the current constitutional language establishing Save Our Homes assessments. Numerous "portability" proposed constitutional amendments have been offered in recent years. The Department of Revenue has worked closely with the Revenue Estimating Conference in the development of fiscal estimates on the impact of these proposals. For purposes of this report, the Department, continuing to work closely with the Revenue Estimating Conference, has undertaken a detailed study of the underlying data and assumptions associated with the portability estimates. The estimates and assumptions presented herein are, in essence, a work in progress that will be completed when official estimates are adopted by the Conference.

Scope of Work: As discussed above, there have been many different proposals regarding Save Our Homes portability. While presenting a framework in which estimates on a wide variety of proposals can be made, this report will limit the estimates of the fiscal impacts to two major proposals:

1. "Pure" portability: The full dollar value of a homestead owner's assessment differential can be transferred to a subsequently purchased homestead, regardless of whether the new homestead has a higher or lower just value. For example, a homestead with a just value of $300,000 and an assessed value of $200,000 can transfer the full $100,000 value of the differential to a newly purchased homestead. If the value of the new homestead is $400,000, the new assessed value would be $300,000. If the new homestead's value is $180,000, the new assessed value would be $80,000.
2. "Mixed" portability: The dollar value of a homestead owner's assessment differential can be transferred to a subsequently purchased homestead if the new just value is higher than the previous homestead's just value. However, if the new homestead's just value is less than the previous one, only a portion of the differential can be transferred. This portion is calculated as the percentage of the new just value equal to the percentage that the differential on the previous homestead was of the previous just value. For example, a homestead with a just value of $300,000 and an assessed value of $200,000 can transfer the $100,000 value to the next homestead if the new homestead's just value is greater than $300,000. If the new homestead's value is less than $300,000, the difference between the new just and assessed value will be the same percentage as for the previous homestead, in this example, 66.67%. If the new homestead's value is $180,000, the new assessed value would be $120,000.

Assumptions: The following assumptions are crucial for estimating the impact of portability. As stated above, these assumptions have been developed in conjunction with the Revenue Estimating Conference but have not yet been adopted by the Conference.

1. **Turnover rate**: The most important assumption is the "turnover rate". This represents the percentage of owners of homestead properties who move and buy another property in Florida which then becomes their homestead. It is this group of people who would be eligible to transfer their SOH differential under the various portability proposals. The turnover rate was calculated based on the parcel ID and social security number of the homestead owners as contained on tax rolls submitted to the Department by property appraisers. A homestead was considered "turned over" if the social security number of the new owner matched the social security number of the owner of a different homestead in either of the two previous years. Two years were allowed for the turnover determination because in many cases, especially for sales late in the year, owners do not buy their new home until the following year. This means the sale will have occurred in, for example, 2004 but the seller will not show on the tax roll as having bought a new homestead until 2006.

   The table below presents the turnover rates calculated for 2002 through 2005. The turnover rate for homes sold in 2002 through 2004 averaged just above 3.5%. However, there was a steady decline from 2003 to 2005 in the number of homes purchased during the same year. Since data for homes purchased in the next year will not be available until the 2007 roll is submitted, alternative estimates for 2005 are presented. The first is based on the average of the previous three years. The second is calculated based on the rate of decline as for the previous years. Averaged together, this would yield an estimate of the turnover rate of about 3.25%. It is, of course, unknown whether this decline will continue or whether the rate will stabilize in the future.

Year of Sale of HX Homes	# of HX Homes bought w/in the year of sale	# of HX Homes bought w/in one years	Total # of HX homes w/ valid SSN's	Turn- over Rate
2002	98,474	47,107	3,948,404	3.69%
2003	103,156	45,509	3,812,383	3.90%
2004	90,470	48,029	4,018,394	3.45%
2005	83,188	na	3,948,404	Na
Average	93,822	46,882	3,931,896	3.68%
Alternative Estimates for 2005 Turnover Rate:				
2005	83,188	46,882	3,948,404	3.29%
2005	83,188	44,163	3,948,404	3.23%

   It should be noted that there are some, hopefully minor, shortcomings to the above methodology:

   a. The tax roll data does not distinguish between a SOH differential and an agricultural use differential. Therefore, homesteads that are located on

parcels that are sold but continue to receive an agricultural use differential are not counted in the turnover rate calculation.

b. In instances where the homesteaded property is jointly owned by two people who subsequently separate, an over count may exist if both purchase a different homestead.

c. Similarly, an undercount may exist if two homestead owners living separately jointly purchase a new homestead. In these latter two cases, the fiscal impact would depend on the specific implementing legislation.

2. **Upsizing vs. downsizing**: Some basic portability proposals would only permit homestead owners to transfer a portion of their SOH differential when their new homestead is of lesser value. Based on an analysis of the tax roll data from 2002 through 2005, roughly 3 out of 4 owners of homesteaded properties purchasing a new homestead buy a more expensive one. At the same time, however, the SOH differential at the time of sale is only slightly higher for those that purchase more expensive homesteads versus those purchasing less expensive homesteads. The results of the Department's analysis with regard to these statistics are presented in the table below:

Year of Sale	New Home w/ Higher Just Value	New Home w/ Lower Just Value	Percent New Homes w/ Higher Just Value	Percent New Homes w/ Lower Just Value
2002	104,487	41,094	71.8%	28.2%
2003	108,866	39,799	73.2%	26.8%
2004	103,494	35,005	74.7%	25.3%
2005	61,732	21,456	74.2%	25.8%
Average			73.5%	26.5%
Year of Sale	SOH Differential	SOH Differential	SOH Differential	SOH Differential
2002	1,608,890,478	1,471,738,491	52.2%	47.8%
2003	2,366,517,972	2,007,853,498	54.1%	45.9%
2004	2,937,867,384	2,465,721,472	54.4%	45.6%
2005	2,480,869,928	2,141,295,370	53.7%	46.3%
Average	2,348,536,441	2,021,652,208	53.6%	46.4%

Current Law Baseline Estimate for Homestead Properties: To estimate the potential impacts of portability, the underlying property tax base for homesteaded property is estimated. The table below shows the major assumptions used in the forecast:

Tax Roll Year	Percent Sold	Percent Unsold	Change in CPI	Growth in Value	New Homes	Parcel Growth
2001						
2002			2.8%	8.1%	8.4%	
2003	6.4%	93.6%	1.6%	10.6%	6.3%	
2004	6.7%	93.3%	2.3%	12.1%	4.8%	
2005	7.1%	92.9%	2.7%	17.0%	3.9%	
2006	6.8%	93.2%	3.0%	25.2%	4.4%	
2007	5.3%	94.7%	3.0%	3.7%	4.3%	2.1%
2008	6.0%	94.0%	2.2%	4.0%	4.6%	2.1%
2009	6.5%	93.5%	2.0%	4.4%	4.7%	2.1%
2010	7.2%	92.8%	1.8%	4.7%	4.9%	2.1%
2011	7.1%	92.9%	1.8%	5.3%	4.9%	2.1%
2012	7.0%	93.0%	1.8%	5.2%	4.9%	2.1%
2013	6.9%	93.1%	1.9%	5.1%	4.9%	2.1%
2014	6.8%	93.2%	1.9%	5.0%	4.9%	2.1%
2015	6.7%	93.3%	1.9%	4.7%	4.9%	2.1%
2016	6.7%	93.3%	1.9%	4.7%	4.9%	2.1%

All homesteaded properties can be divided into two groups: those that sell in a given year and those that do not. Based on historical averages, the Revenue Estimating Conference (REC) adopted an estimate of 6.7% of homesteaded properties which sell every year. The REC also adopted a much lower long run growth rate of 4.7% for the just value increases of homesteaded properties. The just value growth attributable to new homes was estimated to be 4.9% of the previous year's just value. Based on historical averages, the Department estimates a 2.1% growth rate in homestead parcels.

Portability Estimates:

1. "Full" Portability: For full portability, the following assumptions were used in calculating the estimate:

Assumptions:	
Percent of homestead properties sold	6.7%
Percent of homestead properties unsold	93.3%
Percent of sales portability eligible	50%
Portability allowance:	100%

These resulted in the estimates presented in the table below:

	Reduction in Taxable Value	Tax Impact at 19.6 mills
2008	$ (13,603,219,767)	(266,623,107.43)
2009	$ (26,812,389,308)	(525,522,830.44)
2010	$ (39,852,551,744)	(781,110,014.17)
2011	$ (52,408,088,113)	(1,027,198,527.01)
2012	$ (65,001,494,478)	(1,274,029,291.77)

	Total Taxable Value REC – Nov. 2006	Official REC Growth Rates	Change as % of Tax Base
2007	$ 1,795,449,000,000	9.2%	
2008	$ 1,936,479,000,000	7.9%	-0.7%
2009	$ 2,098,129,000,000	8.3%	-1.3%
2010	$ 2,280,667,000,000	8.7%	-1.7%
2011	$ 2,488,898,000,000	9.1%	-2.1%
2012	$ 2,729,348,000,000	9.7%	-2.4%

Full portability, if implemented with the 2008 roll, would reduce the ad valorem tax base by $13.6 billion in the first year. This reduction in taxable value would grow to $65.0 billion in the fifth year. At the 2005 average weighted millage of 19.6 mills, these tax base reductions would amount to reduced revenues of $267 million in 2008 and $1.3 billion in 2012, if millage rates are held constant. During these five years, the tax base reduction would increase from 0.7% in 2008 to 2.4% in 2012.

2. "Mixed" Portability: For the mixed portability estimates, the following assumptions were used.

Assumptions:	
Percent of homestead properties sold	**6.7%**
Percent of homestead properties unsold	**93.3%**
Percent of sales portability eligible	**50%**
Portability: Upsizing	**54%**
Portability: Downsizing	**46%**
Portability allowance:	**100%**
Diminished effect of downsizing:	**62.5%**

These resulted in the estimates presented in the table below:

	Reduction in Taxable Value	Tax Impact at 19.6 mills
2008	$ (11,256,664,357)	(220,630,621.40)
2009	$ (22,187,252,153)	(434,870,142.19)
2010	$ (32,977,986,568)	(646,368,536.73)
2011	$ (43,367,692,913)	(850,006,781.10)
2012	$ (53,788,736,681)	(1,054,259,238.94)

	Total Taxable Value REC – Nov. 2006	Official REC Growth Rates	Change as % of Tax Base
2007	$ 1,795,449,000,000	9.2%	
2008	$ 1,936,479,000,000	7.9%	-0.6%
2009	$ 2,098,129,000,000	8.3%	-1.1%
2010	$ 2,280,667,000,000	8.7%	-1.4%
2011	$ 2,488,898,000,000	9.1%	-1.7%
2012	$ 2,729,348,000,000	9.7%	-2.0%

Mixed portability, if implemented with the 2008 roll, would reduce the ad valorem tax base by $11.2 billion in the first year. This reduction in taxable value would grow to $53.8 billion in the fifth year. At the 2005 average weighted millage of 19.6 mills, these tax base reductions would amount to reduced revenues of $221 million in 2008 and $1.1 billion in 2012, if millage rates are held constant. During these five years, the tax base reduction would increase from 0.6% in 2008 to 2.0% in 2012.

VII. Local Government TRIM Analysis

Table 20 presents data on taxes levied by school and non-school taxing jurisdictions from 1974 to 2005. Taxes levied include both operating and debt service levies from all taxing jurisdictions. Millage rates are calculated as a weighted average. The rolled-back rates included in the table are calculated from the statewide data but, because debt service levies are included, are not strictly according to the definition in statute. However, because debt service levies commonly show a large increase in the initial year of levy but in subsequent years are reduced to only raise the amount needed for the bond payments, on a statewide basis it is thought that these effects offset and do not appreciably bias the rolled-back rate calculation.

The rolled-back rate is the millage that would raise the same revenues as in the previous year when levied on the current year's tax roll less new construction. Thus, levying the rolled-back rate should yield revenues approximately equal to the previous year's revenues plus a percentage increase equal to the percent of new construction on the current year roll. Statewide new construction is displayed in Table 21 along with the percentage increase in taxes levied that would be allowed under the rolled-back rate for each year. For the 32 year period from 1974 to 2005, Florida taxing jurisdictions as a whole levied below the rolled-back rate in three years (Table 20, column (5)). These included 1979, a year in which the Legislature provided a substantial reduction in public school required local effort millage, 1982, a year in which the Legislature imposed millage caps on city and county governments due to new distributions of sales tax moneys, and 1992, a year affected by the economic downturn in the early 1990's. For the entire period, local taxing jurisdictions levied millages that were an average of 5.8% above the rolled-back rate. For public school levies, this average was 5.5% and for the levies of all other taxing jurisdictions, 6.1%.

Tables 22, 23 and 24 display data based on millage levies and rolled-back rates for the years 2001 through 2005. Only non-voted, taxing jurisdiction-wide levies are included in

Table 20

Taxes Levied and Millage Rates 1974 - 2005

Florida Taxing Jurisdictions by Type

	All Jurisdictions					Non-Public School Levies					Public School Levies					
	Taxes Levied	% Increase	Actual Millage	Rolled Back Rate	% Actual Over/Under RBR	Taxes Levied	% Increase	Actual Millage	Rolled Back Rate	% Actual Over/Under RBR	Taxes Levied	% Increase	Actual Millage	Rolled Back Rate	% Actual Over/Under RBR	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	
1974	1,489,062,250	11.5%	18.32	17.77	3.1%	848,142,604	16.6%	10.44	9.68	7.9%	640,919,646	5.4%	7.89	8.09	-2.6%	
1975	1,747,814,709	17.4%	19.39	17.67	9.8%	984,902,975	16.1%	10.93	10.06	8.6%	762,911,734	19.0%	8.47	7.60	11.3%	
1976	1,920,110,925	9.9%	19.50	18.49	5.5%	1,092,277,175	10.9%	11.09	10.42	6.5%	827,833,750	8.5%	8.41	8.07	4.2%	
1977	2,156,794,922	12.3%	20.01	18.36	9.0%	1,254,769,643	14.9%	11.64	10.44	11.5%	902,025,279	9.0%	8.37	7.91	5.8%	
1978	2,291,733,049	6.3%	19.48	19.09	2.0%	1,329,757,811	6.0%	11.30	11.11	1.8%	961,975,238	6.6%	8.18	7.98	2.4%	
1979	2,849,081,616	24.3%	18.42	18.65	-1.2%	1,455,555,954	9.5%	11.41	10.82	5.5%	1,393,525,662	44.9%	7.00	7.85	-10.5%	A
1980	2,958,028,401	25.9%	19.99	16.63	20.2%	1,821,337,439	25.1%	12.31	10.31	19.4%	1,136,690,962	27.2%	7.68	6.33	21.4%	B, C
1981	3,582,734,590	21.1%	18.54	16.18	14.6%	2,144,374,128	18.0%	11.20	9.96	12.4%	1,437,360,462	24.7%	7.34	6.22	18.0%	D
1982	3,694,615,402	3.1%	16.30	16.66	-2.1%	2,202,505,968	2.7%	9.72	10.01	-2.9%	1,492,109,434	3.8%	6.58	6.55	0.5%	E, F
1983	4,217,028,491	14.1%	17.32	15.79	9.7%	2,518,383,280	14.3%	10.34	9.41	9.9%	1,698,645,211	13.8%	6.98	6.38	9.4%	
1984	4,579,282,455	8.6%	17.21	16.44	4.7%	2,679,498,096	6.4%	10.07	9.82	2.5%	1,899,784,359	11.8%	7.14	6.62	7.8%	
1985	5,111,132,535	11.6%	17.27	16.09	7.3%	2,951,652,033	10.2%	9.97	9.41	5.9%	2,159,480,502	13.7%	7.29	6.68	9.3%	
1986	5,846,398,555	14.4%	18.11	16.54	9.5%	3,399,677,025	15.2%	10.53	9.55	10.2%	2,446,721,530	13.3%	7.58	6.99	8.4%	
1987	6,631,899,157	13.4%	18.82	17.31	8.7%	3,921,874,686	15.4%	11.13	10.06	10.6%	2,710,024,471	10.8%	7.69	7.24	6.2%	
1988	7,367,536,253	11.1%	19.45	18.24	6.7%	4,360,034,090	11.2%	11.51	10.78	6.7%	3,007,502,163	11.0%	7.94	7.45	6.6%	
1989	8,500,379,961	15.4%	20.50	18.46	11.1%	4,901,332,213	12.4%	11.82	10.92	8.2%	3,599,047,748	19.7%	8.68	7.53	15.2%	
1990	9,500,332,611	11.8%	21.15	19.59	8.0%	5,429,491,137	10.8%	12.09	11.30	7.0%	4,070,841,474	13.1%	9.06	8.30	9.3%	
1991	9,982,353,757	5.1%	20.90	20.50	2.0%	5,578,192,190	2.7%	11.68	11.72	-0.3%	4,404,161,567	8.2%	9.22	8.79	5.0%	
1992	10,199,375,366	2.2%	21.13	21.15	-0.1%	5,696,184,538	2.1%	11.80	11.82	-0.1%	4,503,190,828	2.2%	9.33	9.33	0.0%	
1993	10,631,243,125	4.2%	21.65	21.17	2.3%	5,985,718,735	5.1%	12.19	11.82	3.1%	4,645,524,390	3.2%	9.46	9.35	1.2%	
1994	11,244,028,512	5.8%	21.85	21.18	3.2%	6,212,511,985	3.8%	12.07	11.92	1.2%	5,031,516,527	8.3%	9.78	9.25	5.6%	
1995	11,691,349,616	4.0%	21.78	21.14	1.6%	6,452,091,621	3.9%	12.02	11.85	1.4%	5,239,257,995	4.1%	9.76	9.60	1.7%	G
1996	12,294,465,465	5.2%	21.91	21.40	2.4%	6,742,333,350	4.5%	12.01	11.81	1.7%	5,552,132,115	6.0%	9.89	9.59	3.2%	
1997	12,885,218,441	4.8%	21.66	21.22	2.1%	7,186,880,086	6.6%	12.08	11.64	3.8%	5,698,338,355	2.6%	9.58	9.58	0.0%	
1998	13,631,308,237	5.8%	21.56	20.94	3.0%	7,596,072,287	5.7%	12.02	11.68	2.9%	6,035,235,950	5.9%	9.55	9.26	3.1%	
1999	14,593,356,120	7.0%	21.10	20.52	2.8%	8,178,432,705	7.7%	12.08	11.55	4.6%	6,415,923,415	6.3%	9.03	8.79	2.7%	H
2000	15,293,717,243	7.0%	20.96	20.19	3.8%	8,787,541,759	7.4%	12.04	11.55	4.2%	6,506,175,484	6.4%	8.92	8.64	3.2%	
2001	16,681,826,393	9.1%	20.72	19.60	5.7%	9,607,555,121	9.3%	11.94	11.26	6.0%	7,074,271,272	8.7%	8.79	8.34	5.4%	
2002	18,209,516,216	9.2%	20.57	19.49	5.6%	10,559,408,223	9.9%	11.93	11.22	6.3%	7,650,107,993	8.1%	8.64	8.26	4.6%	
2003	20,297,761,858	11.5%	20.60	19.08	8.0%	11,879,716,334	12.5%	12.06	11.06	9.0%	8,418,045,524	10.0%	8.54	8.02	6.6%	
2004	22,415,176,965	10.4%	20.18	18.87	6.9%	13,291,890,534	11.9%	11.97	11.04	8.4%	9,123,286,431	8.4%	8.21	7.83	5.0%	
2005	25,699,660,431	14.7%	19.60	17.66	11.0%	15,332,443,338	15.4%	11.69	10.47	11.7%	10,367,217,093	13.6%	7.91	7.19	10.0%	
2006																

A 1979 - Legislature reduced school required local effort to provide tax relief and to rebalance state and local funding shares.
B 1980 - TRIM legislation enacted. Homestead exemption for school taxes raised from $5,000 to $25,000. Homestead exemption for non-school taxes raised from $5,000 to $15,000.
C 1980 - Legislature imposed 8% cap on city, county and special district property tax increases. May be overridden by majority plus one vote of governing body.
D 1981 - Homestead exemption for non-school taxes raised from $15,000 to $20,000.
E 1982 - Legislature imposed cap on city and county millages due to increased sales tax revenue sharing. Cap, generally, equal to the rolled back rate minus dollars equal to expected revenue from sales tax.
F 1982 and thereafter - Homestead exemption for non-school taxes raised from $20,000 to $25,000
G 1995 - Save Our Homes citizens constitutional amendment adopted in 1992 first impacts the tax roll.
H 1999 - Legislature adopts .42 mill reduction in the school required local effort to provide tax relief.

Note: Tax levy, millage and rolled-back rate information includes both operating and debt service levies.

Table 21
Percent Increase in Taxes Levied Allowed Under Rolled-Back Rate
1974 - 2006

	Taxable Value	New Construction	% Increase In Taxes Levied Allowed Under Rolled-Back Rate
1974	81,262,609,759	6,117,577,542	8.1%
1975	90,123,837,311	5,834,179,570	6.9%
1976	98,472,436,732	3,932,714,089	4.2%
1977	107,774,941,095	3,172,723,091	3.0%
1978	117,654,233,056	4,667,908,570	4.1%
1979	127,558,180,383	4,667,908,570	3.8%
1980	148,001,921,409	6,765,763,559	4.8%
1981	193,294,996,578	10,480,663,145	5.7%
1982	226,613,433,780	10,262,486,319	4.7%
1983	243,493,977,991	9,494,059,841	4.1%
1984	266,127,205,941	9,169,227,032	3.6%
1985	296,038,391,464	12,288,286,593	4.3%
1986	322,911,815,982	12,023,409,118	3.9%
1987	352,410,756,034	13,247,461,985	3.9%
1988	378,120,253,152	13,053,359,591	3.6%
1989	413,319,481,553	13,283,456,318	3.3%
1990	449,090,832,444	13,453,786,209	3.1%
1991	475,097,131,780	11,891,024,006	2.6%
1992	479,972,405,943	9,019,505,770	1.9%
1993	488,623,956,960	8,426,028,460	1.8%
1994	511,827,537,933	11,653,367,313	2.3%
1995	535,608,626,220	11,529,101,016	2.2%
1996	559,202,016,807	12,532,359,957	2.3%
1997	592,850,840,886	13,388,871,936	2.3%
1998	630,754,819,381	16,397,517,409	2.7%
1999	675,635,635,204	19,465,934,876	3.0%
2000	729,705,531,194	21,483,071,663	3.0%
2001	804,905,843,592	24,914,097,757	3.2%
2002	885,107,267,260	28,665,165,887	3.3%
2003	985,299,937,144	30,664,558,687	3.2%
2004	1,110,743,583,523	34,991,468,068	3.3%
2005	1,315,193,484,802	43,443,105,847	3.4%
2006	1,648,658,586,195	56,135,156,837	3.5%

Table 22
County Operating Millage Rates 2001 - 2005
Levied Rates Compared to Previous Year and Rolled-Back Rate

	2001	2002	2003	2004	2005
Statewide					
Agregate Millage Rate	6.1060	6.0887	6.0474	5.9631	5.8089
Agregate Rolled-Back Rate	5.7565	5.7342	5.6278	5.5363	5.1898
Difference: Actual over Rolled-Back					
Mills	0.3495	0.6545	0.4196	0.4268	0.6191
Percent	6.1%	6.2%	7.5%	7.7%	11.9%
Number of Counties with Millage Levies					
Under Previous Year	19	17	16	24	32
Same as Previous Year	37	39	42	40	33
Over Previous Year	11	11	9	3	2
Numbers of Counties with Actual over Rolled-Back % Dif. ...					
<= -10%	0	0	0	0	0
<= -5% and > -10%	1	0	0	1	0
<= 0% and > -5%	2	6	3	1	3
> 0% and <= 5%	25	34	25	25	9
>= 5% and < 10%	25	15	24	27	18
>= 10%	14	12	15	13	37
Total	67	67	67	67	67
County Taxable Value					
Value (billions $)	802.2	882.2	983.2	1,105.9	1,314.4
% Change	10.3%	10.0%	11.5%	12.5%	18.8%

Table 23
City Operating Millage Rates 2001 - 2005
Levied Rates Compared to Previous Year and Rolled-Back Rate

	2001	2002	2003	2004	2005
Statewide					
Agregate Millage Rate	4.8504	4.8545	4.8543	4.8879	4.7985
Agregate Rolled-Back Rate	4.4905	4.5015	4.4447	4.4061	4.2288
Difference: Actual over Rolled-Back					
Mills	0.3599	0.3530	0.4096	0.4818	0.5697
Percent	8.0%	7.8%	9.2%	10.9%	13.5%
Number of Cities					
with Millage Levies					
Under Previous Year	93	79	91	81	117
Same as Previous Year	204	213	210	226	211
Over Previous Year	72	79	70	65	46
Numbers of Cities					
with Actual over Rolled-Back % Dif. ...					
<= -10%	6	5	4	6	4
<= -5% and > -10%	3	1	2	3	1
<= 0% and > -5%	16	15	12	14	10
> 0% and <= 5%	135	122	111	93	58
>= 5% and < 10%	120	122	119	114	87
>= 10%	89	106	123	142	214
Total	369	371	371	372	374
City Taxable Value					
Value (billions $)	403.1	449.6	500.9	565.2	676.8
% Change	na	11.5%	11.4%	12.8%	19.7%

Table 24
School District Operating Millage Rates 2001 - 2005
Levied Rates Compared to Previous Year and Rolled-Back Rate

	2001	2002	2003	2004	2005
Statewide					
Agregate Millage Rate	8.3554	8.3202	8.1474	7.8988	7.7022
Agregate Rolled-Back Rate	7.9674	7.8067	7.6855	7.4560	6.8216
Difference: Actual over Rolled-Back					
Mills	0.3880	0.5136	0.4618	0.4428	0.8806
Percent	4.9%	6.6%	6.0%	5.9%	12.9%
Number of School Districts with Millage Levies					
Under Previous Year	52	39	51	59	62
Same as Previous Year	2	0	0	1	0
Over Previous Year	13	28	16	7	5
Numbers of School Districts with Actual over Rolled-Back % Dif. ...					
<= -10%	2	0	0	1	2
<= -5% and > -10%	1	3	1	1	1
<= 0% and > -5%	4	9	8	9	3
> 0% and <= 5%	30	25	27	28	13
>= 5% and < 10%	25	20	20	21	14
>= 10%	5	10	11	7	34
Total	67	67	67	67	67
School Taxable Value					
Value (billions $)	804.9	885.1	987.3	1,110.8	1,315.2
% Change	10.3%	10.0%	11.5%	12.5%	18.4%

the analysis. Table 22 is for counties, Table 23 for cities and Table 24 for school districts. Data displayed include the statewide weighted average millage rate and rolled-back rate, the number of jurisdictions with millage levies under, the same as, or over the previous year's levy, and counts of jurisdictions by percentage categories levying over or under the rolled-back rate. Appendices A, B and C display the data on which these tables are based. For each city, county and school district for the years 2001 through 2005, the data displayed include the previous year's millage, the current year's proposed millage, the rolled-back rate, the adopted millage, taxable value and taxes levied.

VIII. Data Sources

Three primary data sources were used in preparing this report. First, individual parcel data used in the roll approval process are reported to the Department in a format provided by rule. These data, constituting about 9 million records statewide each year, were used for estimating fiscal impacts of allowing the Save Our Homes differential to be transferred to newly acquired homesteads. The data is available for the years 1999 through 2006. A master parcel ID consistent from year to year has been assigned to each parcel to allow individual parcels to be tracked over time.

Second, property appraisers and tax collectors are required to file a series of "recapitulation" reports summarizing various data on the tax rolls. These reports summarize data on the tax rolls submitted to the Department and also include summaries of data not available from the limited data set reported to the Department for roll approval. Tax roll data from the "recapitulation" reports form the basis for the report's analyses of the distribution of value across property types. This data is published each year in the Department's Florida Property Valuations and Tax Data, usually referred to as the Databook. A total of 382 variables are available from these reports. Appendix D contains of a copy of this data file for Alachua County for the years 2005 and 2006. This copy includes a list of all variables and the specific "recapitulation" form they came from. Appendix E contains a copy of each report form, again for Alachua County, in 2006. Data for the years 1997 through 2006 were available directly from the Department's current computer files. Data from 1981 through 1996 were available from previous data files provided to the Revenue Estimating Conference. These data have been combined into a single spreadsheet covering all counties for the period from 1981 through 2006. Additionally, the data were improved by correcting errors, filling-in missing data and, in some cases, estimating missing or incorrect data based on trends in previous and following years. Information appearing in the tables for years prior to 1981 was copied from statewide totals in printed issues of the Databook.

The third source of data for this report is the preliminary and final TRIM packages submitted to the Department for compliance determination by the individual taxing authorities. From these packages the Department inputs the previous year's millage rate, the proposed millage rate, the rolled-back rate, and the adopted millage rate. These millage rates have been combined with taxable value data from the recapitulation reports for each city, county and school district to calculate statewide weighted average millage

rates for the respective governments. Appendix A, B and C display these millages for each city, county and school district for the years 2001 through 2005.

Additional input has been provided by the Department of Education. In order to analyze the effects of Save Our Homes on the distribution of school taxes, the Department of Education recalculated the 2006 tax levy portions of the Florida Education Finance Program using a tax roll with the Save Our Homes differential eliminated.

Special note should be made of adjustments made to residential and non-residential property values. Property values as reported on the recapitulation forms are divided between residential and non-residential based on use code groupings. Residential property includes use codes for single family, mobile home, multi-family, condominium, cooperative and retirement homes.. However, the use code for any given parcel is based on the predominate use of the property. For some property, a portion of the parcel may be used as a residence while the primary use is non-residential. Examples would include a farm included under an agricultural use code and a store front with a residence upstairs included under a commercial use code. To the extent that such residential uses exist on parcels coded as non-residential, the residential value would be understated.

Similarly, value from parcels receiving the homestead exemption is recorded as homestead value for the full parcel value even though only a portion may be used as a homestead. The homestead value of a large farm would include the full value of the farm along with any residential portion. Thus, in the homestead value as reported on the recapitulation forms there is some homestead value that is not included in residential value (because it is not under a residential use code) and there is some non-residential value that should not be reported as residential even though it is recorded as a homestead.

For purposes of adjusting those tables in this report differentiating residential from non-residential property, data was derived from the full parcel by parcel tax rolls recording homestead value and parcel counts by use code. Data was available on a county by county basis for the 2002 – 2006 tax rolls. Based on the assumption that the residential portion of any homestead in a use code other than single family, mobile home, condominium or cooperative was valued at half the average value of a single family house in that county, adjustment factors were calculated that reduced the value reported as homestead and apportioned a piece of the homestead value to residential property and away from non-residential property. These adjustments were made on a county basis for all tables in this report showing county-level data and on a statewide basis for other years. For 2002 through 2006, the adjustments were based on the results from the specific tax rolls. Adjustments in all other years were based on the average adjustments for 2002-2006 stated as a percentage of total just or taxable value. Statewide, adjustments resulted in approximately a half percent of either total just or taxable value being subtracted from total homestead value and a half percent of total just or taxable value being shifted from non-residential to residential.

Summary

I. Introduction

- Florida's property tax structure is notable for a number of reasons:
  - Florida's constitution provides a strong just, or market, value standard, requiring all property to be assessed at market value.
  - Florida's constitution caps county, city and school district millages at 10 mills each.
  - Through the homestead exemption and Save Our Homes assessment growth limitation, Florida's constitution provides a large tax preference for owners of homestead property. In 2006, the value removed from the roll due to these provisions equaled 31% to total taxable value in the state.
  - Through the Truth In Millage (TRIM) process, Florida provides extensive information to taxpayers on assessments and local government millage levy decisions.
- This report has been prepared by the Department of Revenue pursuant to chapter 2006-311, L.O.F. The law requires the Department to analyze:
  - The effects of the Save Our Homes assessment growth limitation on the distribution of property taxes among and between homestead properties and other types of property;
  - The effect of Save Our Homes on affordable housing as evidenced by the differential tax burden of first-time and long-term homestead property owners and on non-homestead residential property owners;
  - The impact of Save Our Homes on each county;
  - The effects of Save Our Homes on the distribution of school property taxes;
  - The fiscal impacts of allowing the assessments under Save Our Homes to be transferred to newly acquired homes; and
  - The millage rates adopted by local governments compared to the rolled-back rate as advertised in the TRIM notices.
- The Department is required to prepare a draft of this study by November 15, 2006 and to conclude the study by January 2, 2007.

II. The Distribution of Property Taxes Across Property Types

- Independent of the Save Our Homes amendment, Florida has experienced a long term trend toward a greater proportion of residential property on the tax roll. In terms of just value, residential property made up 38.9% of the property tax roll in 1974. In 2006, residential property comprised 67.1% of the roll.
- Save Our Homes has acted to significantly shift tax burden away from homestead property and onto non-homestead residential and non-residential property. In 2006, homestead property comprised 32.1% of taxable property, non-homestead residential property was 34.5% and non-residential property was 32.5%. Without Save Our Homes, these proportions would have been 45.5%, 28.4% and 26.1%, respectively.

- Even with the large shift in taxable value away from homestead property due to Save Our Homes, the counterbalance of the long term trend toward increased value of residential property has kept the taxable value of homestead property as a proportion of total taxable property surprisingly constant, equaling approximately 32% in both 1995 and 2006.

III. The Impact of Save Our Homes on Counties

- There is great variation in the impact of the Save Our Homes assessment growth limitation among counties. In 2006, the reduction in taxable value resulting from the limitation varies from a high of 27.0% in Brevard County to a low of 5.4% in Hamilton County.
- This variation among counties is a function of four main factors. The percentage reduction in taxable value due to Save Our Homes is higher when:
  a. The ratio of residential to non-residential property is higher.
  b. The ratio of residential property to homestead property is higher.
  c. The ratio of non-homestead related tax preferences to non-residential property is lower.
  d. The ratio of the Save Our Homes differential to homestead just value is higher. Differences here are mainly due to differences in property growth rates and homestead turnover rates.

IV. The Effect of Save Our Homes on Affordable Housing as Evidenced by Property Tax Data

- Similarly valued $150,000 homesteads in 2005 paid monthly taxes of $204 if purchased in the previous year versus $84 if purchased in 1999. With a 6.5% mortgage rate, this difference would equate to the ability to purchase a $20,000, or 13%, higher valued home for those recently purchasing a homestead.
- In 2005, the median taxable value of homesteads purchased in the preceding year was $125,144 versus $68,897 for homesteads purchased in earlier years. Without the Save Our Homes assessment growth limitation, the newly purchased homesteads would have paid $387 less per year in property taxes while the previously purchased homesteads would have paid an additional $561 in property taxes.

V. The Effect of Save Our Homes on the Distribution of School Property Taxes

- To raise equivalent dollars in 2006 in the absence of the Save Our Homes assessment growth limitation, the required local effort (RLE) school millage could have been reduced from 5.010 to 3.997 mills, or by 20.2%.
- The amount of this reduction varies by county. Generally, the RLE millage reduction is greater in those counties having a higher than average Save Our Homes differential as a proportion of taxable value and lesser in those counties where the differential is a lower proportion of value.
- For the 10 school districts with reduced RLE millages due to the 90% limitation on the local contribution, millage rates would be further reduced but the same property tax dollars would be collected. The amount of this millage

reduction would vary, again based on the relative size of the Save Our Homes differential.

VI. Fiscal Impact of Save Our Homes Portability

- Working in conjunction with the Revenue Estimating Conference, preliminary fiscal estimates were produced on two possible "portability" scenarios. Estimates on the turn-over rate of homesteads, the percent of homestead property owners purchasing a different homestead, the value of newly purchased homestead properties that had higher just value than the previous homestead, future growth rates in just value, the value of new construction, and parcel growth were adopted. This work will be useful in estimating a wide variety of possible scenarios.
- For "full" portability, the preliminary fiscal impact would range from a 0.7% reduction in the tax roll in 2008 rising to a 2.4% reduction in 2012. "Full" portability would allow the transfer of the entire Save Our Homes differential to a new homestead, whether of greater or lesser value.
- For "mixed" portability, the preliminary fiscal impact would range from a 0.6% reduction in the tax roll in 2008 to a 2.0% reduction in 2012. "Mixed" portability would allow the transfer of the entire Save Our Homes differential when the new homestead is "upsized", but only a percentage could be transferred when "downsizing".

VII. Local Government TRIM Analysis

- In 2005, local governments as a whole levied tax rates approximately 11% above the rolled-back rate. For non-public school levies this percentage was 11.7% and for public school levies, 10%.
- For counties in 2005, 32 levied a millage less than the previous year, 33 levied a millage equal to the previous year and 2 levied a millage greater than the previous year. Three counties levied a millage rate equal to or less than the rolled-back rate, 27 levied above the rolled-back rate but were less than a 10% above the rate, and 37 counties levied a rate greater than 10% above the rolled-back rate.
- For cities in 2005, 117 levied a millage less than the previous year, 211 levied a millage equal to the previous year and 46 levied a millage greater than the previous year. Fifteen cities levied a millage rate equal to or less than the rolled-back rate, 145 levied above the rolled-back rate but were less than a 10% above the rate, and 214 cities levied a rate greater than 10% above the rolled-back rate.
- For school districts in 2005, 62 levied a millage less than the previous year, none levied a millage equal to the previous year and 5 levied a millage greater than the previous year. Six school districts levied a millage rate equal to or less than the rolled-back rate, 27 levied above the rolled-back rate but were less than a 10% above the rate, and 34 school districts levied a rate greater than 10% above the rolled-back rate.

VIII. Data Sources

- Three primary data sources were used in preparing this report.
  - Individual parcel data used in the roll approval process. There are approximately 9 million record statewide each year. The data is available for the years 1999 through 2006.
  - "Recapitulation" reports submitted by property appraisers and tax collectors, summarizing the tax roll. This data is published each year in the Department's Florida Property Valuations and Tax Data book.
  - Preliminary and final TRIM packages submitted by individual taxing authorities.
- In addition, the Department of Education provided a recalculation of the 2006 tax levy portions of the Florida Education Finance Program using a tax roll with the Save Our Homes differential eliminated.

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CHRISTOPHER L. HOLLEY
EXECUTIVE DIRECTOR

Florida Association of Counties Property Tax Policy Position as Adopted at the 2007 Legislative Conference

Property Tax Reform: As an overriding goal of reforming Florida's Property Tax Structure, **SUPPORT** solutions that improve equity and fairness among classes of taxpayers as well as individual taxpayers. **SUPPORT** reasonable limits on the rate of property tax assessment increases. **OPPOSE** caps on local government expenditures / revenues and modifications to the Property Tax Structure that erode the existing tax base.

Business Relief: SUPPORT establishing an exemption of $25,000 of value per taxpayer from Tangible Personal Property Taxes;

Non-Homestead Property Relief: SUPPORT establishing an annual assessment limitation for non-homestead property of ten percent with revaluation upon change of ownership or use of the property;

Renter's Relief: SUPPORT assessing affordable rental property that offers and covenants to continue to offer rents that meet HUD fair rent standards based upon the actual rental income of the property;

Commercial and Recreational Working Waterfronts Relief: SUPPORT allowing commercial and recreational working waterfront real property to be valued based upon the current use of the property by local option. Require that upon discontinuation of use of the property as a commercial or recreational working waterfront, the taxes that would have been due on the highest and best use of the property for the last three years become due; and

Truth in Millage Reform: SUPPORT revising the Truth in Millage process to allow the expenditures of constitutional officers to be individually stated. Provide better information during the TRIM process on functional expenditures.

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When to File

Generally, initial application for property tax exemption must be made between January 1 and March 1 of the year for which the exemption is sought. Initial application should be made in person at the property appraiser's office.

$25,000 Homestead Exemption

Every person who has legal or equitable title to real property in the State of Florida and who resides on the property on January 1 and in good faith makes it his or her permanent home is eligible for a homestead exemption. If title is held by the husband alone, a wife may file for him, with his consent, and vice-versa. If property is held by the entireties, one spouse may file as agent for the other.

If filing for the first time, be prepared to answer these questions:

1. In whose name or names was the title to the dwelling recorded as of January 1?
2. What is the street address of the property?
3. How long have you been a legal resident of the State of Florida? (A Declaration of Domicile or Voter's Registration will be proof of date before January 1.)
4. Do you have a Florida license plate on your car and a Florida driver's license?
5. Were you living in the dwelling on January 1?

$500 Widow's and Widower's Exemption

Any widow or widower who is a bona fide Florida resident may claim this exemption. On remarriage, the widow or widower is ineligible for the exemption. A person who is divorced before the spouse's death is not considered a widow or widower.

$500 Disability Exemption

A Florida resident who is totally and permanently disabled may qualify for this exemption.

$5,000 Disability Exemption for Ex-service member

An ex-service member disabled at least 10% in war or by service-connected misfortune may be entitled to a $5000 exemption on any property owned by the ex-service member.

$500 Exemption for Blind Persons

A Florida resident who is blind may qualify for this exemption. If claiming exemption based on blindness, the applicant must have a certificate of blindness issued by the Division of Blind Services of the Department of Education, the Federal Social Security Administration, or the Veteran's Administration.

Service Connected Total and Permanent Disability Exemption

An honorably discharged veteran with service-connected total and permanent disability may qualify for total exemption of homesteaded real estate used and owned as a homestead, less any portion used for commercial purposes. An existing exemption can be transferred to a new qualifying residence.Application must be made on the new residence and all other criteria met for the continued homestead exemption.

Under certain circumstances the benefit of this exemption can carry over to the surviving spouse.

If filing for the first time, bring proof of your service connected disability: such as, a letter from the United States Veterans' Administration.

Exemption for Totally and Permanently Disabled Persons

1.Real estate used and owned as a homestead by a quadriplegic, less any portion used for commercial purposes, is exempt from taxation.

2.Real estate used and owned as a homestead, less any portion

used for commercial purposes, by a paraplegic, hemiplegic, or other totally and permanently disabled person, who must use a wheelchair for mobility or who is legally blind, is exempt from taxation.

A person seeking exemption under number 2 above must meet gross income limitations. Gross income includes veterans' and social security benefits. The gross income of all persons residing in the homestead for the prior year cannot exceed $14,500. However, beginning January 1, 1991, the $14,500 limitation will be adjusted annually. The adjustment will be based on the percentage change in the average cost-of-living index of the immediate year compared with the prior year.

If filing for the first time, a certificate of total and permanent disability from two licensed doctors of this state or from the Veterans' Administration is required.

Additional homestead exemption for persons 65 and older

In accordance with s. 6(f), Art. VII of the State Constitution, the board of county commissioners of any county or the governing authority of any municipality may adopt an ordinance to allow an additional homestead exemption of up to $25,000 for any person who has the legal or equitable title to real estate and maintains thereon the permanent residence of the owner, who has attained age 65, and whose household income does not exceed $20,000.

Beginning January 1, 2001, the $20,000 income limitation shall be adjusted annually, on January 1, by the percentage change in the average cost-of-living index in the period January 1 through December 31 of the immediate prior year compared with the same period for the year prior to that. The index is the average of the monthly consumer-price-index figures for the stated 12-month period, relative to the United States as a whole, issued by the United States Department of Labor.

Counties and municipalities offering the additional homestead exemption for persons 65 and older

Homestead Tax Deferral

A person who is entitled to claim homestead tax exemption may elect to defer payment of part of the combined total taxes. The combined total includes ad valorem taxes and any non- ad valorem assessments that would be covered by a tax certificate sold by the tax collector. An annual application for tax deferral should be filed with the county tax collector on or before January 31, following the year in which the taxes and non-ad valorem assessments are assessed. Approval of an application for tax deferral will defer the portion of property tax that exceeds 5 percent of the applicant's household income for the prior year. If household income for the prior year is less than $10,000, all ad valorem taxes plus non-ad valorem assessments will be deferred.

A permanent resident of Florida 65 years old or older may defer that portion of the tax that exceeds 3 percent of the applicant's household income for the previous year. The property taxes may also be deferred entirely for persons between 65 and 69 years of age, whose household income for the previous year was less than $10,000. Or, the taxes may be deferred for persons 70 years old or older whose household income was less than $12,000 for the

previous year.

For additional information as to the number of years, total amounts that may be deferred, and interest on deferred taxes, contact the local tax collector.

Installment Payment of Property Taxes

Taxpayers who want to prepay property taxes on the installment plan should file an application with the tax collector by May 1 of the year in which the taxes are assessed. After submission of an initial application, a taxpayer is not required to submit annual applications as long as he continues to elect to prepay taxes by installments. For additional information as to discounts and payment dates, contact the local county tax collector. Effective January 1, 1993, county tax collectors may accept an installment payment of property tax on the next business day following the due date, if the last day for payment falls on a Saturday, Sunday, or holiday.

Personal Property

For purposes of property taxation, personal property is divided into these categories:

1. Tangible Personal Property - All goods, chattels, and other articles of value capable of manual possession whose chief value is intrinsic to the article itself. "Inventory" and "Household Goods" are expressly excluded from this definition.
2. Household Goods - Apparel, furniture, appliances, and other items usually found in the home and used for the comfort of the owner and family. Household goods are exempt from property taxation.
3. Inventory - Items of inventory are exempt from property taxation. Inventory generally means goods, wares, and merchandise held by a business for sale.

Some items of personal property are not taxable, for example, licensed motor vehicles, boats, airplanes, trailers, trailer coaches, and certain mobile homes as defined by law.

Taxable items are assessed at just value based on an annual return that must be filed by April 1 with the county property appraiser. The year of purchase, original cost, and the taxpayer's estimate of just value is required on the return. The property appraiser has the duty to discover omissions and to place value upon personal property.

The amount of tax due is calculated by multiplying the value of the property by the tax rate set by the taxing authorities. The tax bill is mailed to the taxpayer, usually by November 1.

The payment must be made to the tax collector by April 1 of the following year. There are specific discounts allowed for early payment and penalties for delinquency, failure to file, and for unlisted property.

For more information about property taxes, contact your county property appraiser or tax collector.

Florida Sales Report - September 2006
Single-Family, Existing Homes

	Realtor Sales			Median Sales Price		
Statewide & Metropolitan Statistical Areas (MSAs)	September 2006	September 2005	% Chge	September 2006	September 2005	% Chge
STATEWIDE	**13,485**	**20,451**	**-34**	**$243,900**	**$246,100**	**-1**
STATEWIDE YEAR-TO-DATE	**142,508**	**197,098**	**-28**	**$249,900**	**$231,800**	**8**
Daytona Beach (1)	612	1,077	-43	$207,100	$224,400	-8
Fort Lauderdale	741	977	-24	$370,300	$379,400	-2
Fort Myers-Cape Coral	693	1,075	-36	$261,400	$288,700	-9
Fort Pierce-Port St. Lucie	336	621	-46	$244,300	$269,400	-9
Fort Walton Beach	267	347	-23	$231,400	$245,500	-6
Gainesville	215	289	-26	$206,400	$179,800	15
Jacksonville	1,191	1,546	-23	$190,800	$194,400	-2
Lakeland-Winter Haven	387	574	-33	$168,900	$161,300	5
Melbourne-Titusville-Palm Bay	475	679	-30	$206,100	$225,300	-9
Miami	769	872	-12	$371,700	$371,200	—
Naples	236	377	-37	$446,900	$487,500	-8
Ocala	387	429	-10	$168,000	$157,500	7
Orlando	2,015	3,105	-35	$265,000	$250,100	6
Panama City	110	163	-33	$202,100	$201,000	1
Pensacola	466	564	-17	$167,900	$163,400	3
Punta Gorda	206	353	-42	$207,800	$229,700	-10
Sarasota-Bradenton (2)	436	648	-33	$290,000	$343,300	-16
Tallahassee	395	508	-22	$185,000	$169,800	9
Tampa-St. Petersburg-Clearwater (3)	2,595	4,443	-42	$227,400	$215,200	6
West Palm Beach-Boca Raton	566	1,202	-53	$365,500	$400,000	-9

(1) Data from the New Smyrna Beach Board of Realtors was not available.
(2) Data from the Manatee County Association of Realtors was not available.
(3) Data from the Hernando County Association of Realtors was not available.

Editor's note: Sales numbers represent totals of Realtors' closed transactions from local Realtor boards/associationswithin the MSAs.

This information is based on a survey of MLS sales levels from Florida's Realtor boards/associations. MSAs are defined by the 2000 Census. Source: Florida Association of Realtors and the University of Florida Real Estate Research Center.

State and Local Taxes Per Capita, FY 2003

1.	New York	$4,581.71	
2.	Connecticut	4,569.16	
3.	New Jersey	4,285.47	
4.	Wyoming	3,948.67	
5.	Massachusetts	3,928.22	
6.	Minnesota	3,760.30	
7.	Maryland	3,717.63	
8.	Maine	3,614.36	
9.	Rhode Island	3,562.94	
10.	Wisconsin	3,522.14	
11.	Hawaii	3,502.38	
12.	California	3,501.81	
13.	Nebraska	3,338.07	
14.	Illinois	3,336.25	
15.	Washington	3,292.64	
16.	Vermont	3,282.22	
17.	Ohio	3,277.60	
18.	Delaware	3,260.72	
	U.S. Average	**3,220.94**	
19.	Alaska	3,212.97	
20.	Pennsylvania	3,190.86	
21.	Michigan	3,181.04	
22.	**Virginia**	**3,089.93**	
23.	Colorado	3,084.47	
24.	Kansas	3,075.86	
25.	Nevada	3,026.16	
26.	Indiana	$3,003.89	
27.	Iowa	2,886.50	
28.	New Hampshire	2,881.82	
29.	North Dakota	2,868.02	
30.	**Georgia**	**2,798.46**	
31.	**Louisiana**	**2,793.56**	
32.	**Florida**	**2,784.36**	
33.	**North Carolina**	**2,779.70**	
34.	**Texas**	**2,756.51**	
35.	Kentucky	2,736.19	
36.	Oregon	2,728.34	
37.	Arizona	2,706.38	
38.	Missouri	2,691.89	
39.	Utah	2,626.97	
40.	New Mexico	2,619.45	
41.	**West Virginia**	**2,611.92**	
42.	South Dakota	2,501.31	
43.	Oklahoma	2,497.36	
44.	Idaho	2,496.39	
45.	**South Carolina**	**2,460.00**	
46.	**Tennessee**	**2,458.65**	
47.	Montana	2,405.88	
48.	**Mississippi**	**2,371.47**	
49.	**Arkansas**	**2,363.40**	
50.	**Alabama**	**2,176.52**	

Source: Florida TaxWatch from U.S. Department of Commerce data, December 2005.

State and Local Taxes as a Percent of Personal Income, FY 2003

1. Maine	12.89%
2. New York	12.89%
3. Wyoming	12.78%
4. Hawaii	11.82%
5. Wisconsin	11.75%
6. Nebraska	11.56%
7. Rhode Island	11.48%
8. Minnesota	11.33%
9. Ohio	11.26%
10. Vermont	11.09%
11. Louisiana	**11.04%**
12. West Virginia	**10.89%**
13. New Jersey	10.88%
14. North Dakota	10.83%
15. Indiana	10.76%
16. Kentucky	10.75%
17. Connecticut	10.69%
18. California	10.67%
19. Kansas	10.65%
20. New Mexico	10.59%
21. Michigan	10.58%
22. Mississippi	**10.57%**
23. Utah	10.55%
U.S. Average	***10.46%***
24. Pennsylvania	10.35%
25. Iowa	10.34%
26. Arizona	10.25%
27. Maryland	10.21%
28. Illinois	10.19%
29. Massachusetts	10.09%
30. Arkansas	**10.07%**
31. Washington	10.07%
32. Delaware	10.04%
33. North Carolina	**10.01%**
34. Idaho	9.87%
35. Alaska	9.86%
36. Nevada	9.86%
37. Montana	9.72%
38. Georgia	**9.69%**
39. Oklahoma	9.68%
40. South Carolina	**9.66%**
41. Texas	**9.61%**
42. Oregon	9.56%
43. Missouri	9.48%
44. Florida	**9.44%**
45. Virginia	**9.40%**
46. South Dakota	9.39%
47. Colorado	9.04%
48. Tennessee	**8.91%**
49. Alabama	**8.58%**
50. New Hampshire	8.45%

Source: Florida TaxWatch from U.S. Department of Commerce data, December 2005.

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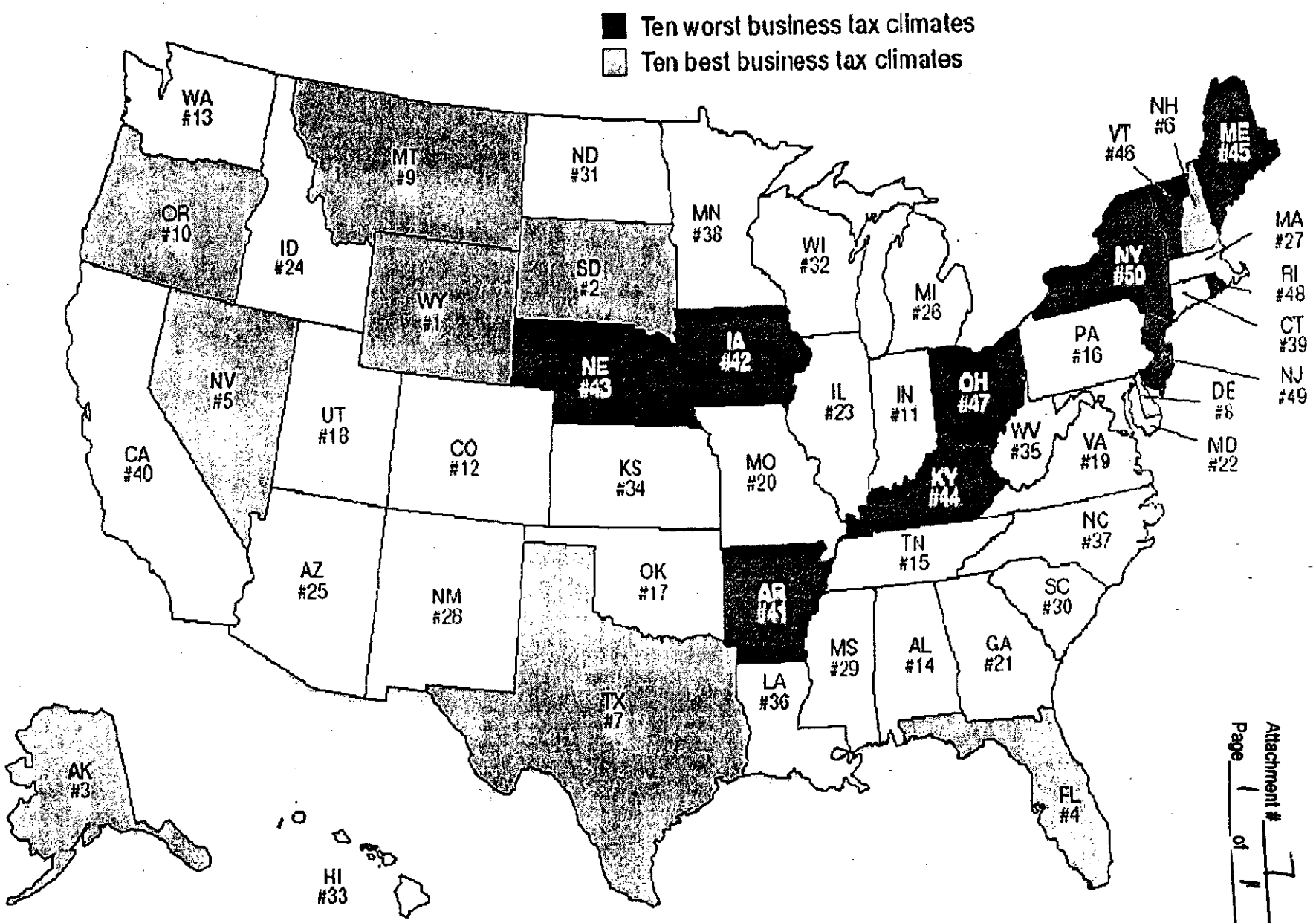
State Business Tax Climate Index, 2006



Source: Tax Foundation

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Impact of $25,000 TPP Exemption

	Dollar Impact $25,000 Exemption To Taxbase	Percent impact $25,000 Exemption To TPP Taxroll	TPP Filers *Eliminated* From Tax @ $25,000	Percentage Impact $25,000 TPP exemption Total Taxroll	2006 Total TPP Taxable Value	2006 Total Taxable Value Real & Personal
ALACHUA	$124,766,942	12.13%	9525	1.10%	$1,028,926,752	11,316,747,994
BAKER	$11,325,970	7.41%	1677	1.63%	$152,866,920	693,547,874
BAY	$109,184,038	11.98%	9522	0.59%	$911,564,131	18,558,204,406
BRADFORD	$13,614,506	8.69%	1367	1.69%	$156,653,639	803,935,449
BREVARD	$283,676,670	16.93%	41849	0.73%	$1,676,049,680	39,117,357,832
BROWARD	$874,667,339	11.34%	61176	0.55%	$7,716,004,645	158,014,686,715
CALHOUN	$5,468,892	8.38%	258	1.73%	$65,267,618	316,486,074
CHARLOTTE	$151,114,384	17.53%	18522	0.62%	$861,913,182	24,321,071,778
CITRUS	$88,189,998	4.65%	12161	0.76%	$1,894,758,438	11,637,462,135
CLAY	$63,227,618	10.30%	3638	0.70%	$613,761,544	9,091,579,207
COLLIER	$284,024,161	16.11%	26271	0.37%	$1,762,955,815	77,211,322,815
COLUMBIA	$26,494,986	9.62%	1651	1.16%	$275,288,445	2,292,629,713
DADE	$1,102,240,995	10.28%	89163	0.52%	$10,723,056,752	212,656,281,938
DESOTO	$23,488,335	8.39%	2693	1.34%	$280,021,119	1,758,121,481
DIXIE	$3,816,268	9.65%	236	0.64%	$39,554,328	591,757,218
DUVAL	$370,108,244	7.31%	19507	0.72%	$5,059,746,404	51,742,025,222
ESCAMBIA	$146,248,930	7.86%	8771	0.99%	$1,859,728,850	14,772,114,099
FLAGLER	$46,595,897	14.84%	6403	0.43%	$314,041,206	10,832,881,670
FRANKLIN	$6,767,748	13.04%	455	0.16%	$51,896,648	4,113,401,327
GADSDEN	$18,279,084	7.08%	1346	1.48%	$258,090,300	1,236,476,463
GILCHRIST	$6,693,910	6.55%	481	1.14%	$102,233,373	585,689,712
GLADES	$13,791,622	17.30%	1506	2.01%	$79,714,057	686,156,329
GULF	$7,903,872	9.18%	403	0.27%	$86,094,537	2,902,888,713
HAMILTON	$8,202,205	2.82%	779	1.25%	$291,079,458	657,475,392
HARDEE	$23,316,086	3.71%	2355	1.58%	$628,471,489	1,472,554,610
HENDRY	$24,558,890	5.67%	1848	0.87%	$432,901,200	2,814,131,759
HERNANDO	$70,030,782	9.83%	8449	0.71%	$712,540,946	9,901,079,038
HIGHLANDS	$82,018,710	16.05%	13192	1.41%	$511,073,760	5,834,603,692
HILLSBOROUGH	$462,122,550	6.48%	42231	0.59%	$7,128,693,690	78,617,484,483
HOLMES	$13,530,224	17.97%	1416	3.27%	$75,280,269	413,738,107
INDIAN RIVER	$87,014,536	13.20%	10501	0.49%	$659,280,781	17,893,025,367
JACKSON	$24,407,379	12.62%	1893	1.91%	$193,402,133	1,277,172,889
JEFFERSON	$11,465,438	11.67%	949	2.21%	$98,263,606	518,623,632
LAFAYETTE	$3,967,231	10.37%	257	1.86%	$38,244,183	213,297,993
LAKE	$172,729,185	13.46%	28451	0.91%	$1,282,905,169	18,879,152,787
LEE	$443,360,263	12.83%	61513	0.50%	$3,455,683,661	89,484,912,171

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Impact of $25,000 TPP Exemption

	Dollar Impact $25,000 Exemption To Taxbase	Percent impact $25,000 Exemption To TPP Taxroll	TPP Filers Eliminated From Tax @ $25,000	Percentage Impact $25,000 TPP exemption Total Taxroll	2006 Total TPP Taxable Value	2006 Total Taxable Value Real & Personal
LEON	$129,234,780	12.21%	7828	0.88%	$1,058,331,637	14,623,104,607
LEVY	$26,188,812	12.37%	1882	1.13%	$211,663,261	2,316,645,075
LIBERTY	$2,543,558	2.18%	117	1.02%	$116,781,907	248,683,386
MADISON	$11,993,165	13.63%	1200	1.87%	$87,997,289	640,710,265
MANATEE	$182,663,152	7.22%	31831	0.60%	$2,528,563,437	30,671,265,619
MARION	$177,054,222	13.11%	17469	1.02%	$1,350,838,872	17,429,268,825
MARTIN	$98,020,243	4.85%	11406	0.46%	$2,022,106,952	21,524,052,182
MONROE	$132,869,767	22.94%	13733	0.49%	$579,294,805	26,866,228,044
NASSAU	$36,082,798	9.07%	2596	0.50%	$397,972,761	7,236,635,457
OKALOOSA	$125,875,737	14.85%	10823	0.70%	$847,377,708	18,015,198,649
OKEECHOBEE	$29,397,417	9.65%	3458	1.30%	$304,681,947	2,262,758,048
ORANGE	$587,431,592	7.61%	46269	0.64%	$7,716,394,366	92,261,568,472
OSCEOLA	$132,923,950	11.32%	17686	0.61%	$1,174,660,783	21,938,772,396
PALM BEACH	$645,456,182	9.77%	42887	0.40%	$6,608,339,567	160,893,280,986
PASCO	$264,612,579	14.32%	39267	1.03%	$1,848,472,452	25,750,555,212
PINELLAS	$502,353,431	11.35%	73849	0.66%	$4,427,672,041	75,655,861,561
POLK	$455,422,562	8.49%	57042	1.52%	$5,364,948,619	29,906,211,800
PUTNAM	$29,955,090	3.75%	2901	0.76%	$799,499,499	3,935,417,927
SAINT JOHNS	$98,730,734	12.56%	8216	0.45%	$786,206,949	22,090,021,586
SAINT LUCIE	$101,822,514	4.54%	12912	0.42%	$2,244,213,422	24,164,244,137
SANTA ROSA	$55,100,728	10.49%	4377	0.64%	$525,198,993	8,597,671,764
SARASOTA	$265,828,697	13.92%	31060	0.45%	$1,909,846,533	58,999,985,790
SEMINOLE	$210,015,275	10.91%	13351	0.71%	$1,924,226,924	29,749,898,603
SUMTER	$25,975,765	7.18%	3143	0.57%	$361,771,204	4,595,285,495
SUWANNEE	$18,545,246	5.89%	1775	1.23%	$314,929,680	1,512,757,217
TAYLOR	$14,229,886	3.70%	913	1.13%	$384,924,300	1,264,231,366
UNION	$4,239,346	10.74%	364	2.09%	$39,457,088	203,099,015
VOLUSIA	$254,701,011	10.08%	38576	0.67%	$2,526,398,955	38,096,737,474
WAKULLA	$8,834,153	7.53%	595	0.65%	$117,316,912	1,367,487,321
WALTON	$64,859,879	16.01%	7084	0.39%	$405,211,424	16,503,239,956
WASHINGTON	$11,606,377	7.93%	1029	1.16%	$146,311,374	996,488,491
STATEWIDE	$9,776,889,624	9.83%	986,852	0.59%	$99,427,826,717	1,643,547,444,810

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RESOLUTION NO. R04- 20

A RESOLUTION OF THE LEON COUNTY BOARD OF COUNTY COMMISSIONERS; ESTABLISHING IT'S OPPOSITION TO A PROPOSED CONSTITUTIONAL INITIATIVE PETITION TO INCREASE THE HOMESTEAD EXEMPTION BY $25,000; ESTABLISHING IT'S SUPPORT OF THE FLORIDA ASSOCIATION OF COUNTIES' ONGOING EFFORT TO EDUCATE THE PUBLIC ON THE HARMFUL IMPACT TO ALL FLORIDA COUNTIES, AND THEIR CITIZENS, THAT WOULD NECESSARILY RESULT FROM THE PASSAGE OF THIS INITIATIVE; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, there is a proposed constitutional amendment by the group "Families for Lower Property Taxes" (the "Amendment") (copy attached hereto as Appendix A) that proposes to increase the Homestead Exemption by $50,000; and

WHEREAS, the proponents of this Amendment have promised all Florida homeowners a property tax savings of $500 should this amendment pass; and

WHEREAS, the Amendment will result in a $1.9 billion shift in the property tax burden to many homestead properties, businesses, rental property, second homes, and agricultural properties which will experience an increase in taxes rather than a decrease of the shift in burden; and

WHEREAS, the Amendment, if enacted, will potentially force at least 28 counties to the constitutional 10 mill cap; and

WHEREAS, the Amendment will impact Florida's rural counties significantly, many of which have little or no capacity to replace any lost revenues; and

WHEREAS, Leon County stands to be impacted by approximately $11.3 million reduced ad valorem taxes for the county which equates to an approximate 1.13 mills gap in countywide revenues, a corresponding reduction in countywide services or a combination of both; and

WHEREAS, the Amendment also stands to significantly impact Leon County School Board and City of Tallahassee ad valorem tax revenues to the detriment of their existing service levels and community-wide activities that also currently benefit Leon County citizens; and

WHEREAS, the amendment will impact voted debt levies, placing at risk current pledges of property tax revenues to meet debt service for such voter approved issues as environmentally sensitive land purchases; and

WHEREAS, all of Florida's counties, including Leon County, are constitutionally and statutorily charged with funding and providing an array of services for Florida's taxpayers and visitors to the state, including but not limited to, law enforcement, courts, elections, public health, emergency medical services, transportation improvements and land use planning; and

WHEREAS, the Board of County Commissioners ability to fund and provide some or all of these services will be adversely impacted by the amendment;

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF LEON COUNTY, FLORIDA, AS FOLLOWS:

Section 1. The County Commission hereby adopts each of the findings of fact as set forth above.

Section 2. The County Commission hereby declares its opposition to the Families for Lower Property Taxes Amendment increasing the Homestead Exemption and authorizes its staff to publicize its opposition and to advocate against its adoption.

Section 3. The County Commission encourages all local governments, elected officials and statewide associations and coalitions to join the Florida Association of Counties, the Florida League of Cities, the Florida Chamber of Commerce and others, to voice their opposition to this Amendment and to engage in a public education effort to inform Florida citizens of the negative impacts that are necessarily and directly related to the passage of this initiative.

Section 4. If any provision of this Resolution is for any reason finally held invalid or unconstitutional by any court of competent jurisdiction, such provision shall be deemed as a separate, distinct, and independent provision and such holding shall not affect the validity of the remaining provisions of this Resolution.

Section 5. This Resolution shall take effect immediately upon its adoption.

DONE, ADOPTED, AND PASSED by the Board of County Commissioners of Leon County, Florida, this 13th day of July, 2004.

LEON COUNTY, FLORIDA

BY: Jane G. Sauls
JANE G. SAULS, CHAIRMAN
BOARD OF COUNTY COMMISSIONERS

ATTESTED BY: John Stott, Deputy Clerk
BOB INZER, CLERK OF THE COURT

BY: _____
CLERK

APPROVED AS TO FORM:

COUNTY ATTORNEY'S OFFICE
LEON COUNTY, FLORIDA

BY: _____
HERBERT W. A. THIELE, ESQ.
COUNTY ATTORNEY

FAC
FLORIDA ASSOCIATION OF COUNTIES
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ST VICE PRESIDENT
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ND VICE PRESIDENT
UWANNEE

LIFF THAELL
MMEDIATE PAST PRESIDENT
AON

CHRISTOPHER L. HOLLEY
XECUTIVE DIRECTOR

County Fiscal Challenges in Recent Years

For several years, the Legislature has repeatedly pointed out the double-digit increases in property tax revenue. Typically, when the members highlight this fact, they have in the same breath criticized local governments for wasteful spending. We believe, however, that members have not been exposed to the double-digit cost increases and other pressures seen by local government over the same period, and that the majority of new dollars are spent on public safety and infrastructure. Therefore, Florida Association of Counties is providing the following information to put the property tax revenue increases in a more complete perspective:

Cost Increases – Some areas where counties have seen increases are:

- Highway and street construction costs are up **31.4 %** since 2000 and **26.4%** since 2003
- Asphalt prices are up **35.7%** since 2000 and **19%** since 2003
- Energy prices are up **60%** since 2000 and **36.3%** since 2003
- Cement prices are up **21%** since 2003
- Construction material prices are up **16%** since 2003

Use of New Funds – From 1999 to 2004, County expenditures utilizing new funds were dedicated as follows:

- 25% to Public Safety (including 1,948 additional Law Enforcement Personnel and 471 additional corrections officers)
- 16% to Transportation
- 12% to Water Sewer, Electrical, and Solid Waste Utilities
- 10% to Health and Human Services

Hurricane Impacts – To restore public infrastructure damaged by the 2004 and 2005 hurricanes, local government were responsible for a FEMA match of **$357.3 M**.

Direct Cost Shifts or Revenues Reduced – Over the last five years, either through the elimination or reduction of grants, or shifting of direct costs, local governments experienced an annual **$414.5 M** reduction in revenue. Specifically in the areas of:

- County Revenue Sharing - **$102.1 M** and **$43.3 M** reductions (1999, 2000)
- Elimination of recycling grants for counties over 75,000 while recycling mandates remained - **$17.6 M** reduction (2001)
- County Contribution to Medicaid Hospital Inpatient - **$14.2 M** increase (2001)
- Elimination of Article V Trust Fund - **$29.1 M** reduction (2001)
- County Revenue Sharing Program and the Local Government Half Cent Program revenues - **$116.2 M** reduction (2003)
- Shifted Juvenile Predisposition Detention costs to counties - **$92.2 M** increase (2004)

Medicaid Increased Costs to Counties – From 1999 to 2005, Medicaid costs to the counties increased from **$116 M** to **$201 M**. The trend continues as counties expect Medicaid to cost them an estimated **$216 M** in 2006.

2005 County Millage Reductions - 30 counties reduced millage compared to the rate in place the prior year. In addition, there was a **$230 M** reduction in property tax levies than if the same rates were maintained.

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