

**STORAGE NAME:** h0441a.go

**DATE:** January 19, 2000

**HOUSE OF REPRESENTATIVES  
COMMITTEE ON  
GOVERNMENTAL OPERATIONS  
ANALYSIS**

**BILL #:** HJR 441

**RELATING TO:** Limitations on State Appropriations

**SPONSOR(S):** Representative Wallace and others

**TIED BILL(S):**

**ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:**

- (1) GOVERNMENTAL OPERATIONS YEAS 6 NAYS 0
  - (2) FINANCE & TAXATION
  - (3) GENERAL APPROPRIATIONS
  - (4)
  - (5)
- 

**I. SUMMARY:**

In 1994, Florida voters approved a constitutional amendment intended to limit the growth of state revenues. Article VII, section 1 (e) was added to the Florida Constitution and provides for a limitation on state revenue collection. Subsection (e) of this constitutional provision limits state revenues collected for any fiscal year to those revenues constitutionally permitted plus an adjustment for growth. "Growth" is defined as the "amount equal to the average rate of growth in Florida personal income over the most recent twenty quarters times the state revenues allowed under this subsection for the prior fiscal year."

HJR 441 proposes an amendment to Article VII, section 1 (e) of the Florida Constitution which would change the current system for budgeting state expenses from a budget which may not exceed adjusted total state revenues for the previous year to a budget which may not exceed the prior year's appropriations with adjustment for growth.

The calculation of the "adjustment for growth" is determined on the basis of the average actual rate of growth for median household income in Florida plus the projected rate of growth of Florida's population. Provision is also made for suspension of the appropriation limitation in years in which the state experiences a financial emergency which is declared by the Governor and approved by a three-quarters vote of the membership of each house of the Legislature.

The proposal would have a significant fiscal effect.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- |                                   |   |                             |   |
|-----------------------------------|---|-----------------------------|---|
| 1. <u>Less Government</u>         | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/>            |
| 2. <u>Lower Taxes</u>             | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> | N/A <input type="checkbox"/>            |
| 3. <u>Individual Freedom</u>      | Yes <input type="checkbox"/>            | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 4. <u>Personal Responsibility</u> | Yes <input type="checkbox"/>            | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 5. <u>Family Empowerment</u>      | Yes <input type="checkbox"/>            | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |

For any principle that received a "no" above, please explain:

B. PRESENT SITUATION:

In 1994, Florida voters approved a constitutional amendment designed to limit the growth of state revenues. Article VII, section 1 (e) was added to the Florida Constitution and provides for a limitation on state revenue collection. Subsection (e) of this constitutional provision limits state revenues collected for any fiscal year to those revenues constitutionally permitted plus an adjustment for growth. "Growth", as used for the purpose of this provision is defined as the "amount equal to the average rate of growth in Florida personal income over the most recent twenty quarters times the state revenues allowed under this subsection for the prior fiscal year."

Additionally, for the purpose of this constitutional limit, "state revenue" is defined as "taxes, fees, licenses, and charges for services imposed by the legislature on individuals, businesses, or agencies outside state government." Article VII, section 1(e) of the Florida Constitution further stipulates that "state revenue" does **not** include the following:

- revenues necessary to meet the requirements in documents authorizing the state to issue bonds;
- revenues used to provide matching funds for the federal Medicaid program (except revenues used to support the Public Medical Assistance Trust Fund or its successor program and with the exception of state matching funds used to fund elective expansions made after July 1, 1994);
- lottery prize payouts;
- receipts of the Florida Hurricane Catastrophe Fund;
- balances carried forward from prior fiscal years;
- taxes, licenses, fees, and charges for services imposed by local, regional, or school district governing bodies; or
- taxes, licenses, fees and charges for services required to be imposed by any amendment or revision to the constitution after July 1, 1994.

Future limits in state revenue growth are based upon the 1994-1995 fiscal year, in which \$38.6 billion was appropriated. However, revenues fitting the constitutional definition for the same fiscal year were only \$18.99 billion - less than one-half of total state revenue. In effect, only half of the state's revenues are subject to the constitutional limit.

**C. EFFECT OF PROPOSED CHANGES:**

Effective with the state fiscal year beginning 2001 - 2002, the state appropriation for that fiscal year will be limited to the state appropriations for the prior fiscal year (SAPFY) plus an adjustment for growth.

Section 1 (e)(1) defines "State appropriations" as not including any portion of state appropriations spent or to be spent from receipt of federal funds. Section 1 (e)(2) defines "Adjustment for growth" as a percentage equal to the sum of the average annual rate of growth in median household income (MHIGR%) in Florida over the most recent five years plus the rate of growth of the population of Florida (PGR%) projected for the fiscal year. The state appropriation limitation would be calculated by the following formula:

$$SAL = \{SAPFY \times (MHIGR\% + PGR\%)\} + SAPFY$$

Section 1 (e)(3) requires that "state revenues collected for any fiscal year in excess of the state appropriations limitation shall be transferred to the budget stabilization fund until the fund reaches the maximum balance as specified in Section 19(g) of Article III and will be refunded to taxpayers as provided by general law."

The appropriations limitations may be suspended in any fiscal year in which the governor declares a state financial emergency and in which a three-quarters vote of each house of the legislature concurs in a separate bill which contains no subject other than suspension of the state appropriations limit for the fiscal year.

Absent a declared emergency, expansions in governmental spending covered by appropriations would not occur without income and population growth.

**D. SECTION-BY-SECTION ANALYSIS:**

See Effect of Proposed Changes.

**III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:**

**A. FISCAL IMPACT ON STATE GOVERNMENT:**

1. Revenues:

See attached financial information sheets.

2. Expenditures:

See attached financial information sheets.

**B. FISCAL IMPACT ON LOCAL GOVERNMENTS:**

1. Revenues:

See attached financial information sheets.

2. Expenditures:

See attached financial information sheets.

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C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

There is a possible direct economic impact on the private sector should the state government limit its appropriations amount rather than limit its revenues. See attached financial information sheets.

D. FISCAL COMMENTS:

See attached financial information sheets.

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

N/A

B. REDUCTION OF REVENUE RAISING AUTHORITY:

N/A

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

N/A

V. COMMENTS:

A. CONSTITUTIONAL ISSUES:

N/A

B. RULE-MAKING AUTHORITY:

N/A

C. OTHER COMMENTS:

N/A

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

At the January 19, 2000, meeting of the Committee on Governmental Operations, a technical amendment was adopted on page 3, line 17, of the bill to change the phrase "three-quarters" to "three-fourths" to conform with traditional language regarding member voting in the Legislature.

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VII. SIGNATURES:

COMMITTEE ON GOVERNMENTAL OPERATIONS:

Prepared by:

Staff Director:

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