${\bf By}$ Senator Brodeur

	10-00277в-23 2023350
1	A bill to be entitled
2	An act relating to alternative mobility funding
3	systems; amending s. 163.3164, F.S.; defining the
4	terms "mobility fee" and "mobility plan"; amending s.
5	163.3180, F.S.; revising requirements regarding
6	agreements to pay for or construct certain
7	improvements; authorizing certain local governments to
8	adopt an alternative mobility planning and fee system
9	or, in certain circumstances, an alternative system;
10	specifying requirements for the application of an
11	adopted alternative system; prohibiting an alternative
12	system from imposing responsibility for funding an
13	existing transportation deficiency on a new
14	development; amending s. 163.31801, F.S.; revising
15	requirements for the calculation of impact fees by
16	certain local governments and special districts;
17	deleting local governments', school districts', or
18	special districts' ability to increase impact fees in
19	certain instances; creating s. 163.31803, F.S.;
20	providing authorizations for mobility fee-based
21	funding systems and requirements for mobility plans;
22	prohibiting certain transportation impact fees and
23	fees that are not mobility-based fees within specified
24	areas; prohibiting mobility fees, fee updates, or fee
25	increases from relying solely on motor vehicle
26	capacity; requiring certain mobility fees to be
27	updated within a specified timeframe; providing that
28	mobility fees that are not updated are void; providing
29	that certain adjustments and phased-in fees do not

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30	qualify as updates; providing that mobility fees may
31	not be based on recurring transportation costs and
32	must fully mitigate the development's full
33	transportation impacts; specifying requirements for a
34	local government adopting a mobility plan and
35	mobility-fee-based funding system for transportation
36	mitigation; specifying criteria to be used by a local
37	government in calculating a mobility plan and mobility
38	fee for transportation mitigation improvements;
39	requiring mobility fees to be expended or committed
40	within a specified time period; providing criteria for
41	use by local governments issuing building permits
42	related to mobility fees; encouraging local
43	governments to coordinate certain activities included
44	in mobility plans with other affected local
45	governments for certain purposes; specifying that
46	local governments have the burden of proving that the
47	imposition or amount of a fee or an exaction meets
48	certain requirements; prohibiting courts from using a
49	deferential standard for a specified purpose;
50	providing that mobility fee credits must comply with
51	the Florida Impact Fee Act in any mode that creates
52	equivalent capacity that is designated in a local
53	government capital improvements list; providing that
54	the holder of transportation or road impact fee
55	credits is entitled to specified benefits; providing
56	for full mitigation of a development's transportation
57	impacts in certain instances; amending s. 212.055,
58	F.S.; conforming a cross-reference; providing an

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1	10-00277B-23 2023350
59	effective date.
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61	Be It Enacted by the Legislature of the State of Florida:
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63	Section 1. Present subsections (32) through (52) of section
64	163.3164, Florida Statutes, are redesignated as subsections (34)
65	through (54), respectively, and new subsections (32) and (33)
66	are added to that section, to read:
67	163.3164 Community Planning Act; definitions.—As used in
68	this act:
69	(32) "Mobility fee" means a local government fee schedule
70	established by ordinance and based on the projects included in
71	the local government's adopted mobility plan.
72	(33) "Mobility plan" means an integrated land use and
73	alternative mobility transportation plan adopted into a local
74	government comprehensive plan which promotes a compact, mixed-
75	use, and interconnected development served by a multimodal
76	transportation system in an area that is urban in character as
77	defined in s. 171.031.
78	Section 2. Paragraphs (h) and (i) of subsection (5) of
79	section 163.3180, Florida Statutes, are amended to read:
80	163.3180 Concurrency
81	(5)
82	(h)1. Local governments that continue to implement a
83	transportation concurrency system, whether in the form adopted
84	into the comprehensive plan before the effective date of the
85	Community Planning Act, chapter 2011-139, Laws of Florida, or as
86	subsequently modified, must:
87	a. Consult with the Department of Transportation when
I	

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10-00277B-232023350_88proposed plan amendments affect facilities on the strategic89intermodal system.

b. Exempt public transit facilities from concurrency. For 90 91 the purposes of this sub-subparagraph, public transit facilities 92 include transit stations and terminals; transit station parking; park-and-ride lots; intermodal public transit connection or 93 94 transfer facilities; fixed bus, guideway, and rail stations; and 95 airport passenger terminals and concourses, air cargo facilities, and hangars for the assembly, manufacture, 96 97 maintenance, or storage of aircraft. As used in this sub-98 subparagraph, the terms "terminals" and "transit facilities" do 99 not include seaports or commercial or residential development 100 constructed in conjunction with a public transit facility.

101 c. Allow an applicant for a development-of-regional-impact 102 development order, development agreement, rezoning, or other 103 land use development permit to satisfy the transportation 104 concurrency requirements of the local comprehensive plan, the 105 local government's concurrency management system, and s. 380.06, 106 when applicable, if:

(I) The applicant in good faith offers to enter into a
binding agreement to pay for or construct its proportionate
share of required improvements in a manner consistent with this
subsection. The agreement must provide that after an applicant
contributes or constructs its proportionate share pursuant to
this sub-sub-subparagraph, the project is considered to have
mitigated its transportation impacts and is allowed to proceed.

(II) The proportionate-share contribution or construction is sufficient to accomplish one or more mobility improvements that will benefit a regionally significant transportation

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10-00277B-23 2023350 117 facility. A local government may accept contributions from 118 multiple applicants for a planned improvement if it maintains 119 contributions in a separate account designated for that purpose. 120 A local government may not prevent a single applicant from 121 proceeding after the applicant has contributed or constructed 122 its proportionate share. 123 d. Provide the basis upon which the landowners will be 124 assessed a proportionate share of the cost addressing the transportation impacts resulting from a proposed development. 125 126 2. An applicant shall not be held responsible for the 127 additional cost of reducing or eliminating deficiencies. When an 128 applicant contributes or constructs its proportionate share 129 pursuant to this paragraph, a local government may not require 130 payment or construction of transportation facilities whose costs 131 would be greater than a development's proportionate share of the 132 improvements necessary to mitigate the development's impacts. 133 a. The proportionate-share contribution shall be calculated 134 based upon the number of trips from the proposed development 135 expected to reach roadways during the peak hour from the stage 136 or phase being approved, divided by the change in the peak hour 137 maximum service volume of roadways resulting from construction 138 of an improvement necessary to maintain or achieve the adopted 139 level of service, multiplied by the construction cost, at the

141 maintain or achieve the adopted level of service. 142 b. In using the proportionate-share formula provided in 143 this subparagraph, the applicant, in its traffic analysis, shall 144 identify those roads or facilities that have a transportation 145 deficiency in accordance with the transportation deficiency as

time of development payment, of the improvement necessary to

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10-00277B-23 2023350 146 defined in subparagraph 4. The proportionate-share formula 147 provided in this subparagraph shall be applied only to those 148 facilities that are determined to be significantly impacted by 149 the project traffic under review. If any road is determined to 150 be transportation deficient without the project traffic under review, the costs of correcting that deficiency shall be removed 151 152 from the project's proportionate-share calculation and the 153 necessary transportation improvements to correct that deficiency 154 shall be considered to be in place for purposes of the 155 proportionate-share calculation. The improvement necessary to 156 correct the transportation deficiency is the funding 157 responsibility of the entity that has maintenance responsibility 158 for the facility. The development's proportionate share shall be 159 calculated only for the needed transportation improvements that 160 are greater than the identified deficiency. 161 c. When the provisions of subparagraph 1. and this

162 subparagraph have been satisfied for a particular stage or phase 163 of development, all transportation impacts from that stage or 164 phase for which mitigation was required and provided shall be 165 deemed fully mitigated in any transportation analysis for a 166 subsequent stage or phase of development. Trips from a previous 167 stage or phase that did not result in impacts for which 168 mitigation was required or provided may be cumulatively analyzed 169 with trips from a subsequent stage or phase to determine whether an impact requires mitigation for the subsequent stage or phase. 170

d. In projecting the number of trips to be generated by the
development under review, any trips assigned to a toll-financed
facility shall be eliminated from the analysis.

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e. The applicant shall receive a credit on a dollar-for-

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10-00277B-23 2023350 175 dollar basis for impact fees, mobility fees, and other 176 transportation concurrency mitigation requirements paid or 177 payable in the future for the project. The credit shall be 178 reduced up to 20 percent by the percentage share that the project's traffic represents of the added capacity of the 179 180 selected improvement, or by the amount specified by local 181 ordinance, whichever yields the greater credit. 182 3. This subsection does not require a local government to approve a development that, for reasons other than 183 transportation impacts, is not qualified for approval pursuant 184 185 to the applicable local comprehensive plan and land development 186 regulations. 187 4. As used in this subsection, the term "transportation 188 deficiency" means a facility or facilities on which the adopted level-of-service standard is exceeded by the existing, 189 190 committed, and vested trips, plus additional projected 191 background trips from any source other than the development 192 project under review, and trips that are forecast by established 193 traffic standards, including traffic modeling, consistent with 194 the University of Florida's Bureau of Economic and Business 195 Research medium population projections. Additional projected 196 background trips are to be coincident with the particular stage 197 or phase of development under review. 198 (i) If a local government elects to repeal transportation concurrency, the local government may it is encouraged to adopt 199 200 an alternative mobility planning and fee system, as provided in 201 s. 163.31803, or an alternative system that is not based on

202 mobility planning and a fee system. The local government funding

203 system that uses one or more of the tools and techniques

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10-00277B-23 2023350 204 identified in paragraph (f). Any alternative mobility funding 205 system adopted may not use the alternative system be used to 206 deny, time, or phase an application for site plan approval, plat 207 approval, final subdivision approval, building permits, or the 208 functional equivalent of such approvals provided that the 209 developer agrees to pay for the development's identified 210 transportation impacts via the funding mechanism implemented by 211 the local government. The revenue from the funding mechanism used in the alternative system must be used to implement the 212 needs of the local government's plan which serves as the basis 213 214 for the fee imposed. The alternative system A mobility fee-based 215 funding system must comply with s. 163.31801 governing impact 216 fees. An alternative system may not impose that is not mobility 217 fee-based shall not be applied in a manner that imposes upon new 218 development any responsibility for funding an existing 219 transportation deficiency as defined in paragraph (h).

220 Section 3. Paragraph (a) of subsection (4), paragraph (a) 221 of subsection (5), and paragraph (g) of subsection (6) of 222 section 163.31801, Florida Statutes, are amended to read:

223 163.31801 Impact fees; short title; intent; minimum 224 requirements; audits; challenges.-

(4) At a minimum, each local government that adopts and collects an impact fee by ordinance and each special district that adopts, collects, and administers an impact fee by resolution must:

(a) Ensure that the calculation of the impact fee is based
on the most recent and localized data <u>available within the</u>
<u>previous 12 months before adoption</u>.

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(5) (a) Notwithstanding any charter provision, comprehensive

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10-00277B-23 2023350 233 plan policy, ordinance, development order, development permit, 234 or resolution, the local government or special district that 235 requires an improvement or a contribution must credit against 236 the collection of the impact fee any contribution, whether 237 identified in a developmental order, proportionate share 238 agreement, or any other form of exaction $_{\overline{r}}$ related to public 239 facilities or infrastructure, including monetary contributions, 240 land dedication, site planning and design, or construction. Any contribution must be applied on a dollar-for-dollar basis at 241 242 fair market value to reduce any impact fee collected for the 243 general category or class of public facilities or infrastructure 244 for which the contribution was made. (6) A local government, school district, or special 245 246 district may increase an impact fee only as provided in this 247 subsection. 248 (g) A local government, school district, or special 249 district may increase an impact fee rate beyond the phase-in 250 limitations established under paragraph (b), paragraph (c), 251 paragraph (d), or paragraph (c) by establishing the need for 252 such increase in full compliance with the requirements of 253 subsection (4), provided the following criteria are met: 254 1. A demonstrated-need study justifying any increase in 255 excess of those authorized in paragraph (b), paragraph (c), 256 paragraph (d), or paragraph (e) has been completed within the 12 257 months before the adoption of the impact fee increase and 258 expressly demonstrates the extraordinary circumstances 259 necessitating the need to exceed the phase-in limitations. 260 2. The local government jurisdiction has held not less than two publicly noticed workshops dedicated to the extraordinary 261

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262	circumstances necessitating the need to exceed the phase-in
263	limitations set forth in paragraph (b), paragraph (c), paragraph
264	(d), or paragraph (e).
265	3. The impact fee increase ordinance is approved by at
266	least a two-thirds vote of the governing body.
267	Section 4. Section 163.31803, Florida Statutes, is created
268	to read:
269	<u>163.31803 Mobility plans</u>
270	(1) This section establishes the method for the adoption
271	and implementation of a mobility plan as an alternative to
272	transportation concurrency under s. 163.3180(5).
273	(2) A mobility-fee-based funding system must comply with
274	this section and s. 163.31801 governing impact fees.
275	(3) A mobility plan:
276	(a) May include existing and emerging transportation
277	technologies that reduce dependence on motor vehicle capacity.
278	(b) May not be based solely on adding motor vehicle
279	capacity.
280	(c) Must reflect modes of travel and emerging
281	transportation technologies that reduce dependence on motor
282	vehicle capacity established in the local government's
283	comprehensive plan.
284	(d) Must identify multimodal projects, consisting of
285	improvements, services, and programs, which increase the
286	capacity needed to meet future travel demands.
287	(4) A transportation impact fee or fee that is not a
288	mobility-based fee may not be imposed within the area designated
289	for the imposition of a mobility fee by a local government
290	mobility plan.

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291	(5) A mobility fee, fee update, or fee increase must be
292	based on the mobility plan, may not rely solely on motor vehicle
293	capacity, and must be used exclusively to implement the mobility
294	plan.
295	(6) A mobility fee must be updated at least once within 5
296	years after the date that the fee is adopted or after it is
297	updated. A mobility fee that is not updated as provided in this
298	subsection is void. A local government considering a mobility
299	fee update may not consider annual inflation adjustments or any
300	phased-in fees to meet the requirements of this subsection.
301	(7) The mobility fee may not be based on recurring
302	transportation costs.
303	(8) The mobility fee must fully mitigate the subject
304	development's or redevelopment's full transportation impacts.
305	(9) A local government adopting a mobility plan and
306	mobility-fee-based funding system for transportation mitigation
307	must comply with all of the following:
308	(a) Beginning on September 1, 2023, a new mobility fee, fee
309	update, or fee increase must be based on an adopted mobility
310	plan.
311	(b) In addition to meeting the requirements of s.
312	163.31801, mobility fees must be calculated using all of the
313	following criteria:
314	1. Projected increases in population, employment, and motor
315	vehicle travel demand and per-person travel demand.
316	2. Areawide road levels of service or quality of service
317	standards and multimodal quality of service standards for modes
318	of travel included in the mobility plan.
319	3. Multimodal projects identified in the mobility plan
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320	which are attributable to, and meet the travel demands of, new
321	development and redevelopment and which include capacities based
322	on service standards and projected costs.
323	4. An evaluation of current and future travel conditions to
324	ensure that new development and redevelopment are not charged
325	for backlog and associated capacity deficiencies.
326	5. An evaluation of the projected increases in per-person
327	travel demand and system capacity to calculate the fair share of
328	multimodal capacity and the costs of multimodal projects which
329	are assignable and attributable to new development and
330	redevelopment.
331	6. Per-person travel demand corresponding to the
332	transportation impact assigned to uses included in the mobility
333	fee schedule based on trip generation, new trips, per-person
334	travel demand, per-person trip lengths, excluded travel on
335	limited access facilities, and adjustments for origin and
336	destination of travel.
337	(c) Per-person travel demand data must be localized,
338	reflecting differences in the need for multimodal projects and
339	travel within urban areas based on reduced trip lengths and the
340	availability of existing transportation infrastructure.
341	(d) A local government may recognize reductions in per-
342	person travel demand for affordable housing and economic
343	development projects.
344	(e) Any calculation of per-person travel demand must ensure
345	that new development and redevelopment are not assessed twice
346	for the same transportation impact.
347	(10) A mobility fee collected for a specific transportation
348	mitigation improvement must be expended or committed for an

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349	identified project within 6 years after the date of collection
350	or must be returned to the applicant who paid the fee. For
351	purposes of this subsection, an expenditure is deemed committed
352	if the preliminary design, right-of-way, or detailed design for
353	the project is completed and construction will commence within 2
354	years.
355	(11) A local government issuing a building permit for
356	development or redevelopment within its jurisdiction shall
357	develop a mobility fee based on the adopted mobility plan to
358	ensure that the transportation impacts of the new development or
359	redevelopment project are fully mitigated. Another local
360	government may not charge new development or redevelopment fees
361	for the same travel demand, capacity, and improvements assessed
362	by the governmental entity that issued the building permit.
363	(12) Local governments are encouraged to coordinate with
364	other affected local governments to identify multimodal
365	projects, capacity improvements, full costs, and timing of
366	improvements in mobility plans with other affected local
367	governments to address interjurisdictional and
368	extrajurisdictional impacts. The coordination is encouraged to
369	identify measurable factors addressing all of the following:
370	(a) The share of per-person travel demand which each local
371	government should assess.
372	(b) The proportion of costs of multimodal projects to be
373	included in the mobility fee calculations.
374	(c) Which entity will construct the multimodal projects.
375	(d) If necessary, whether the projected future ownership of
376	the multimodal project and underlying facility should be
377	transferred from the affected local government to the local

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378	government adopting the mobility fee. Any mobility fee, impact
379	fee, or other transportation mitigation exaction other than the
380	one assessed by the local government issuing the building
381	permits must include the same benefit reductions in per-person
382	travel demand for affordable housing, economic development,
383	urban areas, and mixed-use development.
384	(13) A local government adopting a mobility fee system and
385	a local government assessing a transportation exaction for
386	interjurisdictional and extrajurisdictional impacts have the
387	burden of proving by a preponderance of the evidence that the
388	imposition or amount of the fee or exaction meets the
389	requirements of this section. A court may not use a deferential
390	standard for the benefit of the local government.
391	(14) Mobility fee credits must comply with s. 163.31801 in
392	any mode that creates equivalent capacity that is designated in
393	a local government capital improvements list.
394	(15) The holder of any transportation or road impact fee
395	credits granted under s. 163.3180, s. 380.06, or any other
396	provision which were in existence before the adoption of the
397	mobility-fee-based funding system is entitled to the full
398	benefit of the intensity and density prepaid by the credit
399	balance as of the date the impact fee was first established.
400	(16) Payment by a development of the authorizing local
401	government's adopted mobility fee is deemed to fully mitigate
402	the development's full transportation impacts.
403	Section 5. Paragraph (d) of subsection (2) of section
404	212.055, Florida Statutes, is amended to read:
405	212.055 Discretionary sales surtaxes; legislative intent;
406	authorization and use of proceedsIt is the legislative intent
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10-00277B-23 2023350 407 that any authorization for imposition of a discretionary sales 408 surtax shall be published in the Florida Statutes as a 409 subsection of this section, irrespective of the duration of the 410 levy. Each enactment shall specify the types of counties 411 authorized to levy; the rate or rates which may be imposed; the 412 maximum length of time the surtax may be imposed, if any; the 413 procedure which must be followed to secure voter approval, if 414 required; the purpose for which the proceeds may be expended; and such other requirements as the Legislature may provide. 415 416 Taxable transactions and administrative procedures shall be as 417 provided in s. 212.054.

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(2) LOCAL GOVERNMENT INFRASTRUCTURE SURTAX.-

419 (d) The proceeds of the surtax authorized by this 420 subsection and any accrued interest shall be expended by the 421 school district, within the county and municipalities within the 422 county, or, in the case of a negotiated joint county agreement, 423 within another county, to finance, plan, and construct 424 infrastructure; to acquire any interest in land for public 425 recreation, conservation, or protection of natural resources or 426 to prevent or satisfy private property rights claims resulting 427 from limitations imposed by the designation of an area of 428 critical state concern; to provide loans, grants, or rebates to 429 residential or commercial property owners who make energy efficiency improvements to their residential or commercial 430 431 property, if a local government ordinance authorizing such use 432 is approved by referendum; or to finance the closure of county-433 owned or municipally owned solid waste landfills that have been 434 closed or are required to be closed by order of the Department of Environmental Protection. Any use of the proceeds or interest 435

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2023350 10-00277B-23 436 for purposes of landfill closure before July 1, 1993, is 437 ratified. The proceeds and any interest may not be used for the 438 operational expenses of infrastructure, except that a county 439 that has a population of fewer than 75,000 and that is required 440 to close a landfill may use the proceeds or interest for long-441 term maintenance costs associated with landfill closure. 442 Counties, as defined in s. 125.011, and charter counties may, in 443 addition, use the proceeds or interest to retire or service 444 indebtedness incurred for bonds issued before July 1, 1987, for infrastructure purposes, and for bonds subsequently issued to 445 446 refund such bonds. Any use of the proceeds or interest for 447 purposes of retiring or servicing indebtedness incurred for 448 refunding bonds before July 1, 1999, is ratified.

449 1. For the purposes of this paragraph, the term450 "infrastructure" means:

451 a. Any fixed capital expenditure or fixed capital outlay 452 associated with the construction, reconstruction, or improvement 453 of public facilities that have a life expectancy of 5 or more 454 years, any related land acquisition, land improvement, design, 455 and engineering costs, and all other professional and related 456 costs required to bring the public facilities into service. For 457 purposes of this sub-subparagraph, the term "public facilities" 458 means facilities as defined in s. 163.3164(41) s. 163.3164(39), s. 163.3221(13), or s. 189.012(5), and includes facilities that 459 460 are necessary to carry out governmental purposes, including, but 461 not limited to, fire stations, general governmental office 462 buildings, and animal shelters, regardless of whether the facilities are owned by the local taxing authority or another 463 464 governmental entity.

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          b. A fire department vehicle, an emergency medical service
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     vehicle, a sheriff's office vehicle, a police department
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     vehicle, or any other vehicle, and the equipment necessary to
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     outfit the vehicle for its official use or equipment that has a
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     life expectancy of at least 5 years.
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          c. Any expenditure for the construction, lease, or
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     maintenance of, or provision of utilities or security for,
     facilities, as defined in s. 29.008.
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          d. Any fixed capital expenditure or fixed capital outlay
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     associated with the improvement of private facilities that have
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     a life expectancy of 5 or more years and that the owner agrees
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     to make available for use on a temporary basis as needed by a
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     local government as a public emergency shelter or a staging area
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     for emergency response equipment during an emergency officially
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     declared by the state or by the local government under s.
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     252.38. Such improvements are limited to those necessary to
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     comply with current standards for public emergency evacuation
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     shelters. The owner must enter into a written contract with the
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     local government providing the improvement funding to make the
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     private facility available to the public for purposes of
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     emergency shelter at no cost to the local government for a
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     minimum of 10 years after completion of the improvement, with
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     the provision that the obligation will transfer to any
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     subsequent owner until the end of the minimum period.
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          e. Any land acquisition expenditure for a residential
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     housing project in which at least 30 percent of the units are
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491 affordable to individuals or families whose total annual
492 household income does not exceed 120 percent of the area median
493 income adjusted for household size, if the land is owned by a

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10-00277B-23 2023350 494 local government or by a special district that enters into a 495 written agreement with the local government to provide such 496 housing. The local government or special district may enter into 497 a ground lease with a public or private person or entity for 498 nominal or other consideration for the construction of the 499 residential housing project on land acquired pursuant to this 500 sub-subparagraph. 501 f. Instructional technology used solely in a school 502 district's classrooms. As used in this sub-subparagraph, the term "instructional technology" means an interactive device that 503 assists a teacher in instructing a class or a group of students 504 505 and includes the necessary hardware and software to operate the 506 interactive device. The term also includes support systems in 507 which an interactive device may mount and is not required to be affixed to the facilities. 508 509 2. For the purposes of this paragraph, the term "energy 510 efficiency improvement" means any energy conservation and 511 efficiency improvement that reduces consumption through 512 conservation or a more efficient use of electricity, natural 513 gas, propane, or other forms of energy on the property, 514 including, but not limited to, air sealing; installation of 515 insulation; installation of energy-efficient heating, cooling, 516 or ventilation systems; installation of solar panels; building 517 modifications to increase the use of daylight or shade; replacement of windows; installation of energy controls or 518

519 energy recovery systems; installation of electric vehicle 520 charging equipment; installation of systems for natural gas fuel 521 as defined in s. 206.9951; and installation of efficient 522 lighting equipment.

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523	3. Notwithstanding any other provision of this subsection,
524	a local government infrastructure surtax imposed or extended
525	after July 1, 1998, may allocate up to 15 percent of the surtax
526	proceeds for deposit into a trust fund within the county's
527	accounts created for the purpose of funding economic development
528	projects having a general public purpose of improving local
529	economies, including the funding of operational costs and
530	incentives related to economic development. The ballot statement
531	must indicate the intention to make an allocation under the
532	authority of this subparagraph.
533	Section 6. This act shall take effect July 1, 2023.

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