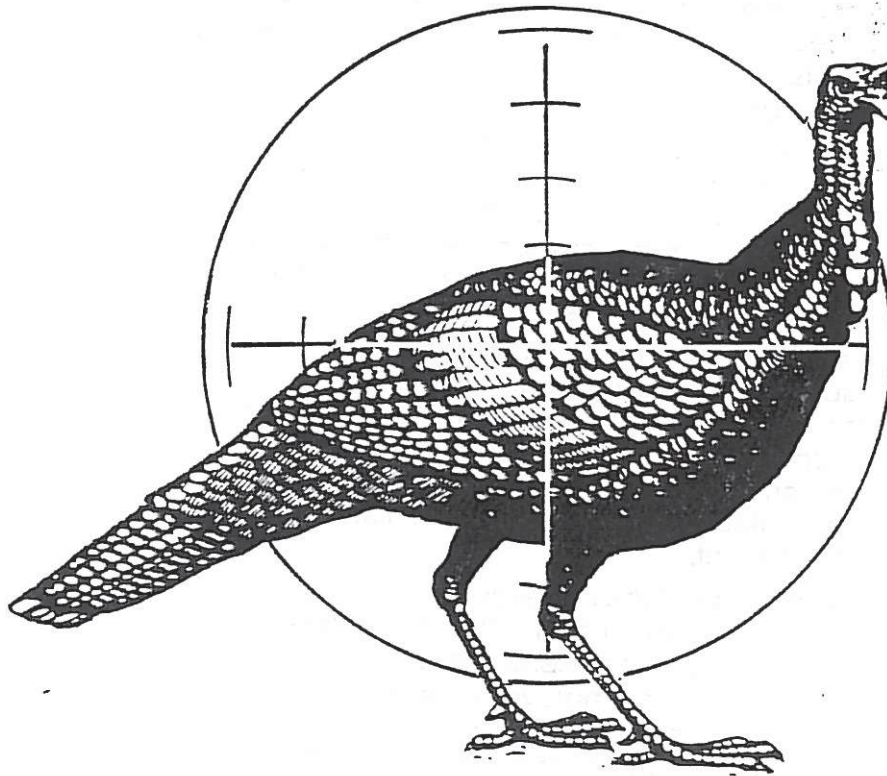


1988 TURKEY WATCH



**An Unprecedented \$150 Million Worth of
Turkeys Require Governor's Veto**

June 24, 1988

and update of June 28, 1988 Governor's vetoes

Florida
TaxWatch
Inc.

about TAXWATCH

Florida TaxWatch, Inc. is the only statewide organization devoted entirely to Florida taxing and spending issues. Since its inception in 1979, TaxWatch has worked diligently and effectively to inform and safeguard the interests of the taxpayer, helping to reduce inefficiencies and prompting responsible cost effective improvements in the management and operation of citizens' tax dollars without lobbying.

TaxWatch is supported by all types of taxpayers—home owners, small businesses, large corporations, professional firms, members of the news media, associations and individuals — representing a wide spectrum of Florida's citizens. TaxWatch is a statewide non-partisan, non-profit government watchdog and taxpayers research foundation supported entirely by voluntary tax deductible membership contributions. Membership is open to any organization or individual interested in supporting sound research which promotes a more effective, responsive and efficient government.

TaxWatch publishes several types of research products which range from detailed research findings and recommendations as to where and how productivity improvements in government can be achieved, to explaining how timely economic, financial and tax related developments may impact on Florida's citizens.

TAXWATCH is ever present to ensure that taxes are fair, equitable, not excessive, that their public benefits and costs are weighed, and that government agencies are more responsive and productive in their use of public funds.

An Unprecedented \$150 Million Worth of Turkeys Require Governor's Veto

Legislature's Statesmanlike Image Disintegrating

The 1988-89 state budget will jump an additional 15.7% (or \$2.8 billion) to a record \$21.2 billion, funded in part by a six-cent sales tax that was represented to Floridians as critically needed to pay for growth-related needs such as prisons, teacher salaries and infrastructure. Although a considerable portion of the budget will be used to fund legitimate, growth-related projects, programs and services, at least \$150 million of the tax-fueled increases are slated for non-priority items which are funded outside the legislatively mandated planning and budget review process.

As in other years, Florida TaxWatch studied the new budget with an eye for "turkeys" or legislative appropriations which utilize public money in a manner which is not in the best interest of the general citizenry. During the last three years, a steady increase in the number and amount of turkeys has been noted.

This year, the magnitude of turkeys added to the state budget by lawmakers has taken an alarming, quantum leap, unprecedented in the history of Florida TaxWatch research. While this represents only a small percentage of total state spending, (although a much larger percentage of available discretionary spending) it has a polluting affect on government and erodes the public's confidence in how its tax dollars are being spent.

This dismaying reality is evidence that statesmanship, embodying a proud and responsible attitude which demands positive government reforms for the good of all, appears to be fading like a yellowing photograph. The very accountability and dignified leadership to which Floridians have over the years become accustomed - and which they deserve - are eroding before our eyes. More and

Summary of Recommendations

- Governor Martinez should take advantage of a new veto mechanism to rid the state budget of "turkeys."
- An annual "turkey allowance" not to exceed 10% of the Working Capital ("Rainy Day") fund in any given year should be implemented.
- The Governor and Legislature should establish a true capital budget with a comprehensive prioritization process.
- In November 1988, the citizens of Florida should vote "yes" on a Constitutional amendment establishing a bipartisan tax and budget reform commission.

more, we are seeing other people's money being used for inappropriate and sometimes detrimental funding, which continues to diminish our ability to meet legitimate, high-priority needs of the state.

One such turkey involves \$15 million worth of direct state appropriations and \$15 million of proceeds from the six-cent sales tax committed to fund a \$115 million, for-profit, privately owned baseball stadium in St. Petersburg. Other turkeys are evidenced by lawmakers' increases in district expenses, legislative pay raises and a no-cost health insurance increase for members, despite impending price hikes for other state officials and employees.

Moreover, all too many turkeys are recurring, meaning the funds appropriated this year for a building project will require additional funding next year - and often in succeeding years - for other related costs.

Special Note

GOVERNOR VETOES 71 - NEARLY 2/3 - OF TURKEYS IDENTIFIED BY TAXWATCH

On June 28, 1988, subsequent to release of this report, Governor Bob Martinez vetoed \$150.2 million worth of appropriations in the state's new \$21.1 billion budget. These vetos include 71 of the turkeys (worth \$76.7 million) identified in this report as not going through the established planning and budget prioritization process. Vetoed turkeys are distinguished in the following pages of this publication by a blue "vetoed" stamp.

Definition of a Turkey

A turkey is a legislative appropriation which funds or subsidizes private sector events, local government projects and building construction. For the latter reason, a turkey is sometimes referred to as "the edifice complex." Many turkeys are tacked onto the state budget during the legislative session, circumventing the normal planning and budgeting process which by necessity requires close scrutiny by state agencies, the Governor's Office of Planning and Budgeting and legislative committees and staff.

Turkeys generally fall under one or more of the following categories of expenditures:

1. Items which are included in the budget after the annual General Session begins, allowing legislators to sidestep the normal planning and public accountability process;
2. Subsidies to private organizations, councils or committees which can and should obtain their funding from private sources;
3. Local government projects benefiting local area residents but lacking significant local funding support and overall benefit to the state as a whole; and
4. Projects having no empirically demonstrated public benefit, but are, instead, of benefit to some special interest.

What Else Could a Turkey Buy?

Spending on turkeys by state government results in less money for legitimate public service needs. Florida TaxWatch has compiled a partial listing of valuable programs, each identified as a priority in the state's established planning and budgeting process, which were under funded or, in certain circumstances, completely neglected in favor of special interest projects or the infamous turkeys.

<u>Under funded items</u>	<u>Est. Deficit</u>
Community Care For The Elderly	\$112 million
Community Care For The Disabled	100 million+
Day Care For The Working Poor	11 million
Care for Emotionally Disturbed Children	2 million
Foster Care	4 million
Aid To Families With Dependent Children	6 million
Adult Congregate Living Facility	11 million
Affordable Housing Projects	15 million
Alcohol And Drug Abuse Programs	10 million
Prenatal Health Care	56 million
Developmental Screening	11 million
Emergency Shelter (birth - age 18)	13 million
Child Abuse Treatment (birth - age 18)	19 million
Child Immunizations/Medicine	14 million
School Dropout Prevention	80 million
Runaway Teen Services (ages 10 - 18)	14 million
Drug/Alcohol Treatment (ages 10 - 18)	38 million
Detention/Prison Alternatives	12 million
	\$528 million

Note: Florida's child population (under the age of 18) will grow next year by 75,000. According to an analysis by the Florida Center for Children and Youth, the proposed 1988-89 legislative budget "guarantees that our children will lose ground." Considering that our state suffers from the nation's highest school dropout and juvenile incarceration rates, it seems apparent that there is no ground to lose. Another major concern deals with our ever-increasing older population. Two of the more important vehicles for assisting the elderly population are Adult Congregate Living Facilities (which have proven to be much more cost effective than nursing homes) and Community Care for the Elderly (which provides in-home care for the low income elderly). These two programs are underfunded in the proposed budget.

Source: Florida Center for Children and Youth, Florida Catholic Conference, Florida Alcohol and Drug Abuse Center and Florida TaxWatch, June 1988.

Recommendations to Curb Taxpayer Abuse

... and build citizen confidence

While turkeys will no doubt always be with us, the excesses seen during the 1988 legislative session must be curbed. Fortunately, during the September 1987 Special Session, the Legislature amended state law to prevent itself from allocating funds in the letter of intent accompanying the appropriations act. This gives the Governor new line item veto authority when combined with legal precedent which was established by a 1985 court case allowing the Governor to veto projects with specific dollar allocations that are imbedded in lump-sum appropriations containing other projects. Florida TaxWatch recommends that Governor Martinez use this new veto mechanism to rid the state budget of this year's bountiful crop of turkeys while maintaining the integrity of an overall appropriation.

Florida TaxWatch further proposes allowing an annual "turkey allowance" containing a proviso that it not exceed an amount equal to 10% of the unencumbered portion of the Working Capital ("Rainy Day") fund in any given year. This would provide a political incentive to increase the working capital fund while limiting the amount of money that legislators spend at will.

Florida TaxWatch recommends a requirement that the Governor and Legislature establish a true capital budget with a comprehensive prioritization process.

Finally, Florida TaxWatch recommends a "yes" vote this November to approve a Constitutional amendment establishing a bipartisan tax and budget reform commission. One part of the commission's work could

be to restructure the state budget process to reduce the perverse influence of legislative turkeys.

State Budget Process Needs Fixing

Florida TaxWatch finds several major weaknesses in the state budget process that encourage proliferation of turkeys and need to be changed:

- The planning and budgeting process prescribed in Chapter 216, Florida Statutes, is "end runned" and compromised by legislators who stick their special projects in the state spending plan during the annual General Session;
- The Governor does not receive adequate information in a timely manner to make informed decisions on specific budgetary items; and
- The State lacks a true capital budget.

Beef Up Rainy Day Fund

Governor Martinez recommended a 1987-88 "Rainy Day" fund of \$170 million. The Legislature reduced it to \$124.1 million which is a preliminary amount for 1988-89. The Governor can effectively boost this fund close to \$200 million and honor his inaugural pledge to "make a difference" by vetoing tens of millions of ill advised pork barrel appropriations in the new state budget. All he must do is sharpen his veto ax.

TURKEYS

...crowd out government spending on citizens' legitimate needs.

...undermine citizen confidence in the institution of government.

...unnecessarily pump up demand for future spending on "pork barrel" projects.

Eyebrow Raising Appropriations

1988 Turkey Watch - - Take an Ax to the Gobblers



Industrial Park in Century. The City of Century (Escambia County) got an appropriation to study the feasibility of building an industrial park to serve approximately 7500 people in the area. State dollars are the primary funding source for this study. A city official contacted by Florida TaxWatch was unsure of what financial support, if any, the city or county will be providing to this project. Local, not state, funds should be used for this project in accordance with existing state policy.

\$.15 million



Ellyson Field Loan Repayment. This state appropriation would pay off the \$1.4 million balance on a \$2.5 million loan that the county received from the state seven years ago to purchase Ellyson Field from the Federal Government. The County maintains an industrial complex on this property. This item only surfaced when Senator W.D. Childers proposed it during later deliberations of the appropriations conference committee, bypassing the normal budgeting process.

\$1.4 million



Trade and Convention Center. This appropriation, which was also proposed by Senator Childers, is for an exhibition center adjacent to the Civic Center in Escambia County. Estimated cost of the project is \$5-7 million, with the difference being made up by a local 3 cent bed tax. State money would fund about half of the project, but the trade and convention center would almost exclusively benefit the local area.

This item, like other turkeys, is not recommended by the appropriate state agency, is not supported as part of any generally accepted state policy and is not part of the State Comprehensive Plan's set of legitimate and prioritized unmet public needs.

\$3 million



Self Help Program. This appropriation is to go to the Small Business Development Center at the University of West Florida in Pensacola. The apparent purpose is to conduct a feasibility study for establishing a Center for Self Help Program. When contacted by Florida TaxWatch, the Director of the Center was unfamiliar with the proposed program.

\$.035 million



Fuels Research - Florida Institute of Technology. A feasibility study is currently being conducted to develop a cost-effective method for conversion of waste paper to liquid fuel. The Governor's Energy Office recently awarded this project nearly \$50,000 - a maximum grant. This \$100,000 appropriation is in addition to the grant. Why was it stuck in the Department of Commerce's budget rather than going to the Governor's Energy Office?

\$.1 million



Scenic Railroad. This appropriation to the City of High Springs (Alachua County) is for a study of the feasibility of converting old rail lines from Branford, Florida into a scenic railroad. This is part of a plan to rejuvenate tourism to area attractions such as Poe and Hornsby Springs. The city will match this money with \$5,000, but the study would ordinarily be funded exclusively by the local government or a private concern.


\$.005 million




Access Road to Shirt Factory. This appropriation is for building 400 yards of paved road to a for-profit shirt factory in Holmes County. It was not requested by the Department of Commerce. A Holmes County official indicated to Florida TaxWatch that this project was not of sufficient priority for the county to support, and thus requested state funds.

\$.018 million




 **Gumbe Festival!!** The Tacolcy Economic Development Corporation proposes to use this appropriation to provide exhibits highlighting Florida's economic relations with Caribbean nations. These exhibits will be at the annual Gumbe Festival in Miami. The Department of Commerce did not recommend state participation in this project.


\$.15 million

 **Planet Ocean.** This appropriation to the International Oceanographic Foundation is for updating exhibits at the Planet Ocean Museum in Dade County, which is run in conjunction with the University of Miami. The money was not requested by the Department of Commerce. Entry fees, gifts, membership and money from the University of Miami are the ordinary and established means to improve exhibits and support the museum.


\$.25 million

 **Genesis Incubator.** This is a program to aid start-ups of technical businesses, primarily in the Gainesville area. Facilities and faculty at the University of Florida and in the community will be utilized. While this program meets the goals of the Department of Commerce to promote entrepreneurship, it was not of sufficient priority to recommend state subsidy.


\$.09 million

 **CAMACOL Trade and Exhibition Center.** This is another incubator for small businesses. Located in Miami, the center helps minority firms get started and assists them in making contacts overseas. While the Department of Commerce says this program is very good, it did not request or recommend funds for this program. The center was appropriated \$200,000 for FY 1987-88.

\$.3 million

 **Travel Agent Convention.** The City of Miami Convention Center has requested money to promote and run the National Convention of the American Society of Travel Agents (ASTA). The Commerce Department did not request or recommend this project and there is no existing state policy to legitimize state taxpayer support of this private trade association event. This event should be funded by membership of the association, associate/related members, the convention center and local commerce.

\$.4 million

 **Turkeyism At Its Best.** Under the title of "Economic Development Projects," the Appropriations Conference Committee lumped two major turkeys together with a priority of the Governor. The turkeys are:

● **Miami Grand Prix** \$.3 million

This is a privately sponsored road race. It should be self supporting through private fund raising like other races and sporting events.

● **1989 Super Bowl in Miami** \$.25 million

The third item, a Spaceport study for \$500,000, makes this line item difficult for the Governor to veto since it is a project he talked about in his "State of the State Address" to the 1988 Legislature. It is amazing how legislators manipulate appropriations, almost guaranteeing passage of their pet projects.

The Governor would, and should, show he is serious about curbing turkeys and budgetary gamesmanship (as his predecessors have discovered) by vetoing this line item. If the Spaceport study cannot be funded by an appropriate and legitimate budgetary transfer, it can surely be funded next year without inappropriate strings attached.

\$.55 million



Bus Convention. The Orlando/Orange County Convention and Visitors Bureau, Inc. has requested money to promote and run the 1989 American Bus Association Annual Convention. The appropriation will cover about 50% of needed funds. Other money will come from rebates on hotel rooms used by the conventioners. This appropriation was not requested by the Department of Commerce and there is no existing state policy to legitimize state taxpayer support.

\$.1 million



Turkey Touchdowns. The Tampa/Hillsborough Convention and Visitors Association has requested money to promote the annual football game between Florida A & M and Bethune-Cookman Universities. The Department of Commerce did not recommend money for this game. Supporters of this game, and others like it, should seek support from ticket sales, the universities' alumni and athletic associations and other private and customary sources.

\$.1 million



On-the-Job Training. This program, operated by Transitions, Inc. in Dade County, deserves commendation for its success in reducing recidivism among county inmates, but it is considered a local project by the Department of Corrections. Fifty-two percent of the program is funded privately. This appears to be a worthy local project; more local and private dollars should be raised to sustain it.

\$.75 million



New Community Facility. The James E. Scott Community Association was appropriated funds to renovate a facility in Liberty City (Dade County). The facility presently has a leaky roof, no air conditioning and poor lighting. It also is in need of an alarm system because of security problems in the area. District 11 of the Department of Health and Rehabilitative Services did not request this money. The District 11 Administrator is not familiar with the project.

\$.1 million



International Trade in Florida. None of the items listed below were requested or recommended by the Department of Commerce. While they meet the Department's goal of promoting exports and developing foreign and domestic trade relations, they benefit businesses in specific localities. The Department supports these local efforts but argues that state taxpayer support is inappropriate, or not a sufficient priority.

In FY 1987-88, Florida TaxWatch identified four turkeys dealing with trade. This year, the crop has doubled. As more areas realize they can get free state money to run trade programs, the list likely will continue to grow.

As we have noted in the past, a number of these projects and trade events are beneficial and useful activities. What is at issue here is whether state taxpayers should subsidize them when the state's own Commerce Department and budgetary prioritization process say no.

- Jacksonville Chamber of Commerce International Business Development \$.1 million
 - Jacksonville World Trade Center Trade Development Export Programs .075 million
 - Polk County International Trade Mission .075 million
 - Greater Orlando Chamber of Commerce Trade Missions (Third year on Florida TaxWatch's "turkey" list.) .15 million
 - Tampa Trade Fair (Third year on Florida TaxWatch's "turkey" list.) .2 million
 - Miami World Trade Center World Trade Institute of the Americas Training Courses .75 million
 - Florida A & M University Florida Institute for African and Caribbean Affairs - Commercial Development .25 million
 - International Trade Program .05 million
- \$.975 million



Grant to the Florida State University Center for Employment Relations and Law. This center, created to do applied research in employee relations, bypassed the Board of Regents in requesting funding. The center, which appears to be accountable to no one for results, received an \$87,500 grant with no clarifying proviso language included.

\$.09 million



Jacksonville Minority Business Enterprise. This \$57,000 turkey is a local government project that should be funded locally. It is a low priority item that was not subjected to the normal planning and budgeting review process and was not requested by the Department of Community Affairs.

\$.06 million



Turkey Treats. Money totaling \$3.25 million for four local wastewater system projects was appropriated in a lump sum to the Department of Community Affairs, which did not request this funding.

- City of Wewahitchka \$.125 million
- Holmes County 1.125 million
- Town of Gretna .625 million
- City of Century 1.375 million
\$3.25 million



Distribution Formula Bypassed. The Department of Education requested nearly \$2 million for Network Centers for the Severely Emotionally Disturbed. A state advisory council has been established to ensure the equitable distribution of funds based on factors such as population, demographics and need. The problem is that there is a provision in this appropriation which earmarks \$150,000 for Orange County. It is not in the state's best interest to allow certain counties to circumvent an established and equitable method for distributing funds.

\$.15 million



Nova Program Cited Last Year - Doubles Its Money This Year. Nova University in Broward County is a private institution which received \$980,000 last year to establish an accelerated liberal arts program. The Post Secondary Education Planning Commission (PEPC) previously had recommended additional evaluation of the program's impact and necessity. Once again, the PEPC review process has been ignored in the decision to fund this program. No formal assessment has yet been made to determine whether this is the most cost effective way to fund such a program (even if the need were established). Moreover, this year's appropriation is twice as large as last year's.

\$1.8 million



Dropout Prevention Funds Distributed

"Willy Nilly." Most taxpayers are aware of Florida's dubious distinction as the state with the highest public school dropout rate in the nation. While it is difficult to criticize efforts to deal with this critical problem, in this instance it is the means - not the ends - to which taxpayers take exception. Approximately \$3.9 million was appropriated to the Department of Education for special projects relating to dropout prevention.

The problem is that all but about \$500,000 of this amount has been legislatively earmarked for 24 specific county projects, community associations, cooperatives, high schools and middle schools. The Department of Education requested only two of these 24 projects totaling \$1.3 million. This new funding is in addition to nearly \$145 million provided by FTE dropout prevention funds.

\$2.6 million



Flamingo Aviary Strikes Again. Last year, Florida TaxWatch eyed "fowl" over an appropriation (for nearly \$.25 million) to this private organization for construction of an aviary classroom in Fort Lauderdale. Evidently, the project was not completed with last year's state funding and this turkey has flown back north for additional state assistance.

\$.05 million

Private Schools Funded Without State Review

The Post-Secondary Education Planning Commission (PEPC) is legally charged with the responsibility of reviewing and recommending program proposals from private colleges and universities supported by state funds. Rule 6A-10.32 of the Florida Administrative Code sets forth this review process. Many private institution contracts are properly evaluated and recommended by the Commission each year. Others, however, bypass the legally established review procedure.

The Commission is concerned that this may serve as a signal to private institutions that going directly to the Legislature to seek state funding is an acceptable alternative. The chairman of the Commission recently expressed concern about funding programs absent its review. Over \$16 million worth of 1988-89 appropriations to private universities and colleges in the state have not been reviewed by PEPC, many because they are simply not of an "academic" nature. Of this amount, \$11.2 million is slated for the University of Miami ("First Accredited Medical School" appropriation). It would be inappropriate to characterize such an appropriation as a turkey since this item has been funded since 1951.

The point is that there seems to be no established PEPC-type body whose primary responsibility is to review this kind of item - an important problem within the state budgeting process. PEPC supports the TaxWatch position that an independent review/appraisal should be made of all funds directed to independent universities and colleges.

The University of Miami is certainly not the only school to receive funds absent a formal PEPC-type review. The following is a partial list of private universities and colleges that have been appropriated funds for the upcoming year and received no formal review from the PEPC:

Bethune Cookman College	\$.5 million
Edward Waters College	.25 million
Southeastern College of Osteopathic Medicine	.105 million
Nova University	<u>1.8 million</u>
	\$2.7 million



This problem may warrant a future Florida TaxWatch study. The focus of such a study would be to determine what benefits that the state of Florida derives from these investments.

"A turkey is an unnecessary, costly, special interest project...in someone else's district."

Anonymous Legislator



Catfish Breeding Farm. This item was not requested by the Department of Education. This "aqua-culture" breeding farm located in Blountstown, Florida received over \$200,000 last year for salaries and capital outlay. This year's appropriation is for equipment and general operating expenses. The initial idea was to create a facility where interested citizens could obtain information about the breeding process. It has not yet been determined whether this will be a self-sustaining project any time in the near future.

\$.1 million



Water Reuse Projects. This appropriation relates to two different projects. The first represents additional funding for a sophisticated sewage treatment facility at Hooker Point in the City of Tampa. The Department of Environmental Regulation understood this to be a three year project and has supported it to that extent. The Department does not believe that the state should fund this for an additional year.

\$.263 million

The second project is for water reuse in the City of Cocoa. It involves the use of treated sewage to spray roads and medians. In the Department's view, this represents a commendable and efficient attempt to conserve water resources, but it cannot justify singling out one city to receive such an appropriation.

\$.25 million



Steinhatchee Water System. This relates to a water system that was out of compliance for several years. The state gave the city \$114,000 last year for construction of a new well and purchase of a pump. This year, Steinhatchee is asking for additional funds for the construction of a back up well. This is another local project that was not requested by the Department of Environmental Regulation and should be the full responsibility of the local government.

\$.1 million



State Funding For Local Court Mandate. This appropriation relates to the highly publicized AIDS court case in Desoto County that involved the Ray family and its three sons. The family sued the school board for barring its sons from the normal, open school environment. Part of the court decision requires the county to provide an AIDS education program to the children and adults of the county. If the state foots the bill for a program that the court has charged Desoto County with providing, the state may be establishing a very improper precedent of encouraging other local governments to seek state "bail out" for adverse court decisions.

\$.1 million



Privately Run Children's Museum In Dade County. State funds have been appropriated for the operating expenses of this private, non-profit organization. The museum is funded by membership fees, private donations and admission charges. While this private museum may provide a benefit to some in Dade County, the state agency charged with recommending state support and prioritization of limited tax dollars did not acknowledge or recommend involuntary taxpayer support.

\$.075 million



Magnet School In Volusia County. This appropriation for an experimental school facility for exceptionally talented students was not recommended by the Department of Education. A similar project was vetoed by the Governor last year.

\$.2 million



Cuban History Exhibit. This item is to be used to fund an exhibit at Florida International University. The theme deals with tracing hispanic ties to Florida and the exploration of Florida from Cuba. This sounds like a very interesting and valuable exhibit, but it was not requested, recommended or prioritized by the Board of Regents.

\$.113 million



St. Pete Turkey Dome. Two years ago the St. Petersburg city council gambled and won local taxpayer support to finance the construction of an \$85 million baseball stadium without securing a commitment from a major league baseball team. However, the construction cost did not include \$30 million of additional expensive amenities such as: a scoreboard, interior work and furnishings, artificial turf and closed circuit television to name a few. As a result, the city wants Florida taxpayers to subsidize the project. The Florida Legislature agreed to appropriate \$15 million over three years from the Working Capital Trust Fund and allow the city to annually retain \$1.6 million in locally generated state sales tax revenues until the \$30 million target is achieved. Fortunately, state proceeds will not be expended for this project should the city be unsuccessful in luring the team.

Florida TaxWatch agrees that securing a team for St. Petersburg or some other Florida city would be worthwhile private sector and community venture. However, the state has had no existing policy of subsidizing private for profit athletic stadiums and events. In fact, Mr. Joe Robbie, owner of the Miami Dolphins (National Football League) just recently financed and constructed a new \$100 million plus football stadium in north Dade County - financed with private funds and no taxpayer subsidy directed to the stadium.

The issue here is not whether major league baseball is good for Florida or St. Petersburg. The issue is whether the state should expend up to \$30 million of Floridian's tax dollars for one private, for-profit athletic franchise while so many legitimate, high priority state public facilities and services remain neglected and under-funded because they lack political prowess.

Special Note: In the waning hours of the 1988 Illinois Legislature, funding was approved for improvements to Chicago's Cominskey Park, thereby nullifying the White Sox as a prospect for St. Petersburg. St. Petersburg can lay claim to its turkey only if they sign a major league team by January 1, 1989.



Daytona Beach Joint Use Facility.

This relates to phase 2 construction plans for a joint use facility between the University of Central Florida and Daytona Beach Community College. It does not appear in the 3 or 5 year request plans of the Board of Regents.

\$4 million



University of West Florida Athletic Complex.

Florida TaxWatch cited a similar appropriation to this school last year because it failed to go through the normal planning and budgeting route. This year's appropriation is for about half last year's but again it was not requested.

\$.2 million



Water Hyacinth Study. This is a commercial feasibility study funded from the Aquatic Plant Control Trust Fund.

The Department of Natural Resources knows nothing about it and it was not a requested item.

\$.15 million



Environmental Studies - Permitting.

Department of Natural Resources personnel believe that this

appropriation is related to a sand transfer project around the Port Canaveral area. This kind of project is considered to be a relatively high priority for DNR's Beaches and Shores Division. However, this item was stuck in the Resource Management Division budget and in any event it was not requested by the Department.

\$.45 million



Stormwater Project For Hialeah Gardens. One of the criteria used by the Department of Environmental Regulation to gauge the relative importance of a project is whether it is primarily the responsibility of the local government where the funds are being directed. This project is a local matter that should be the responsibility of the City of Hialeah Gardens. It was not recommended for state support by DER.

\$.06 million



Storm Sewer Project For Hialeah. Ditto the above. The only difference is that legislative proviso language calls for the funds to be used for both sewer drainage work and street improvements. This is clearly the full responsibility of the local government.

\$.45 million



The Florida Water Story. The Department of Environmental Regulation thinks this appropriation is to fund a documentary film about Florida water. This is no doubt an interesting and significant story, but the appropriation was not requested and is not a priority item for the Department.

\$.05 million



Asbestos Waste Disposal Project. According to the Department of Environmental Regulation, this unrequested appropriation is to fund a study by the (private) Florida Institute of Technology.

\$.114 million



Solid And Hazardous Waste Project. This is another unrequested appropriation for a "project" which is actually a study to be conducted by the Florida Institute of Technology.

\$.11 million



Local Recreational Projects. The Department of Natural Resources has an established program to aid local recreational development. Projects are competitively evaluated and state matching grants are awarded to the most worthy applicants.

However, appropriation #1481A bypasses the Department's process, funding numerous projects that require no local government matching funds and whose merit has not been competitively evaluated.

\$10.3 million*

*NOTE: The Governor only vetoed \$1.8 million of this appropriation, the amount funded from the State Infrastructure Trust Fund.



Athletic Track For The University Of Central Florida. Last year, Florida TaxWatch cited funding of this project as a turkey and asked: "Will the state be obligated to pay for the balance of this relatively non-priority project?" This year's appropriation represents phase three of the project and is to pay for permanent seating, parking, lights and elaborate electronic gear. University officials hope this facility will be instrumental in attracting the next Summer Olympic games to our state. This is a commendable notion, but the fact remains that this item was not requested and is not in the Board of Regents three or five year plans.

\$2 million



Daytona Beach Research Center. This appropriation is to be used to make road and utility improvements on land that is to be used by the University of Central Florida, Emery Riddle and General Electric as a consortium with the Federal Aviation Administration. The time line for this project is not yet known and it is not in the long range request plans of the Board of Regents.

\$.4 million



Opa Locka Turkeys. The city of Opa Locka is planning to revitalize its downtown and buy police equipment with a \$250,000 appropriation. The Opa Locka Downtown Redevelopment Council and Make Our Streets Safe Program are slated to receive money through two different state agencies that did not recommend the projects in their 1988-89 budget requests.

Representative Willie Logan, a resident of Opa Locka, justified the Make Our Streets Safe Project on the basis that the city's eight murders last year represented the highest homicide rate in the country for a city of its size.

- **Make Our Streets Safe Project** \$.1 million
- **Downtown Redevelopment** \$.15 million



Dixie Turkey Phone Home. Dixie County is asking the state to pay its civil defense phone bill. The State installed and provided first year funding for civil defense phone systems in all 67 counties. Of the 16 counties that do not maintain their own systems, Dixie County is the only one asking for state support.

\$.0042 million



Transfer To Division of Economic Development For Florida Ports Data. This is another mystery DNR appropriation. The only thing anyone seems to know about it is that it was not requested by the Department.

\$.16 million



History Turkey. The St. Augustine Historical Preservation Board has promised to raise \$550,000 to renovate and convert an old government house into a museum. One third of this amount will be provided through a state appropriation even though the Department of State did not request it. The appropriations language does not require matching funds from other sources. To date, the Historical Preservation Board has received just \$25,000 from the St. Johns County government.

\$.2 million



Turkey Mosaic. This appropriation would provide planning funds and sponsorship of a traveling mosaic museum on Jewish life in Florida. The \$700,000 mosaic is expected to be visiting various libraries and museums around the state by the Fall of 1990. So far, \$100,000 has been raised privately. Although the Department of State did not request the money, it will be cosponsoring the portable museum through the Florida Historical Museum.

\$.05 million



West Perrine. The West Perrine (Dade County) Community Development Corporation is requesting money to develop a limited health care center. This group wants it to be a magnet to attract health related professionals to the area. It received no community development corporation support from the Department of Community Affairs. The Department of Commerce did not request this funding. This appropriation has circumvented the normal funding process for projects such as this one.

\$.1 million

"Nothing is easier than spending public money. It does not appear to belong to anybody; the temptation is overwhelming to bestow it on somebody."

Calvin Coolidge

Transportation Turkeys Abound

Transportation Planning: Why is it Needed?

Sections 339.135 and 339.155, Florida Statutes, place extensive planning requirements on the Department of Transportation (DOT). Among provisions for the five year plan is a cost restriction placed on DOT that prevents it from recommending projects whose cost would exceed estimates of what future funding sources can provide. DOT must consider future funding since committing to projects today requires further commitment in years to come to complete the project. Unfortunately, the Legislature does not consider this cost restriction when it inserts turkeys into the budget. In fact, according to DOT's Comptroller, the current budget would create a deficit of approximately \$90 million two to three years from now.

The Legislature may have defeated its own purpose with overzealous efforts to insert turkeys into the DOT budget. If left in tact, the current budget

will become subject to a prioritizing process established by the department since this budget would otherwise force DOT to commit funds beyond estimated revenues.

DOT Planning with Locals

The statutes also have several provisions that detail the department's obligation to work closely with local governments, planning councils and citizens when formulating road plans. DOT is compelled by the statutes to regard local needs and concerns.

Combined with the district allocation formula referred to on page 19, the result of these statutory provisions is carefully planned road projects that are fair, fiscally sound and compatible with the needs of local governments. Unfortunately, turkeys usurp these plans, forcing DOT to scrap or delay other prioritized projects because of the limited resources available.

Flying Turkeys

The Department of Transportation's aviation budget is bloated by more than \$25 million worth of unrequested aviation grants and loans. Aviation projects are supposed to be funded with income from a user fee (the aviation fuel tax). In years past, the Legislature justified insertion of additional aviation projects by claiming DOT's budget request failed to use all of the tax's projected income. In this year's budget request, DOT did fully consume the projection yet had its budget request almost doubled.

For example:



Loan to the Orlando International Airport. This year, the Department of Transportation made the second of two \$10 million requests for this land acquisition loan. The Legislature tripled the Department's 1988-89 request for the no interest, twelve year loan (from \$10 million to \$30 million). This represents almost 50% of the entire budget of the DOT's Bureau of Aviation.

\$20 million



Matching grant for the Valkaria Airport in Brevard County. This turkey was vetoed by Governor Martinez last year. It is for a road around an industrial park airport located in a sparsely populated area in South Brevard County. Improvements at Valkaria Airport appear nowhere in the Department of Transportation's five year work plan.

\$.5 million



Miami International Airport. This airport roadway improvement project does not appear anywhere in the Department of Transportation's five year work plan. If it did, the City of Miami or Dade County would be required to match the state contribution with 50% of the funding. This turkey would fund the improvement at no cost to Dade County.

\$2.5 million



Grant to the Lakeland Municipal Airport. This land acquisition turkey received an unmatched \$1.2 million last year. Normally, the state contributes 75% of the cost of these type of projects. However, the combined appropriations for 1987-88 and the new state budget represent 100% of the cost of land acquisition to extend a runway. Eventually, 80% of the cost might be returned to the state through matching funds from the Federal Government.

A matching contribution for Lakeland's \$3 million runway construction is included in DOT's future work plan, but it remains to be seen whether the

City of Lakeland or Polk County will contribute anything to this project.

\$2.9 million



Grant for the Tri-County Airport in Holmes County. Staff at Transportation's District 3 Office tentatively believe this turkey is a catch-all for various projects at the airport shared by Holmes, Jackson and Washington counties.

\$1 million

Turkey Authorities

This year's budget includes \$4.6 million in unrequested grants to local expressway and bridge authorities. The Department of Transportation originally requested that \$15.2 million from the Transportation Trust Fund be combined with \$3 million of accumulated interest in the Toll Facilities Revolving Trust Fund to be used for expressway grants. However, the Legislature appropriated \$23.8 million worth of such grants, all of which were to be transferred from the Transportation Trust Fund. This will leave the existing \$3 million unused. Here are four turkeys to local expressway or bridge authorities.



Grant to the Mid-Bay Bridge Authority for right-of-way acquisition and design of a bridge in Okaloosa County.

The Department of Transportation assisted the Mid-Bay Bridge Authority by providing some planning expertise and a \$500,000 loan last year. This year, the Department requested another \$500,000 grant for this \$70 million project that is supposed to be paid for through locally issued bonds. The \$8 million appropriation not requested by the Department is to lower the interest paid on remaining bonds by reducing the financial risk of the project.

\$8 million



Feasibility Study on State Road 3 in Brevard County. The Department of Transportation's District 5 is unsure of the reason for this unrequested study.

\$3 million



Grant to the Seminole County Expressway Authority for right of way acquisition. The Department of Transportation requested \$7.7 million for this purpose because that is all it thinks could be wisely spent this year, but the Legislature appropriated \$15 million.

\$7.3 million



Grant to the Santa Rosa Bay Bridge Authority for feasibility of a bridge. Unlike the Mid-Bay Bridge Authority loan last year (see previous item), this \$500,000 grant would not be returned to the state. The Legislature appears to have no guidelines for distribution of assistance to transportation authorities.

\$5 million

County Turkeys

The 1988-89 Appropriations Act calls on the Department of Transportation to work on several county-owned roads and bridges. The Department is normally prohibited from planning for local road/bridge building.

Here are seven county road turkeys.



Widening of Post Road in Brevard County. DOT says that construction could not be started during 1988-89 as the appropriation requires. The appropriation calls for funding 100% of the construction, but it falls \$1.85 million short of the Department's estimated cost of the project.

\$0.25 million



Shoulder Repair at the Gulf Breeze Wayside Park in Santa Rosa County. Apparently, this item is for repair of a seawall. DOT cites two reasons it is not likely to undertake this project even if it survives the Governor's cut. First, it is listed in the wrong budget category which will disallow DOT from spending the money as it was intended; secondly there is not enough time to advance the project to a stage where repairs could begin.

\$0.2 million



Opening of 9th Avenue and Bayfront onto East Government Road in Escambia County. Once again, since no plans exist for this project, DOT is not likely to begin construction in the coming year as the appropriation requires.

\$0.4 million



Design Plans for Completing Connecting Roads Between Dundee and Lakeland. Two of the three roads involved in this planning and design project are county roads that the Department of Transportation is normally prohibited from including in its work plans. The Department intended to request planning money for the third state road (SR 542) in FY 1991 since it is now in the project development stage. In the coming year, little or no planning and design is likely on any of these roads since all such projects must go through the project development stage first.

\$0.95 million



Reconstruction of a bridge on County Road 64 in Polk County. DOT says that the existing bridge is rated to safely carry two ton loads and is in a low traffic area because the road leads to brush land owned by the U.S. military. The appropriation requires DOT to fund 100% of the cost of this project deemed unnecessary by DOT.

\$0.76 million



Construction to Extend Range Road to SR 524 in Brevard County. According to DOT, the project could not be started in the coming year.

\$1.2 million






Construction of a Bridge on Pine Island Road in Broward County. DOT says this appropriation is unnecessary since it could be paid for with federal matching funds.

\$0.75 million

Turkeys in a Hurry

Many turkeys represent attempts by the Legislature to accelerate projects already in the DOT five-year work plan. Unfortunately, such turkeys upset the normal progress of DOT districts as they try to meet the challenges set forth by their standing work plans. In some instances, it is impossible to spend the money granted by the Legislature wisely and productively simply because the funded projects are not ready to enter the phase called for in the appropriation. Here are some examples:

-  **Construction on Okeechobee Boulevard in Palm Beach County.** DOT believes this mistakenly references a project that is impossible to begin in 1988-89 since the land has not yet been purchased. The mistake might have resulted due to a similar project on the same road that could be ready for construction.
- \$1.936 million
-  **Construction from Ariana Street to Lime Street in Polk County.** This project would not be ready to begin construction until the end of fiscal year 1988-89.
- \$4.4 million
-  **Right-of-Way Acquisition for Improvements to Creighton Road in Escambia County.** This is in the DOT 5 year work plan. In fact, DOT requested and received \$1 million for this purpose in another one of this year's budget appropriations items. Therefore, at least \$1 million of this \$4 million item is redundant.
- \$4 million
-  **Construction of an interchange at N.W. 22nd Street and I-95 in Palm Beach County.** This project is a candidate for 85% federal funding if care is taken to assure that federal criteria are met. Because of this, DOT says there is no way it can begin construction in the coming year.
- \$7.2 million
-  **Widening of US 19 in Tarpon Springs to Six Lanes.** DOT was planning to request funding for this in 1990.
- \$1.5 million
-  **Advance Design for Gaines and Bloxham Streets in Leon County.** DOT was planning to request funding for this project in 1991.
- \$1.1 million
-  **Resurfacing of SR 30 on Front Road in Gulf and Franklin Counties.** DOT was planning to request funding for this project in 1989.
- \$1.5 million
-  **Widening of US Highway 231 in Jackson County from Two to Four Lanes.** DOT was planning to request this in 1991.
- \$7.1 million
-  **Resurfacing of US 29 in Escambia County.** DOT was planning to request funding for this in 1989.
- \$1.2 million
-  **Construction on Spruce Street in Tampa.** This is an unfunded work plan candidate for the future, says DOT.
- \$2.7 million

General Road Turkeys



Signs for Shands Medical Center. This unrequested appropriation is truly an exorbitant amount for clearing up confusion about the location of Shands Medical Center in Gainesville.

\$.4 million



Grant to the University of South Florida Transportation Institute.

This institute was created to gather and disseminate information and ideas pertaining to transportation. However, it is unclear to whom it is accountable for results. The appropriation is said to fund the institute for three years although no language was included to require this.

\$3 million



Pedestrian Crosswalk Construction on SR 29 in Collier County. This project appears nowhere in the DOT five-year work plan. DOT staff has reservations about the effectiveness of such crosswalks since pedestrians tend not to use them. Because the crosswalk is expected to cost considerably more than the state appropriation, the county has said it will provide the difference, although there is no such requirement in the appropriation.

\$.302 million



Lighting on SR 3 in Brevard County.

This appropriation presents a special turkey dilemma since it is unclear exactly what it is to be used for. If it is a maintenance project, Brevard County is supposed to provide the funds because lighting maintenance is a local obligation according to state law. If it is for additional street lighting, it cannot be spent because it was entered under the maintenance and operations category of the Appropriations Act.

\$.128 million



Curbs and Gutters on SR A1A in Brevard County. This project was stuffed into the wrong category since it is listed under maintenance and operations and no curbs or gutters exist on A1A at the pertinent location. DOT also believes this is not an adequate solution to A1A's periodic flooding problem.

\$.6 million



Port Canaveral to Orlando Airport light rail study. DOT considers this a viable subject for future study but

has no immediate plans to commit resources since other projects have priority in the work plan.

\$.15 million



Gainesville Light Rail Study. The Department of Transportation believes an appropriation for a Gainesville light rail corridor study is unwarranted because it could be completed by DOT staff in one week.

\$.185 million



Design of an interchange at Airport Boulevard and I-110 in Escambia County. This project appears nowhere

in DOT's five year work plan.

\$.25 million



Turkeys Becoming Peacocks



Last year, the Legislature statutorily established the Florida Highway Beautification Council for the purpose of accepting grant requests from local governments, reviewing those requests and ranking them for disbursement. Provisions were included in the law to prevent council members from having any conflicts of interest. Although the board did receive \$1 million in the 1988-89 Appropriations Act, the Legislature ignored it in directly granting four other beautification projects:

State Road 699
in Pinellas County.

\$.01 million

North Dale Mabry Highway
in Hillsborough County.

\$.02 million

Gulf Boulevard
in Pinellas County.

\$.01 million

An unlisted road
in the city of Wildwood.

\$.01 million

Statutory Turkeys: The Rules are Different for the Florida Legislature



Retirement Credit for Special Risk Members. The 1988 Legislature passed a bill to increase the retirement credit for Special Risk state and local government employees from 2% to 3% of their annual pay - a 50% upping. The Special Risk Class was created to provide retirement at age 55 for those law enforcement officers, fire fighters and correctional officers who could not be expected to continue to perform their strenuous jobs after that age. The bill provides that starting January 1, 1989 funding for the increased retirement benefit will be "phased in" over a five year period by the addition of an annual 1.6% contribution increase totaling an 8% contribution over this period.

This proposal was not recommended by the State Division of Retirement (Department of Administration) and the State Board of Administration. On the contrary, it was opposed on the basis of fairness/equity (if you give an extra additional and sizeable benefit to one group, others will ask for more). Moreover, it was not "fully and concurrently funded" as required by the Florida Constitution.

This funding plan is seriously thought by many to violate Section 14, Article 10 of the Constitution which requires that increased retirement benefits be funded in an actuarially sound manner. The Constitution requires that any new retirement benefits be fully funded concurrently on an actuarially sound basis. This funding plan also means that the Florida Retirement System's unfunded liability would increase significantly. Further, this bill may violate Senate rule 3.13 which says that any legislation affecting the state retirement system must be considered based on an actuarial impact statement from an actuary. Because this bill was proposed so late in the session, an actuarial impact statement by an actuary could not be obtained.

\$2.13 million



DOT District Funding. In an effort to fairly distribute road funding around the state, the 1972 Florida Legislature statutorily established a criteria involving population and fuel tax revenue for allocating road project funding for each transportation district. The Department of Transportation is required to use this criteria when forming its five year district plans. However, turkeys are inserted into the budget by the Legislature without deference to the five year plans. The Department of Transportation has tried to preserve the spirit of fair allocation criteria by subtracting the cost of the latest turkeys from the fifth year of the effected district's five year plan.

Florida TaxWatch agrees with this policy because without it, the rest of the state is forced to contribute to funding an excessive number of projects in one district.

To thwart the department's policy, the Legislature passed HB-1389 during the 1988 General Session. The language of HB-1389 also appears in the appropriation conforming bill which is written to assure the budget works within the confines of the statutes. These bills will force DOT to ignore the impact of turkeys on planned allocations for each district, thus allowing the Legislature to insert turkeys with no specific consequence to their district. The net effect is that certain districts will be allowed to dilute the cost of their turkeys with the entire state budget and citizens will pay for turkeys which do not benefit Floridians as a whole.



Legislators' Automatic Annual Pay Raise Provision. This is not an act of the 1988 Legislature, but it does meet the criteria of sidestepping public accountability -- and will continue to do so year after year until it is repealed. Florida's lawmakers are the only people we know who are guaranteed a yearly pay raise. They even have the power to set their own rate!



Legislators' Unaccounted District Expenses. These expenses, formerly raised from \$18,000 to \$21,000, were raised again in 1988. This time, additional office expenses were made available to the Senate President, Speaker of the House, and, to a lesser extent, all state senators.



Insurance Premium Exemptions for Elected Officials and Senior Managers. During the 1988 general session, Rep. Hurley Rudd proposed legislation to require elected officials to pay the same portion of insurance premiums as do career service employees. The measure died in conference committee.



Florida Wing of the Civil Air Patrol. Chapter 252.55, F.S., requires an annual appropriation of \$47,000 to the CAP for maintenance, replacement and general administrative expenses, even though the CAP is housed in a federal government installation.

This item has been characterized as a "perennial turkey," but once again it managed to slip through the legislative process, notwithstanding a recommendation by the Department of Community Affairs that it not be included in the 1988-89 state budget.

\$0.47 million



License Plate Full Reflectorization. The Legislature again failed to delete the requirement for "fully" reflectorized state license tags from Chapter 320, Florida Statutes. Despite the absence of empirical evidence to demonstrate any noticeable enhancement of the public's health, safety and welfare by this requirement, current law restricts competition, resulting in a minimum state expenditure of \$2.0 million per year more than necessary.



Legislative Turkey. Ordinarily, Florida TaxWatch does not criticize the Legislature for extended or special sessions that result from debate on major issues pending before the Legislature. It is TaxWatch's general view that it is better for legislators to take a little extra time to make a much more intelligent, rational and sound decisions on major issues of substantial public importance. However, the 1988 session was not notable for any issues that warranted an extended or special session. In fact many legislative leaders publicly acknowledged this. For this reason and because each day the Legislature is in extended session costs Florida taxpayers at least \$40,000 a day, the Legislature must be recognized for its three day, \$120,000 overtime call.

\$0.12 million

"Public money ought to be touched with the most scrupulous conscientiousness of honor. It is not the produce of riches only, but of the hard earnings of labor and poverty."

Thomas Paine







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