

**STORAGE NAME:** h0163a.tu.doc  
**DATE:** February 22, 2001

**HOUSE OF REPRESENTATIVES  
COMMITTEE ON  
TOURISM  
ANALYSIS**

**BILL #:** HB 163

**RELATING TO:** Sales Tax on Public Athletic Facilities

**SPONSOR(S):** Representative(s) Prieguez

**TIED BILL(S):**

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

|     |                               |        |        |
|-----|-------------------------------|--------|--------|
| (1) | TOURISM                       | YEAS 4 | NAYS 0 |
| (2) | FISCAL POLICY & RESOURCES     |        |        |
| (3) | FISCAL RESPONSIBILITY COUNCIL |        |        |
| (4) |                               |        |        |
| (5) |                               |        |        |

---

I. SUMMARY:

The bill amends s. 212.08, F.S., to allow a publicly owned football facility where the football team of a public or private postsecondary education institution is based to retain sales tax proceeds generated by the facility. In order to retain the proceeds, the facility must be located in a municipality that has been declared to be in a state of financial emergency pursuant to s. 218.503, F.S., (Local Government Financial Emergencies Act) within six years prior to the January 1, 2002 effective date of this bill and has had established a financial emergencies board. The current existence of the financial emergencies board is not required.

The bill defines the term "sales taxes generated by the facility" to mean taxes on ticket sales for events located at the facility, ticket surcharges imposed by the local government for events held at the facility, merchandise sales and concession sales on the premises of the facility, charges for services at the facility, and rental of the facility.

The bill requires concessionaires, merchandisers, and other entities collecting tax at the facility to report the sales to the Department of Revenue, but remit the taxes to the facility in a manner prescribed by rules adopted by the Department of Revenue.

On February 16, 2001, the Revenue Estimating Conference estimated the general revenue of the bill to the state to be (\$.1 m) in FY 2001-2002 and (\$.3 m) in FY 2002-2003. The impact on local governments was estimated to be negligible for both years. It should be noted, however, that local government will be receiving the benefit of the tax revenues that would otherwise be going to the state. These revenues are for use for renovating and modernizing the publicly owned football stadium.

II. SUBSTANTIVE ANALYSIS:

A. DOES THE BILL SUPPORT THE FOLLOWING PRINCIPLES:

- |                                   |                              |                             |   |
|-----------------------------------|------------------------------|-----------------------------|---|
| 1. <u>Less Government</u>         | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" type="checkbox"/> |
| 2. <u>Lower Taxes</u>             | Yes <input type="checkbox"/> | No <input type="checkbox"/> | N/A <input checked="" 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:

Subsection 212.04(2)(a)1., F.S., provides that no tax shall be levied on admissions to athletic events sponsored by an institution within public or private colleges and universities when only student and faculty talent is used. However, this exemption does not apply to athletic events sponsored by an institution within the State University System as defined in s. 240.2011, F.S. Proceeds from the tax collected on such admissions must be retained and used by each institution to support women's athletics as provided in s. 240.533(3)(c), F.S., relating to gender equity in intercollegiate athletics. There are 10 public universities and 28 public community colleges within the State of Florida and information provided by the State Board of Independent Colleges and Universities indicates that there are 210 private colleges and universities located in the State of Florida.

Section 212.05, F.S., specifies that every person who engages in the business of selling tangible personal property at retail in the state, rents or furnishes any of the things or services taxable under chapter 212, F.S., or stores any item or article of tangible personal property for use or consumption and leases or rents such property within the state is exercising a taxable privilege.

Subsection 212.05(1)(a)1.a., F.S., levies a six percent tax rate on the sales price of each item or article of tangible personal property that is sold at retail in the state. Additionally, subsection 212.05(1)(b), F.S., levies a six percent tax rate on the cost price of each item or article of tangible personal property that is not sold but is used, consumed, distributed, or stored for the use or consumption in the state.

Section 212.055, F.S., authorizes local governments to levy one or more of six types of discretionary sales surtaxes. The six discretionary sales surtaxes include the charter county transit system surtax, the local government infrastructure surtax, the small county surtax, the indigent care surtax, the county public hospital surtax, and the school capital outlay surtax. The authorized discretionary sales surtaxes range from 0.5 percent to 1.0 percent.

Subsection 212.054(2)(a), F.S., stipulates that all authorized discretionary sales surtaxes must be levied on all transactions subject to the state tax imposed on sales, use, services, rentals, admissions, and other authorized transactions. An authorized discretionary sales surtax is computed by multiplying the rate of the surtax by the amount of taxable sale and taxable purchase. However, a discretionary sales surtax may not be levied on any sales amount above \$5,000 for any item of tangible personal property and for long-distance telephone service.

Section 212.08, F.S., specifies that the sale at retail, the rental, the use, the consumption, the distribution, and the storage to be used or consumed in the state of certain items are exempt from the tax imposed by chapter 212, F.S. These exemptions are classified under one of 17 different categories. Subsection 212.08(5), F.S., identifies account of use exemptions and specifies that the following items are exempt from the tax imposed by chapter 212, F.S.: items in agricultural use and certain nets; machinery and equipment used to increase productive output; machinery and equipment used in production of electrical or steam energy; machinery and equipment used under a federal procurement contract; gas used for certain agricultural purposes; motion picture or video equipment and sound recording equipment used in certain production activities; building materials used in the rehabilitation of real property located in an enterprise zone; business property used in an enterprise zone; aircraft modification services; machinery and equipment used in silicon technology production and research and development; paint color card samples and similar samples; growth enhancers or performance enhancers for cattle; and educational material purchased by certain child care facilities.

Except as otherwise provided by law, proceeds from the taxes imposed by chapter 212, F.S., must be remitted to the state to be credited to the account of the general revenue fund.

Currently, the Orange Bowl qualifies under s. 218.503, F.S., by meeting the criteria that the facility must be located in a municipality that has been declared to be in a state of financial emergency pursuant to s. 218.503, F.S., within six years prior to the January 1, 2002 effective date of this bill and has established a financial emergencies board established under that act. The current existence of the board is not required. The University of Miami, which leases the Orange Bowl Stadium from the City of Miami, is not part of the ten-member State University System but is an independent postsecondary institution. Also, the University of Miami has a 501(c)(3) status and does not collect sales tax on admissions to its intercollegiate athletic events. The Orange Bowl facility, however, does collect sales tax on ancillary services such as parking, concessions, and merchandise sold at the Orange Bowl Stadium.

**C. EFFECT OF PROPOSED CHANGES:**

The bill amends s. 212.08, F.S., to allow a publicly owned football facility where the football team of a public or private postsecondary education institution is based to retain sales tax proceeds generated by the facility. In order to retain the proceeds, the facility must be located in a municipality that has been declared to be in a state of financial emergency pursuant to s. 218.503, F.S., the Local Government Financial Emergencies Act, within six

years prior to the January 1, 2002 effective date of this bill and has had established a financial emergencies board established under that act. The financial emergencies board does not have to be in existence on the bill's effective date.

Currently, the Orange Bowl in Miami would qualify under this bill by meeting the criteria that the facility must be located in a municipality that has been declared to be in a state of financial emergency pursuant to s. 218.503, F.S., within six years prior to January 1, 2002 and has had established a financial emergencies board. The University of Miami, which leases the Orange Bowl Stadium from the City of Miami, is not part of the ten-member State University System but is an independent institution. The University of Miami has a 501(c)(3) status and does not collect sales tax on admissions to its intercollegiate athletic events. The Orange Bowl facility, however, does collect sales tax on other types of events held (e.g., concerts, professional soccer games, and religious events) and ancillary services such as parking, concessions, and merchandise sold at the Orange Bowl Stadium. Staff has been informed that no other publicly owned football facility would qualify under the bill.

The bill defines the term "sales taxes generated by the facility" to mean taxes on ticket sales for events located at the facility, ticket surcharges imposed by the local government for events held at the facility, merchandise sales and concession sales on the premises of the facility, charges for services at the facility, and rental of the facility.

The bill requires concessionaires, merchandisers, and other entities collecting tax at the facility to report the sales to the Department of Revenue but remit the taxes to the facility in a manner prescribed by rules adopted by the Department of Revenue.

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

**Section 1:** Amends s. 212.08(5), F.S., by adding subparagraph (g) to do the following:

- Allow a publicly owned football facility where the football team of a public or private postsecondary education institution is based to retain sales tax proceeds generated by the facility. In order to retain the proceeds, the facility must be located in a municipality that has been declared to be in a state of financial emergency pursuant to s. 218.503, F.S., (Local Government Financial Emergencies Act) within six years prior to the January 1, 2002 effective date of this bill and has had established a financial emergencies board. The current existence of the financial emergencies board is not required.
- Define the term "sales taxes generated by the facility" to mean taxes on ticket sales for events located at the facility, ticket surcharges imposed by the local government for events held at the facility, merchandise sales and concession sales on the premises of the facility, charges for services at the facility, and rental of the facility.
- Require concessionaires, merchandisers, and other entities collecting tax at the facility to report the sales to the Department of Revenue but remit the taxes to the facility in a manner prescribed by rules adopted by the Department of Revenue.

**Section 2:** Establishes an effective date of January 1, 2002.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE GOVERNMENT:

| 1. <u>Revenues:</u>       | <u>2001-2002</u> | <u>2002-2003</u> |
|---------------------------|------------------|------------------|
| General Revenue           | (\$ .1 m)        | (\$ .3 m)        |
| Solid Waste Management TF | (negligible)     | (negligible)     |
| TOTAL                     | (\$ .1 m)        | (\$ .3 m)        |
| 2. <u>Expenditures:</u>   |                  |                  |
|                           | -0-              | -0-              |

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

| 1. <u>Revenues:</u>     | <u>2001-2002</u> | <u>2002-2003</u> |
|-------------------------|------------------|------------------|
| See Fiscal Comments.    | (negligible)     | (negligible)     |
| 2. <u>Expenditures:</u> |                  |                  |
| See Fiscal Comments.    | (negligible)     | (negligible)     |

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

This bill may generate a positive economic impact and increased sales tax revenues due to commercial development and capital improvements.

D. FISCAL COMMENTS:

On February 16, 2001, the Revenue Estimating Conference estimated the general revenue impact of the bill to the state to be (\$ .1 m) in FY 2001-2002 and (\$ .3 m) in FY 2002-2003. The impact on local governments was estimated to be negligible for both years. It should be noted, however, that local government will receive the benefit of the tax revenues that would otherwise be going to the state. These revenues are to be used for the renovation and modernization of the publicly owned football stadium.

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

A. APPLICABILITY OF THE MANDATES PROVISION:

This bill does not require counties or municipalities to spend funds or to take action which requires the expenditure of funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

This bill is not anticipated to reduce the authority that counties or municipalities have to raise total aggregate revenues.

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

This bill is not anticipated to reduce the total aggregate percentage of a state tax shared with counties or municipalities.

V. COMMENTS:

A. CONSTITUTIONAL ISSUES:

None.

B. RULE-MAKING AUTHORITY:

The bill instructs the Department of Revenue to promulgate rules on how the facility could receive the sales tax collected by other entities.

C. OTHER COMMENTS:

A similar bill (HB 1987), not identical, was introduced in the 2000 session.

At the committee meeting, there were questions raised about the potential effect on sales tax revenues being diverted from women's athletics. There was question also about whether the law applied in this case because the University of Miami is an independent institution. Questions arose because in its review of the bill, the Revenue Estimating Conference estimated the impact of the bill on women's athletics due to the reduction in sales tax collected from certain admissions pursuant to s. 212.04(2)a., F.S., to be (\$80,000) in FY 2001-2002 and (\$.2 m) in FY 2002-2003. The sponsor of the bill stated that if there is an impact on funding for women's athletics, he will amend the bill to protect such funds.

Further information obtained from the Department of Revenue subsequent to the committee meeting indicates that the bill will not reduce funds for women's athletics and that the initial estimation of this impact was incorrect.

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

None.

VII. SIGNATURES:

COMMITTEE ON TOURISM:

Prepared by:

Staff Director:

---

Monique Cheek

---

Judy C. McDonald

**STORAGE NAME:** h0163a.tu.doc

**DATE:** February 22, 2001

**PAGE:** 7