

**By** the Committee on Appropriations; and Senators Avila, Bernard, and Mayfield

576-00027-26F

20262Fc1

Senate Joint Resolution

A joint resolution proposing amendments to Sections 4, 6, and 9 of Article VII and the creation of a new section in Article XII of the State Constitution to revise the limitation on annual assessment increases for specified real property, to increase the homestead exemption, to provide a limitation on the use of ad valorem taxes levied by counties and municipalities, and to provide an effective date.

Be It Resolved by the Legislature of the State of Florida:

That the following amendments to Sections 4, 6, and 9 of Article VII of the State Constitution and the creation of a new section in Article XII are agreed to and shall be submitted to the electors of this state for approval or rejection at the next general election or at an earlier special election specifically authorized by law for that purpose:

ARTICLE VII

FINANCE AND TAXATION

SECTION 4. Taxation; assessments.—By general law regulations shall be prescribed which shall secure a just valuation of all property for ad valorem taxation, provided:

(a) Agricultural land, land producing high water recharge to Florida's aquifers, or land used exclusively for noncommercial recreational purposes may be classified by general law and assessed solely on the basis of character or use.

(b) As provided by general law and subject to conditions, limitations, and reasonable definitions specified therein, land

576-00027-26F

20262Fc1

30 used for conservation purposes shall be classified by general  
31 law and assessed solely on the basis of character or use.

32 (c) Pursuant to general law tangible personal property held  
33 for sale as stock in trade and livestock may be valued for  
34 taxation at a specified percentage of its value, may be  
35 classified for tax purposes, or may be exempted from taxation.

36 (d) All persons entitled to a homestead exemption under  
37 Section 6 of this Article shall have their homestead assessed at  
38 just value as of January 1 of the year following the effective  
39 date of this amendment. This assessment shall change only as  
40 provided in this subsection.

41 (1) Assessments subject to this subsection shall be changed  
42 annually on January 1st of each year; but those changes in  
43 assessments shall not exceed the lower of the following:

44 a. Three percent (3%) of the assessment for the prior year.

45 b. The percent change in the Consumer Price Index for all  
46 urban consumers, U.S. City Average, all items 1967=100, or  
47 successor reports for the preceding calendar year as initially  
48 reported by the United States Department of Labor, Bureau of  
49 Labor Statistics.

50 (2) No assessment shall exceed just value.

51 (3) After any change of ownership, as provided by general  
52 law, homestead property shall be assessed at just value as of  
53 January 1 of the following year, unless the provisions of  
54 paragraph (8) apply. Thereafter, the homestead shall be assessed  
55 as provided in this subsection.

56 (4) New homestead property shall be assessed at just value  
57 as of January 1st of the year following the establishment of the  
58 homestead, unless the provisions of paragraph (8) apply. That

576-00027-26F

20262Fc1

59 assessment shall only change as provided in this subsection.

60 (5) Changes, additions, reductions, or improvements to  
61 homestead property shall be assessed as provided for by general  
62 law; provided, however, after the adjustment for any change,  
63 addition, reduction, or improvement, the property shall be  
64 assessed as provided in this subsection.

65 (6) In the event of a termination of homestead status, the  
66 property shall be assessed as provided by general law.

67 (7) The provisions of this amendment are severable. If any  
68 of the provisions of this amendment shall be held  
69 unconstitutional by any court of competent jurisdiction, the  
70 decision of such court shall not affect or impair any remaining  
71 provisions of this amendment.

72 (8)a. A person who establishes a new homestead as of  
73 January 1 and who has received a homestead exemption pursuant to  
74 Section 6 of this Article as of January 1 of any of the three  
75 years immediately preceding the establishment of the new  
76 homestead is entitled to have the new homestead assessed at less  
77 than just value. The assessed value of the newly established  
78 homestead shall be determined as follows:

79 1. If the just value of the new homestead is greater than  
80 or equal to the just value of the prior homestead as of January  
81 1 of the year in which the prior homestead was abandoned, the  
82 assessed value of the new homestead shall be the just value of  
83 the new homestead minus an amount equal to the lesser of  
84 \$500,000 or the difference between the just value and the  
85 assessed value of the prior homestead as of January 1 of the  
86 year in which the prior homestead was abandoned. Thereafter, the  
87 homestead shall be assessed as provided in this subsection.

576-00027-26F

20262Fc1

88           2. If the just value of the new homestead is less than the  
89 just value of the prior homestead as of January 1 of the year in  
90 which the prior homestead was abandoned, the assessed value of  
91 the new homestead shall be equal to the just value of the new  
92 homestead divided by the just value of the prior homestead and  
93 multiplied by the assessed value of the prior homestead.  
94 However, if the difference between the just value of the new  
95 homestead and the assessed value of the new homestead calculated  
96 pursuant to this sub-subparagraph is greater than \$500,000, the  
97 assessed value of the new homestead shall be increased so that  
98 the difference between the just value and the assessed value  
99 equals \$500,000. Thereafter, the homestead shall be assessed as  
100 provided in this subsection.

101           b. By general law and subject to conditions specified  
102 therein, the legislature shall provide for application of this  
103 paragraph to property owned by more than one person.

104           (e) The legislature may, by general law, for assessment  
105 purposes and subject to the provisions of this subsection, allow  
106 counties and municipalities to authorize by ordinance that  
107 historic property may be assessed solely on the basis of  
108 character or use. Such character or use assessment shall apply  
109 only to the jurisdiction adopting the ordinance. The  
110 requirements for eligible properties must be specified by  
111 general law.

112           (f) A county may, in the manner prescribed by general law,  
113 provide for a reduction in the assessed value of homestead  
114 property to the extent of any increase in the assessed value of  
115 that property which results from the construction or  
116 reconstruction of the property for the purpose of providing

576-00027-26F

20262Fc1

117 living quarters for one or more natural or adoptive grandparents  
118 or parents of the owner of the property or of the owner's spouse  
119 if at least one of the grandparents or parents for whom the  
120 living quarters are provided is 62 years of age or older. Such a  
121 reduction may not exceed the lesser of the following:

122 (1) The increase in assessed value resulting from  
123 construction or reconstruction of the property.

124 (2) Twenty percent of the total assessed value of the  
125 property as improved.

126 (g) For all levies other than school district levies,  
127 assessments of residential real property, as defined by general  
128 law, which contains nine units or fewer and which is not subject  
129 to the assessment limitations set forth in subsections (a)  
130 through (d) shall change only as provided in this subsection.

131 (1) Assessments subject to this subsection shall be changed  
132 annually on the date of assessment provided by law; but those  
133 changes in assessments shall not exceed the following  
134 percentages ~~ten percent (10%)~~ of the assessment for the prior  
135 year:

136 a. Before January 1, 2027, ten percent (10%).

137 b. Beginning January 1, 2027, five percent (5%).

138 (2) No assessment shall exceed just value.

139 (3) After a change of ownership or control, as defined by  
140 general law, including any change of ownership of a legal entity  
141 that owns the property, such property shall be assessed at just  
142 value as of the next assessment date. Thereafter, such property  
143 shall be assessed as provided in this subsection.

144 (4) Changes, additions, reductions, or improvements to such  
145 property shall be assessed as provided for by general law;

576-00027-26F

20262Fc1

146 however, after the adjustment for any change, addition,  
147 reduction, or improvement, the property shall be assessed as  
148 provided in this subsection.

149 (h) For all levies other than school district levies,  
150 assessments of real property that is not subject to the  
151 assessment limitations set forth in subsections (a) through (d)  
152 and (g) shall change only as provided in this subsection.

153 (1) Assessments subject to this subsection shall be changed  
154 annually on the date of assessment provided by law; but those  
155 changes in assessments shall not exceed the following  
156 percentages ~~ten percent (10%)~~ of the assessment for the prior  
157 year:

158 a. Before January 1, 2027, ten percent (10%).

159 b. Beginning January 1, 2027, five percent (5%).

160 (2) No assessment shall exceed just value.

161 (3) The legislature must provide that such property shall  
162 be assessed at just value as of the next assessment date after a  
163 qualifying improvement, as defined by general law, is made to  
164 such property. Thereafter, such property shall be assessed as  
165 provided in this subsection.

166 (4) The legislature may provide that such property shall be  
167 assessed at just value as of the next assessment date after a  
168 change of ownership or control, as defined by general law,  
169 including any change of ownership of the legal entity that owns  
170 the property. Thereafter, such property shall be assessed as  
171 provided in this subsection.

172 (5) Changes, additions, reductions, or improvements to such  
173 property shall be assessed as provided for by general law;  
174 however, after the adjustment for any change, addition,

576-00027-26F

20262Fc1

175 reduction, or improvement, the property shall be assessed as  
176 provided in this subsection.

177 (i) The legislature, by general law and subject to  
178 conditions specified therein, may prohibit the consideration of  
179 the following in the determination of the assessed value of real  
180 property:

181 (1) Any change or improvement to real property used for  
182 residential purposes made to improve the property's resistance  
183 to wind damage.

184 (2) The installation of a solar or renewable energy source  
185 device.

186 (j)

187 (1) The assessment of the following working waterfront  
188 properties shall be based upon the current use of the property:

189 a. Land used predominantly for commercial fishing purposes.

190 b. Land that is accessible to the public and used for  
191 vessel launches into waters that are navigable.

192 c. Marinas and drystacks that are open to the public.

193 d. Water-dependent marine manufacturing facilities,  
194 commercial fishing facilities, and marine vessel construction  
195 and repair facilities and their support activities.

196 (2) The assessment benefit provided by this subsection is  
197 subject to conditions and limitations and reasonable definitions  
198 as specified by the legislature by general law.

199 SECTION 6. Homestead exemptions.—

200 (a) (1) a. Every person who has the legal or equitable title  
201 to real estate and maintains thereon the permanent residence of  
202 the owner, or another legally or naturally dependent upon the  
203 owner, shall be exempt from taxation thereon, except assessments

576-00027-26F

20262Fc1

204 for special benefits, as follows:

205 1.a. For school district levies, up to the assessed  
206 valuation of twenty-five thousand dollars; and

207 2.b. For all levies other than school district levies:

208 I. Beginning on January 1, 2027, up to the assessed  
209 valuation of one hundred and fifty thousand dollars.

210 II. Beginning on January 1, 2028, up to the assessed  
211 valuation of two hundred and fifty thousand dollars.

212 b. Every person who, on or after January 1, 2027, has the  
213 legal or equitable title to real estate and maintains thereon  
214 the permanent residence of the owner, or another legally or  
215 naturally dependent upon the owner, who had not maintained a  
216 permanent residence in this state as of December 31, 2026, shall  
217 be exempt from taxation thereon, except assessments for special  
218 benefits, as follows:

219 1. For school district levies, up to the assessed valuation  
220 of twenty-five thousand dollars; and

221 2. For all levies other than school district levies, up to  
222 the assessed valuation of fifty thousand dollars. Unless  
223 otherwise revised under sub-subparagraph (4)a.2., beginning with  
224 the fifth year of exemption under this subparagraph, such person  
225 shall be exempt up to the amount of assessed valuation provided  
226 by sub-sub-subparagraph a.2.II., as adjusted pursuant to  
227 subparagraph (2)a. The legislature shall, by general law,  
228 prescribe uniform procedures to administer this subparagraph.

229  
230 The exemptions provided by this paragraph apply only greater  
231 than fifty thousand dollars and up to seventy-five thousand  
232 dollars, upon establishment of right thereto in the manner

576-00027-26F

20262Fc1

233 prescribed by law. The real estate may be held by legal or  
234 equitable title, by the entireties, jointly, in common, as a  
235 condominium, or indirectly by stock ownership or membership  
236 representing the owner's or member's proprietary interest in a  
237 corporation owning a fee or a leasehold initially in excess of  
238 ninety-eight years. The exemptions ~~exemption~~ shall not apply  
239 with respect to any assessment roll until such roll is first  
240 determined to be in compliance with the provisions of section 4  
241 by a state agency designated by general law. These exemptions  
242 are ~~This exemption is~~ repealed on the effective date of any  
243 amendment to this Article which provides for the assessment of  
244 homestead property at less than just value.

245 (2)a. The ~~twenty-five thousand dollar~~ amount of assessed  
246 valuation exempt from taxation provided in sub-sub-subparagraph  
247 (1)a.2.II. subparagraph (a)(1)b. shall be adjusted annually for  
248 inflation beginning on January 1, 2029, and ~~of~~ each year  
249 thereafter, for inflation using the percent change in the  
250 Consumer Price Index for All Urban Consumers, U.S. City Average,  
251 all items 1967=100, or successor reports for the preceding  
252 calendar year as initially reported by the United States  
253 Department of Labor, Bureau of Labor Statistics, if such percent  
254 change is positive.

255 b. The amount of assessed valuation exempt from taxation  
256 provided in sub-subparagraph (1)b.2. shall be adjusted annually  
257 for inflation beginning on January 1, 2028, and each year  
258 thereafter, using the percent change in the Consumer Price Index  
259 for All Urban Consumers, U.S. City Average, all items 1967=100,  
260 or successor reports for the preceding calendar year as  
261 initially reported by the United States Department of Labor,

576-00027-26F

20262Fc1

262 Bureau of Labor Statistics, if such percent change is positive.

263 (3) Except for the exemptions provided in sub-subparagraphs  
264 (1)a.2. and b.2. and paragraph (4), the amount of assessed  
265 valuation exempt from taxation for which every person who has  
266 the legal or equitable title to real estate and maintains  
267 thereon the permanent residence of the owner, or another person  
268 legally or naturally dependent upon the owner, is eligible, and  
269 which applies solely to levies other than school district  
270 levies, that is added to this constitution after January 1,  
271 2025, shall be adjusted annually on January 1 of each year for  
272 inflation using the percent change in the Consumer Price Index  
273 for All Urban Consumers, U.S. City Average, all items 1967=100,  
274 or successor reports for the preceding calendar year as  
275 initially reported by the United States Department of Labor,  
276 Bureau of Labor Statistics, if such percent change is positive,  
277 beginning the year following the effective date of such  
278 exemption.

279 (4)a.1. The legislature shall, by general law, prescribe a  
280 uniform procedure for counties and municipalities, for their  
281 respective levies, to increase the amount of assessed valuation  
282 exempt from taxation under paragraph (1), up to all remaining  
283 assessed valuation.

284 2. Beginning on or after January 1, 2030, a county or  
285 municipality, by two-thirds vote of the membership of the  
286 governing body, may determine that a reduction of the five-year  
287 requirement provided under sub-subparagraph (1)b.2. is warranted  
288 for a critical local need.

289 b.1. A special district may, upon approval by referendum by  
290 the electors of the district, increase the amount of assessed

576-00027-26F

20262Fc1

291 valuation exempt from taxation under sub-subparagraphs (1)a.2.  
292 and b.2., for its respective levy, up to all remaining assessed  
293 valuation. By general law, the legislature shall provide the  
294 manner in which a referendum may be called; the frequency with  
295 which such referendum may be held, which may not be more than  
296 once in a 12-month period; a ballot statement and question of  
297 such referendum; and other requirements for the referendum not  
298 inconsistent with this paragraph. The approved exemption  
299 increase shall take effect on and first apply beginning on the  
300 January 1 immediately succeeding approval by referendum.

301 2. A special district may adjust the amount of assessed  
302 valuation exempt from taxation as approved under sub-  
303 paragraph 1. annually on January 1 of each year for inflation  
304 using the percent change in the Consumer Price Index for All  
305 Urban Consumers, U.S. City Average, all items 1967=100, or  
306 successor reports for the preceding calendar year as initially  
307 reported by the United States Department of Labor, Bureau of  
308 Labor Statistics, if such percent change is positive.

309 (b) Not more than one exemption shall be allowed any  
310 individual or family unit or with respect to any residential  
311 unit. No exemption shall exceed the value of the real estate  
312 assessable to the owner or, in case of ownership through stock  
313 or membership in a corporation, the value of the proportion  
314 which the interest in the corporation bears to the assessed  
315 value of the property.

316 (c) By general law and subject to conditions specified  
317 therein, the Legislature may provide to renters, who are  
318 permanent residents, ad valorem tax relief on all ad valorem tax  
319 levies. Such ad valorem tax relief shall be in the form and

576-00027-26F

20262Fc1

320 amount established by general law.

321 (d) The legislature may, by general law, allow counties or  
322 municipalities, for the purpose of their respective tax levies  
323 and subject to the provisions of general law, to grant either or  
324 both of the following additional homestead tax exemptions:

325 (1) An exemption not exceeding fifty thousand dollars to a  
326 person who has the legal or equitable title to real estate and  
327 maintains thereon the permanent residence of the owner, who has  
328 attained age sixty-five, and whose household income, as defined  
329 by general law, does not exceed twenty thousand dollars; or

330 (2) An exemption equal to the assessed value of the  
331 property to a person who has the legal or equitable title to  
332 real estate with a just value less than two hundred and fifty  
333 thousand dollars, as determined in the first tax year that the  
334 owner applies and is eligible for the exemption, and who has  
335 maintained thereon the permanent residence of the owner for not  
336 less than twenty-five years, who has attained age sixty-five,  
337 and whose household income does not exceed the income limitation  
338 prescribed in paragraph (1).

339

340 The general law must allow counties and municipalities to grant  
341 these additional exemptions, within the limits prescribed in  
342 this subsection, by ordinance adopted in the manner prescribed  
343 by general law, and must provide for the periodic adjustment of  
344 the income limitation prescribed in this subsection for changes  
345 in the cost of living.

346 (e)

347 (1) Each veteran who is age 65 or older who is partially or  
348 totally permanently disabled shall receive a discount from the

576-00027-26F

20262Fc1

349 amount of the ad valorem tax otherwise owed on homestead  
350 property the veteran owns and resides in if the disability was  
351 combat related and the veteran was honorably discharged upon  
352 separation from military service. The discount shall be in a  
353 percentage equal to the percentage of the veteran's permanent,  
354 service-connected disability as determined by the United States  
355 Department of Veterans Affairs. To qualify for the discount  
356 granted by this paragraph, an applicant must submit to the  
357 county property appraiser, by March 1, an official letter from  
358 the United States Department of Veterans Affairs stating the  
359 percentage of the veteran's service-connected disability and  
360 such evidence that reasonably identifies the disability as  
361 combat related and a copy of the veteran's honorable discharge.  
362 If the property appraiser denies the request for a discount, the  
363 appraiser must notify the applicant in writing of the reasons  
364 for the denial, and the veteran may reapply. The Legislature  
365 may, by general law, waive the annual application requirement in  
366 subsequent years.

367 (2) If a veteran who receives the discount described in  
368 paragraph (1) predeceases his or her spouse, and if, upon the  
369 death of the veteran, the surviving spouse holds the legal or  
370 beneficial title to the homestead property and permanently  
371 resides thereon, the discount carries over to the surviving  
372 spouse until he or she remarries or sells or otherwise disposes  
373 of the homestead property. If the surviving spouse sells or  
374 otherwise disposes of the property, a discount not to exceed the  
375 dollar amount granted from the most recent ad valorem tax roll  
376 may be transferred to the surviving spouse's new homestead  
377 property, if used as his or her permanent residence and he or

576-00027-26F

20262Fc1

378 she has not remarried.

379 (3) This subsection is self-executing and does not require  
380 implementing legislation.

381 (f) By general law and subject to conditions and  
382 limitations specified therein, the Legislature may provide ad  
383 valorem tax relief equal to the total amount or a portion of the  
384 ad valorem tax otherwise owed on homestead property to:

385 (1) The surviving spouse of a veteran who died from  
386 service-connected causes while on active duty as a member of the  
387 United States Armed Forces.

388 (2) The surviving spouse of a first responder who died in  
389 the line of duty.

390 (3) A first responder who is totally and permanently  
391 disabled as a result of an injury or injuries sustained in the  
392 line of duty. Causal connection between a disability and service  
393 in the line of duty shall not be presumed but must be determined  
394 as provided by general law. For purposes of this paragraph, the  
395 term "disability" does not include a chronic condition or  
396 chronic disease, unless the injury sustained in the line of duty  
397 was the sole cause of the chronic condition or chronic disease.

398  
399 As used in this subsection and as further defined by general  
400 law, the term "first responder" means a law enforcement officer,  
401 a correctional officer, a firefighter, an emergency medical  
402 technician, or a paramedic, and the term "in the line of duty"  
403 means arising out of and in the actual performance of duty  
404 required by employment as a first responder.

405 SECTION 9. Local taxes.—

406 (a) (1) Counties, school districts, and municipalities

576-00027-26F

20262Fc1

407 shall, and special districts may, be authorized by law to levy  
408 ad valorem taxes and may be authorized by general law to levy  
409 other taxes, for their respective purposes, except ad valorem  
410 taxes on intangible personal property and taxes prohibited by  
411 this constitution.

412 (2) Ad valorem taxes levied by counties and municipalities  
413 shall be used only to:

414 a. Provide for public safety, including law enforcement,  
415 fire service, and emergency medical service;

416 b. Provide funding for education and public schools;

417 c. Finance or refinance infrastructure, including  
418 expenditures on road and bridge construction and maintenance and  
419 stormwater control;

420 d. Finance or refinance natural resource projects,  
421 including flood control measures;

422 e. Issue local bonds for uses consistent with this  
423 paragraph and to make debt service payments for existing  
424 obligations;

425 f. Meet obligations for retirement benefits of local  
426 government employees; or

427 g. Fund the operations and administration of county  
428 officers and commissioners established under Article VIII and  
429 municipalities, and the expenditures approved by such county  
430 officers or county or municipal governing bodies, except those  
431 expenditures prohibited by general law.

432 (b) Ad valorem taxes, exclusive of taxes levied for the  
433 payment of bonds and taxes levied for periods not longer than  
434 two years when authorized by vote of the electors who are the  
435 owners of freeholds therein not wholly exempt from taxation,

576-00027-26F

20262Fc1

436 shall not be levied in excess of the following millages upon the  
437 assessed value of real estate and tangible personal property:  
438 for all county purposes, ten mills; for all municipal purposes,  
439 ten mills; for all school purposes, ten mills; for water  
440 management purposes for the northwest portion of the state lying  
441 west of the line between ranges two and three east, 0.05 mill;  
442 for water management purposes for the remaining portions of the  
443 state, 1.0 mill; and for all other special districts a millage  
444 authorized by law approved by vote of the electors who are  
445 owners of freeholds therein not wholly exempt from taxation. A  
446 county furnishing municipal services may, to the extent  
447 authorized by law, levy additional taxes within the limits fixed  
448 for municipal purposes.

## ARTICLE XII

## SCHEDULE

451 Limitation on the assessment of real property, homestead  
452 property exemptions, and local government revenue.—This section  
453 and the amendments to Sections 4 and 6 of Article VII, relating  
454 to a limitation on the assessed value of real property, an  
455 increase to the homestead property tax exemption, and the  
456 creation of a new homestead exemption beginning January 1, 2027,  
457 and the amendment to Section 9 of Article VII, relating to the  
458 uses of certain revenues by counties and municipalities, shall  
459 take effect January 1, 2027.

460 BE IT FURTHER RESOLVED that the following statement be  
461 placed on the ballot:

## CONSTITUTIONAL AMENDMENT

## ARTICLE VII, SECTIONS 4, 6, AND 9

## ARTICLE XII

576-00027-26F

20262Fc1

465           SAVE OUR HOMES FROM EXCESSIVE PROPERTY TAXES.—This  
466 amendment benefits Florida taxpayers by:

467  
468           Exempting homestead properties from taxation. Exempts the  
469 first \$250,000 of a homestead's value from taxation for all  
470 levies other than school district levies and requires, through  
471 general law, a schedule for full elimination.

472  
473           Ensuring funding for core services. Requires local  
474 governments to use remaining property taxes solely for core  
475 public needs, including public safety, education and schools,  
476 infrastructure, and natural resources.

477  
478           Protecting small businesses. Limits future property tax  
479 assessments on businesses.

480  
481           Ensuring fairness for Florida residents. Requires any  
482 person who establishes Florida residency after January 1, 2027,  
483 to maintain Florida residency for five years prior to receiving  
484 the increased homestead exemption.

485  
486           If approved, the amendment would take effect on January 1,  
487 2027.