



FAC Update on Property Tax

FACT Roundtable
10/2/25



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida

FAC Public Policy

Legislative Session Wrap-Up





Resources

- Final Report
- Bill Tracker
- FAC Check Podcast
- fl-counties.com
 - Policy Action Center
 - Keep Florida Thriving



The 2025 regular Legislative Session included:

- 1983 Bills and PCBs filed
- 253 Bills passed both chambers
- 7.83% of total bills passed this session

- 470+ Bills in FAC Bill Tracker
- Nearly 50 Preemptions/Mandates

2025 Session Themes



- Leadership Priorities
- The Calendar
- Immigration
- Tax Relief
- DOGE



SB 180 Emergency Management (DiCeglie) PASSED

- **Post-Storm Growth Management Preemption**
 - No construction/reconstruction moratoriums;
 - No "more restrictive or burdensome" CP amendments/LDRs
 - Cause of Action
- **FDEM Training Requirements**
 - Authorizes a non-profit organization, such as FAC, to provide the required training, pending FDEM approval
- **Stormwater Inventory and Inspection**
 - SB 810 Language: Annual inspections of all "known works" within service area
 - As passed: Counties must coordinate with WMD's and other stormwater system operators to inventory critical infrastructure; DEP authorized to set routine inspection schedule of such infrastructure
- **Post-Storm Permitting Plan: Counties must, at a minimum:**
 - Ensure permitting and inspection personnel, as well as an alternate in-person location, post-impact
 - When practicable, streamline permitting procedures and waive or reduce associated fees
 - Specify procedures to expedite post-impact debris removal
- **Fee Restrictions:**
 - No permit fee increases for 180 days; No impact fees for replacement structures



Extended Session



Budget Deal in May....? June?

What's in the Tax Package?

What else slips through in overtime?

Legislative Wrap-Up Webinar

Implementing Bill: DOGE



Section 124 of SB 2502

- Authorizes the Governor's Office of Policy and Budget (OPB) to initiate a broad oversight review of local governments. The provision grants the OPB discretionary authority to evaluate local government functions, policies, and expenditures for the fiscal years ending September 30, 2024, and September 30, 2025.

Implementing Bill: DOGE



The review may include—but is not limited to—expenditures, administrative practices, personnel standards, and records related to:

- Personnel costs, contracts, grants, and outsourcing;
- Financial documents such as audits, budgets, millage reports, and compliance assessments;
- Policies regarding employee training, responsibilities, and expectations.

Implementing Bill: DOGE



The OPB may conduct these reviews to identify the following:

- Any use of resources supporting diversity, equity, and inclusion (DEI) initiatives that are inconsistent with state law.
- Evidence of gross overspending, waste, fraud, abuse, or mismanagement.
- Redundant or duplicative governmental functions.

Implementing Bill: DOGE



Any local government that has received state funding during the current or prior fiscal year is required to provide the OPB, within 7 business days of a request, access to:

- Relevant personnel and subject matter experts;
- Physical premises (with consideration for security);
- Data systems and related information (with consideration for security).



Implementing Bill: DOGE



Failure to comply may result in a fine of \$1,000 **per request** per day. Fines must be recommended by OPB and approved by a three-fourths vote of the Administration Commission.

These fines are enforced against the local government itself—not individual employees—and deposited into the General Revenue Fund.

SB 7022

FRS Rates



NORMAL COSTS

CLASS	SFY 2024-25	SFY 2025-26
REGULAR	6.73%	7.10%
SPECIAL RISK	18.66%	20.10%
SPECIAL RISK ADMINISTRATIVE	11.54%	10.88%
ELECTED OFFICERS (LEGISLATORS)	10.70%	10.04%
ELECTED OFFICERS (JUDGES)	14.90%	15.62%
ELECTED OFFICERS (COUNTY OFFICERS)	12.39%	11.79%
SENIOR MANAGEMENT	8.56%	8.73%
DROP	8.49%	9.37%

SB 7022

FRS Rates



UNFUNDED LIABILITY

CLASS	SFY 2024-25	SFY 2025-26
REGULAR	4.84%	4.87%
SPECIAL RISK	12.07%	13.03%
SPECIAL RISK ADMINISTRATIVE	26.22%	26.54%
ELECTED OFFICERS (LEGISLATORS)	50.21%	50.56%
ELECTED OFFICERS (JUDGES)	28.49%	28.46%
ELECTED OFFICERS (COUNTY OFFICERS)	44.23%	40.72%
SENIOR MANAGEMENT	23.90%	22.45%
DROP	10.64%	10.65%

HB 7031 Tax Package



No major reform to TDT

BUT Elimination of the Business Rent Tax

- complete repeal of the remaining portion of sales taxes levied on commercial leases (2% + local option taxes), found in s. 212.031, F.S.
- Full elimination is effective on October 1st, 2025.
- This measure will impact not only local revenue sharing but will also significantly affect revenues anticipated from the collection of local option sales taxes.
- Sales Taxes: Permanent Back to School Tax Holiday and other permanent exemptions on hurricane related supplies

Legislative Overview

2025 Session

**Ad Valorem Bills &
Highlights**

2025 Legislative Highlights

40+ Bills filed modifying Ad Valorem/Property Taxes

PASSED

**Agriculture Tangible
Personal Property → 2026
Ballot**

FAILED

**Rental Property Bills → First-Time
Home-buyer exemptions**

TDT Swap → Property Tax Offset

2025 Legislative Themes

Governor DeSantis: Eliminate Property Tax

OR for this year provide
\$1000 Homestead Property Tax Rebate

2025 Legislative Themes

House Speaker Perez: Cutting Sales Taxes

Hoped to be the first state sales tax rate cut
0.75% reduction

2025 Legislative Themes

Senate President Albritton: Future Economic Outlook
&
Rural Renaissance

Modest sales tax exemptions and tax holidays

2025 Legislative Outcomes

No Budget Deal & Extended Session

Parallel Tracks



**Governor's
Road Show**



**House Select
Committee**



**Property Tax
Study**



**FLORIDA
ASSOCIATION OF
COUNTIES**
All About Florida



House Select Committee on Property Taxes

Goal: Produce legislation to be heard during legislative committee weeks in the fall and pass during the first week of session in January



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

Requiring every city, county, and special district to hold a referendum on the question of eliminating property taxes on homestead properties.



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

Creating a new \$500,000 homestead exemption, as well as a \$1 million homestead exemption for properties owned by Floridians aged 65 and older, or who have had a homestead for 30 years, applicable to all non-school taxes.



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

Authorizing the Legislature to increase the homestead exemption to any value by general law.



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

Modifying the assessment increase limitations on property values:

- For homestead properties, changing the cap from the lower of 3% or CPI to a flat 3% over any three-year period for all taxes.
- For non-homestead properties, changing the cap from 10% annually to 15% over any three-year period for all non-school taxes.



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

Protecting Homeownership by eliminating the ability to foreclose on a homestead property due to a property tax lien

NO ONE PAYS THEIR TAXES



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



House Select Committee: Proposals

~~Protecting Homeownership by eliminating the ability to
foreclose on a homestead property due to a property tax
lien~~



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



Property Tax Study, HB 7031

- Provides EDR \$1 million: Property Tax Study **by November 1, 2025**.
- Examine the **property tax structure** of the state, the **expenditure** of property tax **revenues** by local governments and political subdivisions, and the **taxation of homestead property**
- Primary purpose: analyze the potential impact of eliminating or significantly reducing ad valorem assessments on homestead property and provide policy options for mitigating negative fiscal consequences.

Property Tax Study

- An **analysis of Save-Our-Homes** assessment limitation and other constitutional provisions that provide tax relief to homestead property owners
- An **analysis of millage rates** adopted by local governments compared to rolled back rates
- An **analysis** of the potential impacts on **public services**
- An **assessment of the housing market** in the state
- An **analysis of consumer behavior** regarding home improvements and potential impacts on assessment values

Property Tax Study

- EDR must develop a series of **findings** and an array of **policy options** including changes to the statutory law or the State Constitution, for eliminating or reducing property taxes on homestead property while mitigating any reductions to services Floridians deem essential to their quality of life.
- Policy options **may** include changes to local government property taxes, required local effort millage rates, and tax assessments by local and state government.
- The policy options **must** attempt to **balance** the ability of the property tax system to produce revenues that are sufficient to fund appropriate governmental functions and expenditures.
- The policy options **may** include any actions or measures necessary to ensure tax enforcement and collection are fair and reasonable and have minimal compliance costs; to increase the visibility and awareness of the taxes being paid; and to adequately inform taxpayers of local government tax and budget decisions.

Property Tax Study, HB 7031



Governor DeSantis quote:
“We don’t need to give a bureaucracy money to study this. We know what needs to be done, so let’s just do it ... and we will do it.”

2025 Legislative Outcomes

Parallel Tracks



**Governor's Road
Show**

With his new CFO



**House Select
Committee**

**Just restarted
meeting mid-
September**



**Property Tax
Study**



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



What is Your County Property Mix?

Uniqueness of Each County

**TAX BASE x TAX RATE =
PROPERTY TAX REVENUE → EXPENDITURES**



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



Property Tax Formula “Big Picture”, 2024

Just Value (193.011, F.S.)	\$5,212,650,771,352
Differentials	2024 Statewide Value
Save Our Homes: Homestead Assessment Differential (193.155, F.S.)	\$928,322,382,615
10% Cap: Nonhomestead Residential Property Differential (193.1554, F.S.)	\$194,854,321,368
10% Cap: Certain Res. and Nonres. Real Property differential (193.1555, F.S.)	\$134,478,727,812
Assessed Value by Property Type	2024 Statewide Value
Land Classified Agricultural (193.461, F.S.)	\$5,018,534,130
Land Classified High-Water Recharge (193.625, F.S.)*	\$0
Land Classified and Used for Conservation Purposes (193.501, F.S.)	\$27,363,705
Pollution Control Devices (193.621, F.S.)	\$376,531,630
Historic Property used for Commercial Purposes (193.503, F.S.)*	\$2,781,305,016
Historically Significant Property (193.505, F.S.)	\$0
Homestead Property (193.155, F.S.)	\$1,386,085,664,965
Non-Homestead Residential Property (193.1554, F.S.)	\$1,168,764,221,093
Certain Residential and Non-Residential Property (193.1555, F.S.)	\$1,065,100,960,595
Working Waterfront Property (Art. VII, s.4(j), State Constitution)	\$611,894,370
Just Value (193.011, F.S.)	\$5,212,650,771,352
Total Assessed Value	\$3,859,267,850,912

- Save Our Homes value nearly \$1 billion
- Assessed Value is roughly 74% of Just Value

Property Tax Formula “Big Picture”, 2024

Property Tax Exemption	2024 Statewide Value
\$25,000 Homestead Exemption	\$127,196,824,428
Additional \$25,000 Homestead Exemption	\$115,716,145,334
Additional Homestead Exemption, Age 65 & Older	\$8,328,927,328
Tangible Personal Property \$25,000 Exemption*	\$8,061,049,868
Governmental Exemption	\$221,319,009,767
Institutional Exemptions	\$112,007,936,770
Widows / Widowers Exemption	\$2,232,990,171
Disability / Blind Exemptions	\$33,033,068,791
Conservation Land Exemption	\$466,361,096
Historic Property Exemption	\$363,763,282
Econ. Development & Child Care Exemptions (blank)	\$2,685,249,206
Lands Available for Taxes	\$4,159,565
Homestead Assessment Reduction for Parents or Grandparents	\$51,271,780
Disabled Veterans' Homestead Discount	\$1,927,533,439
Deployed Service Member's Homestead Exemption	\$104,715,746
Senior Age 65 & 25 Year Resident Homestead Exemption	\$998,994,474
Renewable Energy Exemption	\$2,798,581,330
Total Just Value	\$5,212,650,771,352
Total Assessed Value	\$3,859,258,916,230
Total Exempt Value	\$637,296,582,375
Total Taxable Value	\$3,221,961,418,042

4 categories make up 90% of the Total Exemptions

- \$25,000 Homestead Exemption
- Additional \$25,000 Homestead Exemption
- Governmental Exemption
- Institutional Exemptions
- BUT...it will vary from county-to-county
- Exempt Value is roughly 16.5% of Assessed Value
- 38% of value is “off the rolls”



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



This treemap visualizes the population distribution across Florida's 20 counties. The size of each rectangle represents the county's population, and the color of each rectangle is unique. The counties are arranged in a hierarchical manner, with the largest counties (Miami-Dade, Palm Beach, Broward, Hillsborough, Duval, Collier, Lee, and Pinellas) occupying the top-left portion of the chart. The remaining counties are arranged in a grid-like fashion to the right and below the largest ones.

County	Approximate Population (2010)
Miami-Dade	2,615,532
Palm Beach	1,141,429
Broward	1,138,000
Hillsborough	1,095,000
Duval	934,000
Collier	860,000
Lee	854,000
Pinellas	825,000
Orange	815,000
Sarasota	551,000
Manatee	542,000
Pasco	478,000
Saint Johns	468,000
Seminole	464,000
Osceola	438,000
Brevard	437,000
Monroe	391,000
Saint Lucie	384,000
Charlotte	375,000
Escambia	364,000
Bay	358,000
Alachua	348,000
Sumter	344,000
Clay	338,000
Santa Rosa	334,000
Nassau	324,000
Citrus	314,000
Highland	294,000
Hamilton	284,000
Okaloosa	274,000
Hernando	264,000
Flagler	254,000
Leon	244,000
Volusia	234,000
Walton	224,000
Lake	214,000
Marion	204,000

Taxable Values and Millage

- **Ranked from greatest to least**
 - Green = High Value
 - Red = Low Value
 - Value of 1 Mill, Population, Per Capita Value of a Mill (placeholder), Operating Millage (placeholder)
- **Uniqueness of each county**
 - Off the Chart—Miami-Dade
 - High Property Values—Monroe, Walton
 - Fiscally Constrained Counties

2024 County Taxable Values and Millage				
County	2024 Total Value of 1 Mill Levy	2024 Population Estimates	2024 Per Capita Value of 1 Mill Levy	Operating Millage
Miami-Dade	\$473,314,980	2,774,841	\$170.57	4.5740
Monroe	\$46,153,640	84,147	\$548.49	2.6929
Walton	\$42,478,431	87,728	\$484.21	3.6000
Liberty	\$368,022	8,016	\$45.91	9.3247
Lafayette	\$367,913	8,504	\$43.26	10.0000

Property Tax Revenues

- State legislators often simply observe the amount of revenue that a county collects on an annual basis and draw conclusions **without** the further aid of **appropriate local context**.
- Must look at Ad Valorem Revenues as % of **all General Fund Revenues**

Expenditures

- As with county revenues, state legislators often perform simple **surface level analysis** of the expenditures of local government.
- Again, looking at **all General Fund Revenues where do we prioritize funding**

**TAX BASE x TAX RATE =
PROPERTY TAX REVENUE → EXPENDITURES**



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



Report on Florida Property Taxes

Prepared by FAC Staff
August 2025



Key Takeaways

- Florida's property tax system is the foundation of local government finance but has become increasingly **complex**.
- While property taxes fund essential services, the **taxable value** of property has not kept pace with rising **market values**, shrinking the effective tax base.
- Constitutional provisions like Save Our Homes and expanded homestead exemptions protect homeowners but **shift** the burden onto businesses and rental properties, creating inequities.
- Most counties have **shown restraint** by lowering or holding millage rates, though fiscally constrained counties still rely on higher rates to provide basic services.
- **Challenges** include cost drivers related mandated responsibilities, essential services like public safety, developing and maintaining capital facilities, and personnel expenses.

State Mandates / County Responsibilities

Public Safety

- Fund sheriffs, jails, and courthouses
- Disaster planning, response, recovery
- Countywide EMS delivery
- Juvenile detention & state court system costs

Public Health

- Countywide public health programs
- Indigent care reimbursements
- Medicaid payments to the state
- Medical examiner & unclaimed bodies

Elections

- Fund supervisor of elections & election operations

Infrastructure

- Solid waste disposal
- Roads, bridges, sidewalks, transit facilities
- Facilities for constitutional officers

Environmental Management

- Beach renourishment, stormwater management
- Growth management, zoning, comp. planning

Personnel Costs

- Florida Retirement System contributions
- Pay & benefits for constitutional officers' staff

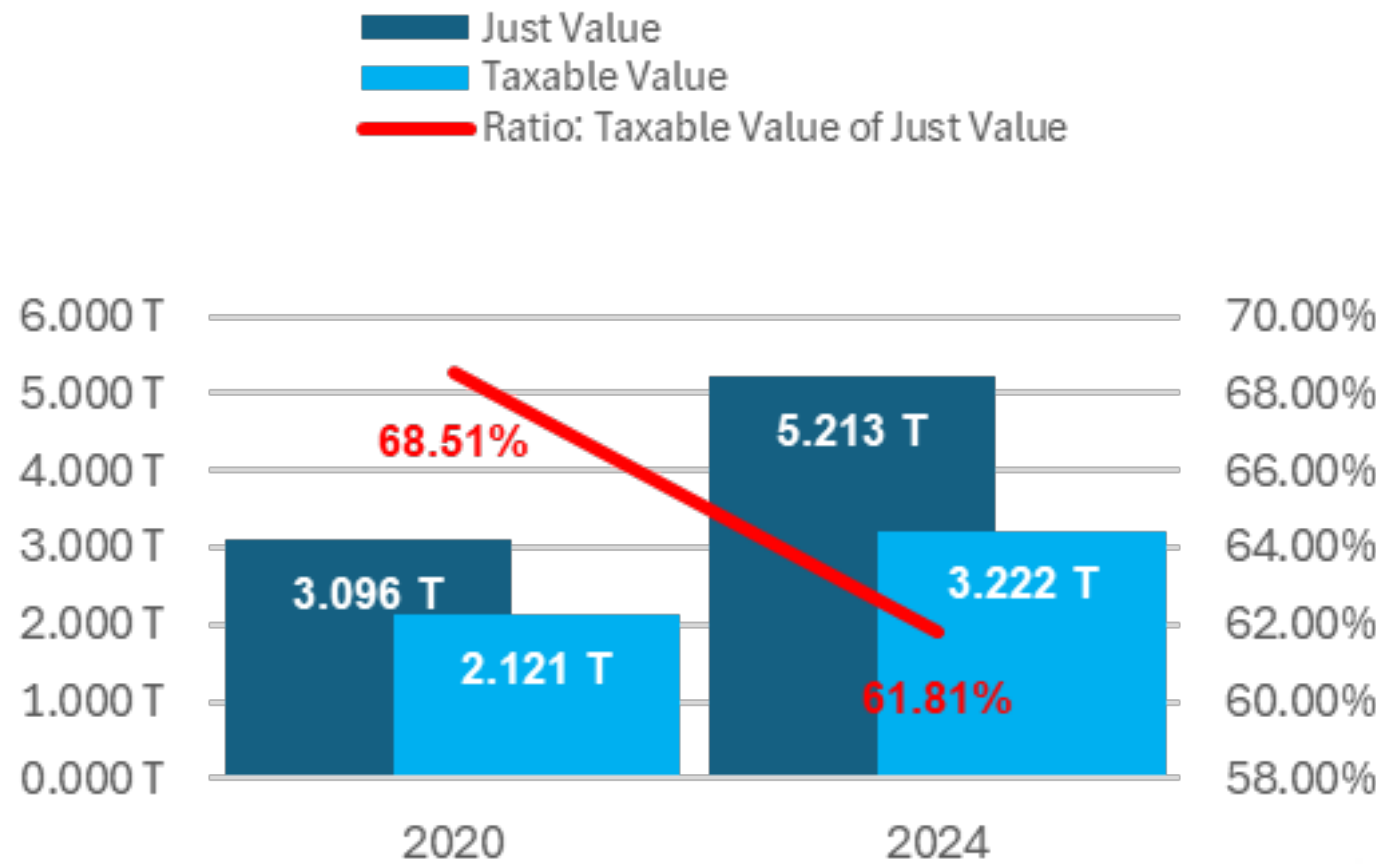
**TAX BASE x TAX RATE =
PROPERTY TAX REVENUE → EXPENDITURES**



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



Ratio: Taxable Value vs. Just Value



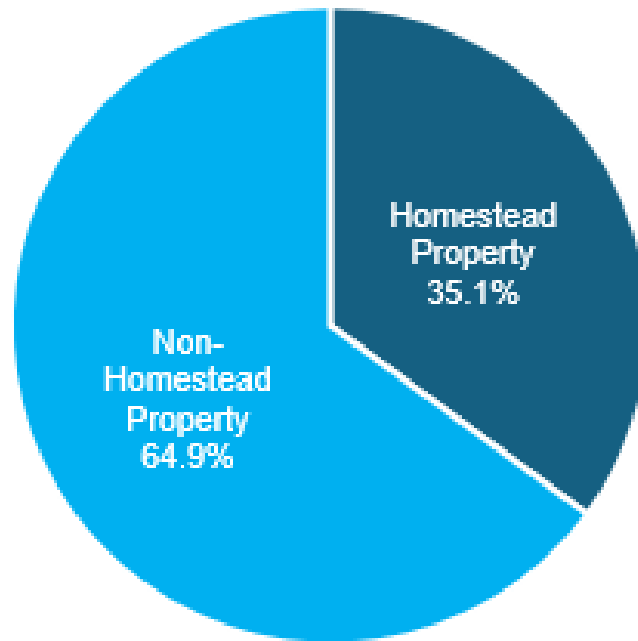
Just Value
FY 2020: 3.096 T
FY 2024: 5.213 T
Change: 68.4%

Taxable Value
FY 2020: 2.121 T
FY 2024: 3.222 T
Change: 51.9%

WHILE PROPERTY VALUES HAVE RISEN STATEWIDE, THE RATIO OF TAXABLE VALUE TO JUST VALUE HAS DECLINED IN ALL BUT A HANDFUL OF COUNTIES, MEANING LOCAL TAX BASES ARE BECOMING MORE COMPLEX

Homestead vs. Non-Homestead

In terms of generated revenue (Florida Department of Revenue)



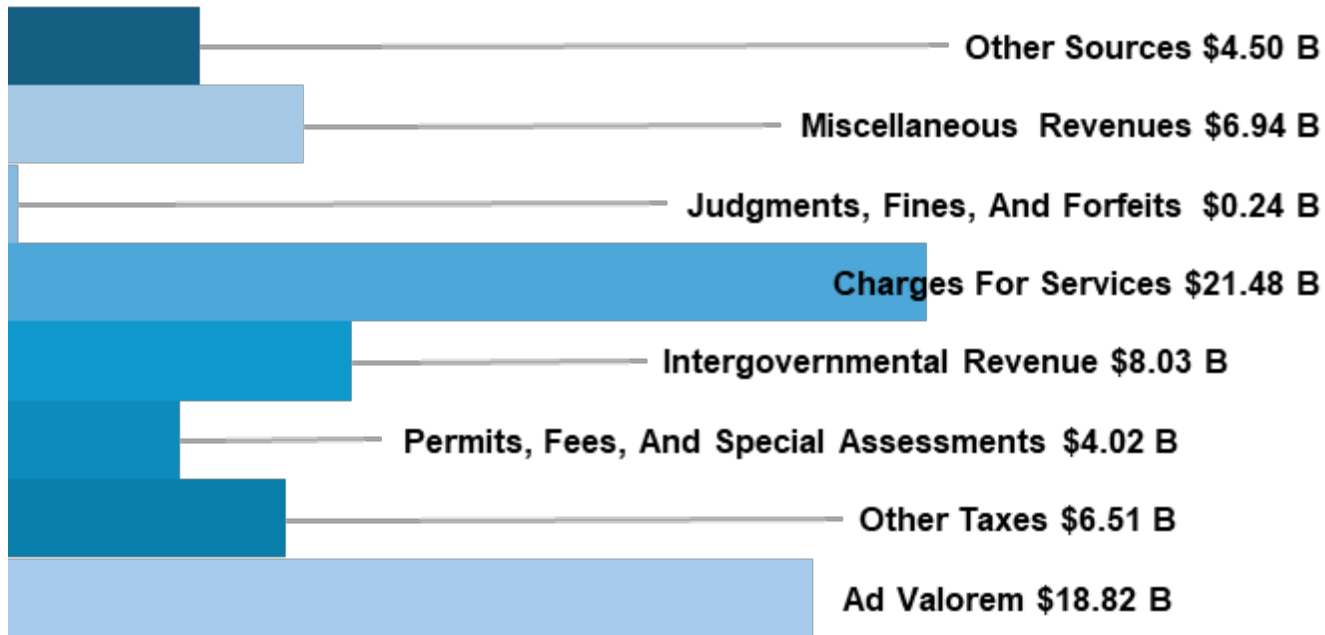
ANY PROPOSED INCREASE TO HOMESTEAD PROPERTY TAX EXEMPTIONS “SQUEEZES THE WATER BALLOON” OR SHIFTS THE TAX BURDEN FROM HOMESTEAD PROPERTY OWNERS TO OTHER PROPERTY TAXPAYERS.

Operating Millage Rates (FY 2025)

- 21 Counties – Lowered Millage Rate (still above RBR)
- 5 Counties – Adopted Roll Back Rate
- 4 Counties – Adopted Below Roll Back Rate
- 36 Counties – Maintained Millage Rate
- 1 County – Increased Millage

***55 OF 67 COUNTIES HAVE
LOWERED OR MAINTAINED THE
OPERATING MILLAGE RATE
SINCE 2020***

2024 Revenues

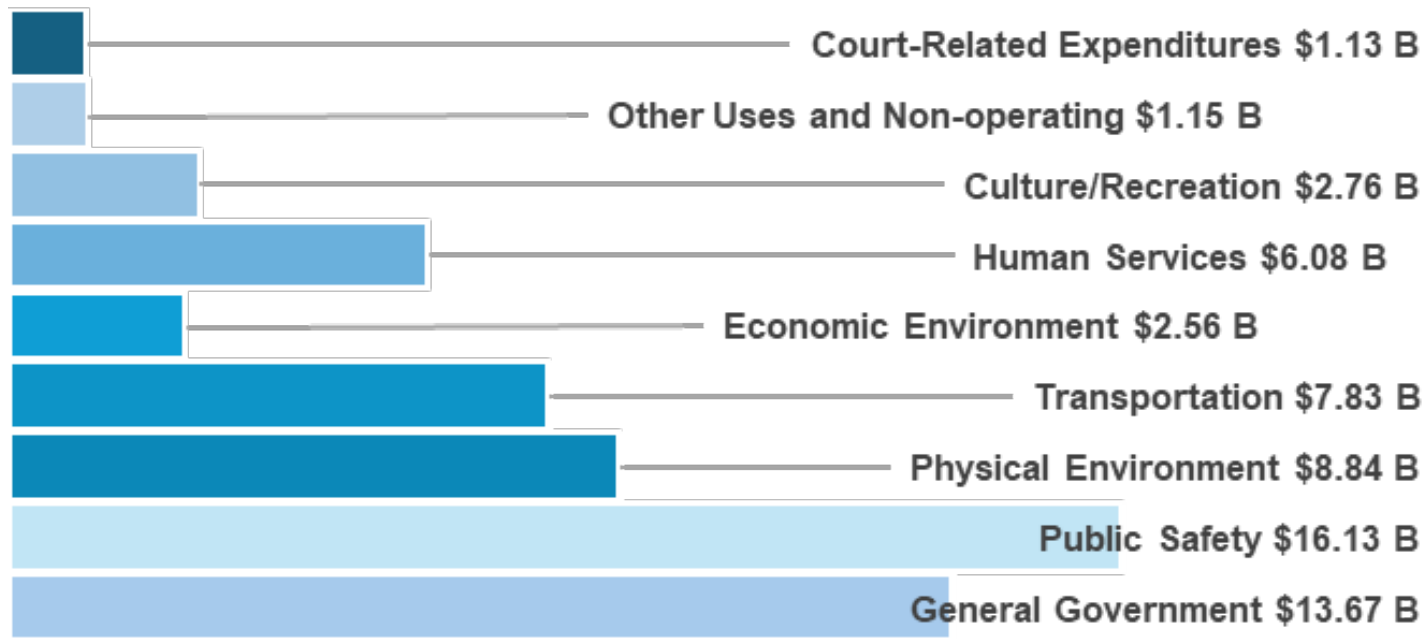


All Revenue
FY 2021: 55.76 B
FY 2024: 70.55 B
Change: 26.5%

Ad Valorem
FY 2021: 14.08 B
FY 2024: 18.82 B
Change: 33.7%

ALTHOUGH PROPERTY TAXES (26.7% OF ALL STATEWIDE COUNTY REVENUE) ARE THE PRIMARY SOURCE OF REVENUE IN MOST COUNTIES, "CHARGES FOR SERVICES" LEADS THE WAY BY GENERATING ALMOST 30.4% OF ALL COUNTY REVENUE STATEWIDE.

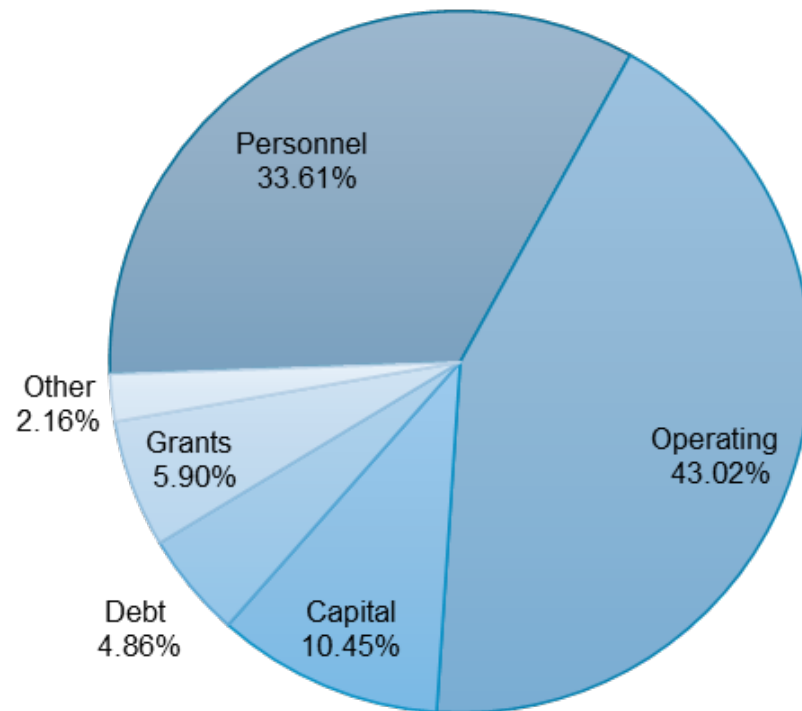
2024 Expenditures



All Expenditures
FY 2021: 50.32 B
FY 2024: 60.17 B
Change: 19.6%

PUBLIC SAFETY EXPENDITURES NOT ONLY INCLUDE LAW ENFORCEMENT AND CORRECTIONS PROVIDED BY THE SHERIFF, BUT ALSO INCLUDE FIRE CONTROL, AMBULANCE AND RESCUE SERVICES, PROTECTIVE INSPECTIONS (BUILDING AND OTHER PERMITS), CONSUMER AFFAIRS SERVICES, AND EMERGENCY MANAGEMENT AND DISASTER RELIEF RELATED SERVICES.

2024 Expenditures by Type (Object Code)



**Personnel leads in 39 counties
Operating lead in 26 counties
Larger counties skew
statewide expenditure totals.**

NEARLY ALL COUNTY PERSONNEL (WHICH INCLUDES SHERIFF PERSONNEL) ARE MEMBERS OF THE FLORIDA RETIREMENT SYSTEM. THE ANNUAL COSTS FOR EMPLOYERS IN FRS, WHICH INCLUDES COUNTIES, ARE MANDATED BY THE FLORIDA LEGISLATURE.

Key Takeaways

- Florida's property tax system is the foundation of local government finance but has become increasingly **complex**.
- While property taxes fund essential services, the **taxable value** of property has not kept pace with rising **market values**, shrinking the effective tax base.
- Constitutional provisions like Save Our Homes and expanded homestead exemptions protect homeowners but **shift** the burden onto businesses and rental properties, creating inequities.
- Most counties have **shown restraint** by lowering or holding millage rates, though fiscally constrained counties still rely on higher rates to provide basic services.
- **Challenges** include cost drivers related mandated responsibilities, essential services like public safety, developing and maintaining capital facilities, and personnel expenses.

Moving Forward

$$\text{TAX BASE} \times \text{TAX RATE} = \text{PROPERTY TAX REVENUE} \rightarrow \text{EXPENDITURES}$$

- Goals
 - Short term
 - Long term
- Understanding Impacts
- Searching for a Win/Win



FLORIDA
ASSOCIATION OF
COUNTIES
All About Florida



Report on Florida Property Taxes

Prepared by FAC Staff
August 2025

