

SENATE STAFF ANALYSIS AND ECONOMIC IMPACT STATEMENT

(This document is based on the provisions contained in the legislation as of the latest date listed below.)

Prepared By: Government Efficiency Appropriations Committee

BILL: CS/CS/SB 1208

INTRODUCER: Government Efficiency Appropriations Committee and Committee on Environmental Preservation and Senator Lawson

SUBJECT: Oyster management and restoration programs

DATE: March 23, 2006

REVISED: _____

	ANALYST	STAFF DIRECTOR	REFERENCE	ACTION
1.	<u>Molloy</u>	<u>Kiger</u>	<u>EP</u>	<u>Fav/CS</u>
2.	<u>Albee</u>	<u>Poole</u>	<u>AG</u>	<u>Favorable</u>
3.	<u>Keating</u>	<u>Johansen</u>	<u>GE</u>	<u>Fav/CS</u>
4.	_____	_____	<u>GA</u>	_____
5.	_____	_____	<u>WM</u>	_____
6.	_____	_____	_____	_____

I. Summary:

The bill repeals the 50-cents per bag surcharge on oysters harvested from the waters of the Apalachicola Bay which is paid by the wholesale dealer first receiving, using, or selling the oysters, and which is distributed for oyster management and restoration programs in the bay. The surcharge is replaced with a \$300,000 annual documentary stamp tax distribution to the General Inspection Trust Fund within the Department of Agriculture & Consumer Services to be used to fund oyster management and restoration programs in the Bay and other areas of the state.

On the effective date of the act, the Department of Revenue is directed to cease all efforts to collect uncollected surcharge revenues.

The bill substantially amends ss. 201.15 and 370.07, F.S.; and amends s. 213.05, F.S.

II. Present Situation:

Apalachicola Bay¹

The oyster fishery in Apalachicola Bay is the most productive of the oyster harvesting areas in Florida, and typically provides 80-90 percent of the statewide oyster harvest. The fishery is managed by the Fish and Wildlife Conservation Commission (FWC) through gear restrictions, daily bag limits, and seasonal closures.

¹ Information relating to the oyster management and restoration program provided by the Department of Agriculture & Consumer Services at http://www.floridaaquaculture.com/SEAS/SEAS_intro.htm

The oyster management and restoration program is managed by the Department of Agriculture & Consumer Services (DACS) and includes:

- Oyster relaying to move live oysters from polluted areas closed for harvest to cleaner approved areas where the oysters cleanse themselves and become suitable for harvesting.
- Oyster transplanting to move seed oysters from areas of low growth to more favorable areas.
- Shell planting to deposit oyster shells on the bay bottom to rehabilitate oyster bars or create new ones. The shells provide a hard surface for oyster larvae to settle on and begin to grow.

The waters for harvesting of shellfish are classified as:

- Approved - normally open to harvesting. Red tides, sewage spills, and weather conditions such as hurricanes, may cause the Bay to be closed temporarily.
- Conditionally Approved - closed to harvest periodically because of pollution events such as excessive rain or increased river flow.
- Restricted Area - Open to relaying or controlled purification allowed only by special permit and with supervision. Red tides, sewage spills and weather events may cause the harvest area to be closed.
- Conditionally Restricted Area - Periodic suspension of relay and controlled purification activities based on pollution events.
- Prohibited Area - No harvesting due to actual or potential pollution.

Per Bag Surcharge:

The 1989 Legislature enacted ch. 89-175, L.O.F., to establish a 50-cents per bag surcharge on oysters harvested from the waters of the Apalachicola Bay. The surcharge was to be paid by the wholesale dealer first receiving, using or selling the oysters after harvest from the Bay. The Department of Revenue (DOR) was designated as the collection agent and the surcharge was to be transferred quarterly into the Apalachicola Bay Conservation Trust Fund of the Department of Natural Resources (now the Department of Environmental Protection). The funds were to be used by the department to fund oyster management and restoration programs in Apalachicola Bay.

Prior to the transfer of the oyster management and restoration program to the DACS in the 2000 Regular Session, several laws were enacted which affected the oyster management and restoration program:

- Chapter 94-356, L.O.F., transferred the program to the newly created Department of Environmental Protection (DEP).
- Chapter 96-321, L.O.F., provided that surcharge revenues be deposited into the Marine Resources Conservation Trust Fund at DEP.
- Chapter 99-245, L.O.F., transferred the Marine Resources Conservation Trust Fund to the FWC.

In the 2000 Regular Session, the Legislature enacted ch. 2000-197, L.O.F. to transfer responsibility for the oyster management and restoration program to the Division of Aquaculture at the DACS.

The DOR remained the state's collection agent and was directed to transfer surcharge revenues collected to the General Inspection Trust Fund at the DACS. The current oyster management and restoration program covers the Apalachicola Bay and oyster harvesting areas in Dixie, Levy, and Wakulla counties. Additional funding for the program is provided by the DACS.

Since the inception of the surcharge, collection revenues have fluctuated and program costs often exceed revenues collected. The fairness of the surcharge has been questioned by the harvesters who have seen a reduction in the per-bag-payments they receive from the wholesale dealers. Wholesale dealers in the Bay can sell bags of oysters harvested from other areas of the state without collecting or submitting the surcharge which is not assessed for oysters harvested outside of the Bay. In addition, the DACS runs the oyster management and restoration program in areas outside of the Bay, but only the Apalachicola Bay harvesters and dealers pay any of the program costs.

Oyster Surcharge Collection Summary

The FWC is responsible for providing the DOR with an annual list of oyster wholesale dealers who must have a saltwater products license issued by the FWC in order to sell saltwater products to any person, firm, or corporation except directly to the consumer. This list is used by the DOR to collect the per bag surcharge.

In the summer of 2004, the DOR began a compliance enforcement effort to begin collecting overdue surcharge revenues. Registered and potentially unregistered wholesale dealers were notified by certified letter that the DOR was attempting to collect the unpaid surcharge. Second notices were mailed in September 2004. In February 2005, estimated bills totaling approximately \$195,000 in uncollected surcharge revenues were sent to 10 wholesale dealers who appeared to owe surcharge moneys over the past three years, and in April 2005, estimated bills totaling approximately \$82,980 were sent to an additional 7 wholesale dealers who appear to owe surcharges moneys over the past three years. The estimated bills also assessed penalties for late payment. The DOR has collected \$27, 319.66 in the compliance effort - \$24,455 of surcharge revenues, \$133.73 in penalties, and \$2,731.21 in interest.

Active Dealer Information ²	FY 2000-2001	FY 2001-2002	FY 2002-2003	FY 2003-2004	FY 2004-2005 (thru 10/04)
Revenue	\$ 69,723	\$ 58,877	\$ 26,723	\$ 38,600	\$13,183
# of Active Dealers	19	19	19	19	25
# of Active Dealers Paying Surcharge	10	9	6	14	7

² Chart information relating to active dealers provided by the Department of Revenue.

The Apalachicola Bay oyster beds were closed off and on through the summer and fall of 2005 due to damage caused by hurricanes and red tide related health issues. As a result of the closures, the DOR has not been pursuing the compliance enforcement project.

Documentary Stamp Tax

The documentary stamp tax is actually two taxes imposed on different bases at different tax rates. The tax on deeds and other documents related to real property is at the rate of 70 cents per \$100. Certificates of indebtedness, promissory notes, wage assignments and retail charge account agreements are taxed at 35 cents per \$100. Pursuant to s. 201.15, F.S., revenue from the documentary stamp tax is divided between the General Revenue Fund and various trust funds used to acquire public lands or support affordable housing. These distributions are as follows:

- 62.63 percent to the General Revenue Fund
- Debt service for Preservation 2000, Florida Forever, and Everglades Restoration bonds and distributions to the Ecosystem Management and Restoration Trust Fund, the Marine Resources Conservation Trust Fund, and for specific infrastructure and growth management purposes are made out of the General Revenue distribution.
- 9.5 percent to the Land Acquisition Trust Fund
- 4.2 percent to the Water Management Lands Trust Fund
- 3.801 percent to the Conservation and Recreation Lands Trust Fund
- 0.899 percent to the State Game Trust Fund
- 2.28 percent to Aquatic Plant Control Trust Fund
- 0.25 percent to Water Quality Assurance Trust Fund
- 0.25 percent to DACS General Inspection Trust Fund
- 4.8475 percent to the State Housing Trust Fund
- 11.3425 percent to the Local Government Housing Trust Fund

Chapter 2005-92, L.O.F., provides that, effective July 1, 2007, the amounts distributed from documentary stamp tax collections to various trust funds may not exceed specified amounts. Documentary stamp collections to the Land Acquisition Trust Fund, Water Management Lands Trust Fund, Invasive Plant Control Trust Fund, State Game Trust Fund, State Housing Trust Fund, and Local Government Housing Trust Fund were capped. Distributions to the CARL Trust Fund, Water Quality Assurance Trust Fund, and General Inspection Trust Fund, were not changed. The law includes a growth factor which will increase the cap for each fund based on growth in documentary stamp collections. Calculated distributions in excess of the limits are to be paid into the State Treasury to the credit of the General Revenue Fund.

III. Effect of Proposed Changes:

Section 1. The bill amends subsection (11) of s. 201.15, F.S.; distributing \$300,000 of documentary stamp tax revenues to the General Inspection Trust Fund in the Department of Agriculture and Consumer Services to fund oyster management and restoration programs in Apalachicola Bay and other areas of the state. In addition, the bill removes obsolete language from subsection (13) of s. 201.15, F.S.

Section 2. As a result of amendments to s. 201.15(11) and (13), F.S., made by s. 1 of ch. 2005-92, L.O.F., which take effective July 1, 2007, the bill amends subsection (11) and (13) of s. 201.15, F.S. Effective July 1, 2007, the bill amends subsection (11) to distribute \$300,000 of documentary stamp tax revenues to the General Inspection Trust Fund in the Department of Agriculture and Consumer Services to fund oyster management and restoration programs in Apalachicola Bay and other areas of the state. In addition, the bill amends subsection (13) to remove obsolete language.

Section 3. The bill amends subsection (3) of s. 370.07, F.S., to repeal the 50-cents per bag surcharge assessed on each bag of oysters harvested from the waters of the Apalachicola Bay. The bill also repeals requirements that wholesale dealers certify that the surcharge has been paid or will be paid by the wholesale dealer first receiving the oysters.

The bill repeals provisions requiring that the Department of Revenue to:

- Keep records showing the amount of surcharge collected;
- Transfer surcharge collected into the General Inspection Trust Fund at the DACS on a quarterly basis;
- Adopt emergency rules to implement the surcharge program; and
- Promulgate rules to establish audit procedures for wholesale dealers, assess wholesale dealers for delinquency, and prescribe and publish forms to effectuate the collection of the surcharge.

In addition, the bill requires that the DACS use documentary stamp tax revenues paid to the credit of the General Inspection Trust Fund to fund oyster management and restoration programs in Apalachicola Bay and other areas of the state.

Section 4. The bill amends s. 213.05, F.S., to delete the responsibility of the Department of Revenue for administering the 50-cents per bag surcharge established in s. 370.07(3), F.S.

Section 5. The bill directs the Department of Revenue to cease all efforts to collect any uncollected surcharge revenues due or payable on the effective date of the act.

Section 6. Provides that the act shall take effect upon becoming a law, except as otherwise provided in the bill.

IV. Constitutional Issues:

A. Municipality/County Mandates Restrictions:

The bill does not require cities and counties to expend funds or limit their authority to raise revenues or receive state-shared revenues as specified by s. 18, Art. VII, State Constitution.

B. Public Records/Open Meetings Issues:

None.

C. Trust Funds Restrictions:

None.

V. Economic Impact and Fiscal Note:**A. Tax/Fee Issues:**

The bill repeals the 50-cents per bag surcharge on oysters harvested from the waters of the Apalachicola Bay paid by wholesale dealers of oysters. The surcharge revenues are used to fund the oyster management and restoration program of the Division of Aquaculture of the Department of Agriculture and Consumer Service (DACS). To replace the revenues, the bill provides that \$0.3 million of documentary stamp tax revenue be distributed to the General Inspection Trust Fund of the DACS. This will result in a recurring loss to the General Revenue Fund of \$278,100 in documentary stamp tax revenue. The general revenue service charge of 7.3 percent will be imposed on the \$0.3 million distribution to the General Inspection Trust Fund, generating \$21,900 in service charges to the General Revenue Fund.

B. Private Sector Impact:

The bill will have a positive private sector impact because of the reduction in costs to oyster harvesters and wholesale dealers who pay the 50-cents per bag surcharge.

C. Government Sector Impact:

The bill provides that \$300,000 of documentary stamp tax revenue will be credited to the General Inspection Trust Fund at the DACS. Fiscal information provided by the department indicates that the surcharge generates \$85,000 in revenue and that the trust fund provides an additional \$214,000 for program expenses, including salaries and benefits for 6 FTEs. A recurring funding source will provide the Division of Aquaculture with the ability to spend current dollars on other division related responsibilities, such as water quality testing, for which spending authority exists but for which there are insufficient funds.

VI. Technical Deficiencies:

None.

VII. Related Issues:

None.

VIII. Summary of Amendments:

None.

This Senate staff analysis does not reflect the intent or official position of the bill's introducer or the Florida Senate.
