REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: Refund Application and Interest Provisions
Bill Number(s): HB 7031E
☐ **Entire Bill**
☑ **Partial Bill**: Sections 29 & 30
Sponsor(s): Representative Duggan
Month/Year Impact Begins: January 2027
Date(s) Conference Reviewed: June 12, 2026; July 10, 2026

Section 1: Narrative

a. Current Law: Section 213.255, F.S., details when and how interest should be paid on refunds owed to taxpayers.

A refund shall not be processed until it is complete, requiring that it: is filed on a permitted form; contains the taxpayer's name, address, ID number, and signature; contains sufficient information to permit mathematical verification of the refund amount; and includes the amount claimed, the grounds upon which the refund is claimed, and the taxable period involved.

Interest does not begin to accrue until 90 days after a complete refund application has been filed and the refund has not been provided to the taxpayer or applied as a credit to their account.

If a tax is adjudicated unconstitutional and refunds are ordered by the court, interest shall not commence on complete applications until 90 days after the adjudication becomes final and unappealable or 90 days after a complete application has been filed, whichever is later.

b. Proposed Change: Section 213.255, F.S., is amended such that:

Interest begins to accrue on the 91st day following the postmark date of the refund application, the date the Department receives the mailed request if no postmark date is present, or the date of an electronic submission. Interest begins to accrue at that time regardless of the completeness of the refund application. The Department of Revenue may deny a refund application if it is incomplete, and the requestor may challenge the denial. If the Department notified the applicant of any errors and requested additional information within 30 days of receipt of the refund application, the refund was denied, the requestor protested, and during the protest the requestor provides any additional information to substantiate the claim, the interest will instead begin to accrue from the 91st day following the receipt of that information.

If a tax is adjudicated unconstitutional and refunds are ordered by the court, interest shall not commence on complete applications until 90 days after the adjudication becomes final and unappealable or 90 days after a refund application has been filed, regardless of its completeness, whichever is later.

Section 2: Description of Data and Sources

Refunds data provided by the Department of Revenue
General Revenue Estimating Conference, January 23, 2026
Transportation Revenue Estimating Conference, January 12, 2026

Section 3: Methodology (Include Assumptions and Attach Details)

Currently, when the Department of Revenue receives an incomplete refund request, refunds staff will work with the requestor to update the request with the missing data until it is complete and an approval or denial can be issued. As interest does not start to accrue against the Department until the request is complete, the taxpayer has an incentive to provide complete information to the Department and, once that information is in hand, the Department then has an incentive to reach a decision to approve or deny the claim.

The proposed language requires that interest accrues from the 91st day following the postmark of a refund application. A refund application cannot be processed in good faith until it is determined to be complete. Under the proposed change, the Department is incentivized to respond quickly. If the Department does not notify a requestor of any errors and request additional information within 30 days of receipt of the refund application, a strong incentive is created for the taxpayer to draw out the process as long as possible to maximize the interest accrued. Even if the application is denied and later protested, if the Department misses the 30-day window, the Department will owe interest starting the 91st day following the postmark of a refund application, regardless of how long it takes the taxpayer to provide a complete refund application.

REVENUE ESTIMATING CONFERENCE

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A change in incentive structure generally leads to a change in behavior. It is likely that the change would result in the Department of Revenue doing everything in its power to respond to all refund applications that are not complete within 30 days of receipt. Should they remain incomplete, the Department would no longer be able to work with the requestor for an extended time to get the application complete but rather would deny the refund application to avoid the interest accruing beginning on the 91st day. This leads to the low estimate, a negative indeterminate amount between zero and the middle estimate.

It is also reasonable to expect, however, that the Department may not respond to all refund applications that are not complete within 30 days of receipt. In this case, the strong incentive to delay as discussed above leads to the high estimate.

The table in the workpapers is based on data produced for an estimate presented at the February 20, 2026 Impact Conference and represents the amount of interest that would have been paid on refunds made by tax source in Fiscal Year 2024-25 and grows them out over the forecast horizon based on their respective tax source growth rates. The original data looked at all refunds paid in that period, calculated how much interest would have been paid if interest were accrued beginning on the 91st day after the refund application was received, and subtracted any actual interest paid. The impact of that bill included instances where the department notified the applicant of any errors and requested additional information within 30 days of receipt of the refund application, the refund was denied, the requestor protested, and during the protest the requestor provided additional information to substantiate the claim. For those instances under that bill language, the interest was calculated from 91 days after the postmark date, while in this language, it should now instead be calculated from 91 days after the last piece of additional information to substantiate the claim was received in protest. Refunds that met these conditions could not be recalculated as it is not historically recorded when the last piece of additional information to substantiate the claim was received in protest. The calculated interest on such refunds in the original analysis was removed from this impact and as such, the impact here is slightly understated. Further, this assumes no change in behavior by the Department of Revenue or by the requestors. This is presented as the middle estimate. The impact in the first year is reduced by 75 percent, as the bill applies only to claims filed on or after January 1, 2027, and these claims could not accrue interest until an additional 91 days pass. Interest on refunds is paid out of the same source as the refund itself, and for the purposes of revenue distribution, it is functionally the same as a refund. At the June 12, 2026 impact conference, the conference adopted the middle estimate with a note to divide the "other" estimate evenly between sales and use tax and motor fuel tax.

Section 4: Proposed Revenue Impact

	Low		Middle		High	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	(**)	(**)	$(2.4 M)	$(9.7 M)	(**)	(**)
2027-28	(**)	(**)	$(9.9 M)	$(9.9 M)	(**)	(**)
2028-29	(**)	(**)	$(10.0 M)	$(10.0 M)	(**)	(**)
2029-30	(**)	(**)	$(10.2 M)	$(10.2 M)	(**)	(**)
2030-31	(**)	(**)	$(10.4 M)	$(10.4 M)	(**)	(**)

Revenue Distribution: Refunds of Sales and Use Tax, and Motor Fuel Tax

Section 5: Consensus Estimate (07/10/2026) The Conference adopted the middle estimate, with the "other" impact divided evenly between Refunds of Sales and Use Tax, and Refunds of Motor Fuel Tax.

Refunds - Motor Fuel Tax	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	0.0	0.0	(0.2)	(1.1)	(0.1)	(0.4)	(0.3)	(1.5)
2027-28	0.0	0.0	(1.1)	(1.1)	(0.4)	(0.4)	(1.5)	(1.5)
2028-29	0.0	0.0	(1.1)	(1.1)	(0.4)	(0.4)	(1.5)	(1.5)
2029-30	0.0	0.0	(1.1)	(1.1)	(0.5)	(0.5)	(1.6)	(1.6)
2030-31	0.0	0.0	(1.1)	(1.1)	(0.5)	(0.5)	(1.6)	(1.6)

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: Refund Application and Interest Provisions
Bill Number(s): HB 7031E

Refunds - SUT	GR		Trust		Revenue Sharing		Local Half Cent	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	(1.6)	(6.5)	(Insignificant)	(Insignificant)	(0.1)	(0.2)	(0.2)	(0.6)
2027-28	(6.6)	(6.6)	(Insignificant)	(Insignificant)	(0.2)	(0.2)	(0.6)	(0.6)
2028-29	(6.8)	(6.8)	(Insignificant)	(Insignificant)	(0.2)	(0.2)	(0.6)	(0.6)
2029-30	(6.8)	(6.8)	(Insignificant)	(Insignificant)	(0.2)	(0.2)	(0.6)	(0.6)
2030-31	(6.8)	(6.8)	(Insignificant)	(Insignificant)	(0.2)	(0.2)	(0.7)	(0.7)

	Local Option		Total Local		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	(0.2)	(1.0)	(0.5)	(1.8)	(2.1)	(8.3)
2027-28	(1.0)	(1.0)	(1.8)	(1.8)	(8.4)	(8.4)
2028-29	(1.0)	(1.0)	(1.8)	(1.8)	(8.6)	(8.6)
2029-30	(1.1)	(1.1)	(1.9)	(1.9)	(8.7)	(8.7)
2030-31	(1.1)	(1.1)	(2.0)	(2.0)	(8.8)	(8.8)

	A	B	C	D
1	**FY**	**SUT**	**Other**	**Fuel**
2	**24-25**	177.11	5.5	36.7
3	**25-26**	126.7	3.6	39.2
4	**26-27**	102.5	3	39.2
5	**27-28**	103.8	3	40.5
6	**28-29**	105.4	3	41.6
7	**29-30**	106.9	3	42.6
8	**30-31**	108.5	3	43.7
9				
10	**FY**	**SUT**	**Other**	**Fuel**
11	**25-26**	-28.5%	-34.5%	6.8%
12	**26-27**	-19.1%	-16.7%	0.0%
13	**27-28**	1.3%	0.0%	3.3%
14	**28-29**	1.5%	0.0%	2.7%
15	**29-30**	1.4%	0.0%	2.4%
16	**30-31**	1.5%	0.0%	2.6%
17				

	A	B	C	D	E	F	G
18	**SUT Impact**						
19		High		Middle		Low	
20		Cash	Recurring	Cash	Recurring	Cash	Recurring
21	2026-27			$(8.1 M)	$(8.1 M)		
22	2027-28			$(8.2 M)	$(8.2 M)		
23	2028-29			$(8.4 M)	$(8.4 M)		
24	2029-30			$(8.5 M)	$(8.5 M)		
25	2030-31			$(8.6 M)	$(8.6 M)		
26							

	A	B	C	D	E	F	G
27	**Fuel Impact**						
28		High		Middle		Low	
29		Cash	Recurring	Cash	Recurring	Cash	Recurring
30	2026-27			$(1.3 M)	$(1.3 M)		
31	2027-28			$(1.3 M)	$(1.3 M)		
32	2028-29			$(1.3 M)	$(1.3 M)		
33	2029-30			$(1.4 M)	$(1.4 M)		
34	2030-31			$(1.4 M)	$(1.4 M)		

	I	J	K	L	M	N	O
27	**Other Impact**						
28		High		Middle		Low	
29		Cash	Recurring	Cash	Recurring	Cash	Recurring
30	2026-27			$(0.4 M)	$(0.4 M)		
31	2027-28			$(0.4 M)	$(0.4 M)		
32	2028-29			$(0.4 M)	$(0.4 M)		
33	2029-30			$(0.4 M)	$(0.4 M)		
34	2030-31			$(0.4 M)	$(0.4 M)		

	A	B	C	D	E	F	G
36	**Total Impact**						
37		High		Middle		Low	
38		Cash	Recurring	Cash	Recurring	Cash	Recurring
39	2026-27			$(9.7 M)	$(9.7 M)		
40	2027-28			$(9.9 M)	$(9.9 M)		
41	2028-29			$(10.0 M)	$(10.0 M)		
42	2029-30			$(10.2 M)	$(10.2 M)		
43	2030-31			$(10.4 M)	$(10.4 M)		

	I	J	K	L	M	N	O
36	**Total Impact - 1/1/27 Start**						
37		High		Middle		Low	
38		Cash	Recurring	Cash	Recurring	Cash	Recurring
39	2026-27			$(2.4 M)	$(9.7 M)		
40	2027-28			$(9.9 M)	$(9.9 M)		
41	2028-29			$(10.0 M)	$(10.0 M)		
42	2029-30			$(10.2 M)	$(10.2 M)		
43	2030-31			$(10.4 M)	$(10.4 M)		

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: Home Hardening Products
Bill Number(s): HB 7031-E
☐ **Entire Bill**
☒ **Partial Bill**: Section 27
Sponsor(s): Representative Duggan
Month/Year Impact Begins: The impact begins on July 1, 2026 and ends on September 30, 2029
Date(s) Conference Reviewed: 1/30/2026, 6/12/2026, 7/10/2026

Section 1: Narrative

a. Current Law:

Under current law in Ch. 212, all of the items listed in the proposed language are subject to the 6% Sales and Use Tax when purchased unless an exemption or a special provision applies.

b. Proposed Change:

HB 7031E provides a sales tax refund of up to $500 per eligible residential property on previously paid sales tax on the purchases of the items listed below during the specified purchase period.

- Impact-resistant windows
- Impact-resistant doors
- Impact-resistant garage doors

The purchases must be made between **July 1, 2026 and June 30, 2029**.

There are **no price caps**.

To receive the refund, an eligible owner must apply to DOR on a specially provided form. The owner must attach copies of the receipts evidencing payment of sales tax. The refund application must be submitted between **July 1, 2026 and September 30, 2029**.

The bill defines the following terms.

"Glazing system" or "door system" includes a window or door frame, respectively, **and the attachment hardware** used for installation of such frame, when such frame and attachment hardware are purchased as part of the same sale, with the intent to install it in compliance with prescribed engineering requirements.

"Home hardening product" means an impact-resistant door, an impact-resistant garage door, or an impact-resistant window.

"Impact-resistant door" means an exterior door system designed to resist wind and wind-borne debris forces which is rated for impact resistance and wind pressure in accordance with any of a list of sets of test methods, standards, and specifications.

"Impact-resistant garage door" means a garage door system designed to resist wind and wind-borne debris forces which is rated for impact resistance and wind pressure in accordance with any of a list of test methods, standards, and specifications.

Impact-resistant window" means a window that is laminated or has been treated with a polycarbonate glazing system designed to resist wind and wind-borne debris forces which is rated for impact resistance and wind pressure in accordance with a list of test methods, standards, and specifications.

“Eligible residential property" is defined as “a site-built, residential property with a site-built dwelling, for which a homestead exemption has been granted under s. 196.031 and which has a just value of $700,000 or less.”

"Owner" is defined as “a person who holds the legal title to an eligible residential property.”

“Site-built" is defined as a home constructed at its permanent location. Site-built does not include mobile homes, manufactured homes, trailers, boats, or any home or trailer that may be titled or registered in accordance with chapters 319 or 320.

The bill gives owners three extra months (until September 30, 2029) after the expiration of the exemption to submit the refund application.

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: Home Hardening Products
Bill Number(s): HB 7031-E

Section 2: Description of Data and Sources

Florida Department of Revenue NAL data, 2023 Final, provided by DOR Property Tax Oversight.
National Association of Realtors, 2025 Remodeling Impact Report, National Association of REALTORS® Research Group, https://www.nar.realtor/sites/default/files/2025-04/2025-remodeling-impact-report_04-09-2025.pdf
Florida Building Code 2023, 8th Edition, https://codes.iccsafe.org/codes/united-states/florida .
Joint https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_Improving_Americas_Housing_2025.pdf
"Study of the US Market for Windows, Doors and Skylights" in the bi-annual report for the Fenestration & Glazing Industry Alliance; study conducted by Ducker Carlisle (published in 2020, 2022, and 2024); report provided to the Florida Legislature by FGIA, Exhibit D. 10.
Impact analysis of SB 890, dated 2/2/2024, REC
http://edr.state.fl.us/Content/conferences/revenueimpact/archives/2024/_pdf/page291-297.pdf .
Joint Center for Housing Studies of Harvard University, "Improving America's Housing 2025", JCHS tabulation of HUD, American Housing Study 2023.
https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_Improving_Americas_Housing_2025.pdf .
U.S. Census Bureau, American Housing Study 2023, https://www.census.gov/programs-surveys/ahs/data/interactive/ahstablecreator.html .
Internal Revenue Service, "Table 1. Form 5695 Residential Energy Credits: Tax Year 2023, (through Filing Season 2024 Cycle 21, May 23, 2024) [1]", IRS, RAAS, August 2024, https://www.irs.gov/pub/irs-soi/24dbs01t03nr.xlsx , https://www.irs.gov/pub/irs-soi/23in01irc25cd.xlsx .
iPropertyManagement, https://ipropertymanagement.com/research/home-improvement-industry-statistics
Window + Door, 2023-industry-pulse-sustainable-slowdown, Laurie Cowin , February 7, 2023,
Impact analysis of CS/ SB 78, Home Hardening Products – Refund, dated 1/30/2026,
https://edr.state.fl.us/Content/conferences/revenueimpact/archives/2026/_pdf/page208-215.pdf

Section 3: Methodology (Include Assumptions and Attach Details)

Only a select group of Florida homeowners or households will be eligible for the sales tax refund. The bill limits the eligibility to homeowners of site-built homes, with homestead, with Just Value less than $700,000.

1. Eligible homeowners: The 2025 final DOR property tax roll was used to tabulate a **count of owned, site-built, homesteaded properties with just value less than $700,000** that are single family (UC=1), condominums (UC=4), cooperatives (UC=5), and multi-family (UC=8) comprise the starting universe of 4,373,082 homeowners in Florida. It is assumed that this data apply to FY 2025-26.
2. Homeowners who purchased eligible products: Two methods were used to estimate the number of homeowners who would purchase windows and doors.
    a. **METHOD I - U.S. Census Bureau, American Housing Survey/ Joint Center for Housing Studies.** The steps were as follows.
        i. Of U.S. homeowners, 29.7 percent completed home improvements in 2023 according to the Joint Center for Housing Studies of Harvard University were used. It is assumed that also 29.7 percent of Florida homeowners as defined above completed home improvement projects.
        ii. Of U.S. homeowner home improvements in 2023, 15.3 percent replaced windows or doors. It is assumed that also 15.3 percent of Florida homeowner improvement projects were for window and door replacement.
        iii. This amounts to 198,839 Florida homeowners who purchased windows or doors.
    b. **METHOD II - Internal Revenue Service, Energy Tax Credits – Inflation Reduction Act of 2022.** The steps were as follows.
        i. According to the Internal Revenue Service, for Tax Year 2023, 1,354,150 U.S. tax returns claimed the residential Energy Efficient Home Improvement Credit specifically for the categories:
            1. Exterior doors, most expensive door,
            2. Exterior doors, all other doors,
            3. Exterior windows and skylights.
        ii. These energy efficiency credits were authorized by the Inflation Reduction Act of 2022.

iii. The credits were up to $600 for qualified windows and doors and were required to be Energy Star-certified products. The latter may or may not be impact-resistant.
iv. Florida in general had a higher claims rate for the energy credits category than the US average according to the Joint Center for Housing Studies of Harvard University's report "Improving America's Housing 2025."
v. It is assumed that the same percentage Floridians claimed credits for windows and doors. This represents almost 95,000 Florida homeowners (0.8% of returns) who purchased windows or doors.

3. Of upgrades including windows and doors, all residential property owners may opt for impact-resistant windows, so 100 percent of window upgrades can potentially be impact-resistant.
4. Both Methods I and II are further refined using the same methodology as follows.
   a. According to the 2023 "Study of the US Market for Windows, Doors and Skylights" by the Fenestration & Glazing Industry Alliance; 60 percent of windows and doors sold in hurricane zones in Florida were impact-resistant. Of upgrades including windows and doors, this analysis assumes this same 60% will opt for impact-resistant windows and doors across the state.
   b. Of home improvement projects, 24 percent hired the labor but purchased the materials themselves and another 24 percent did the entire project themselves according to the National Association of Realtors. Assuming that these percentages are representative of complicated projects, such as window replacement, the 60% buying impact-resistant products were further reduced to only those who purchased the labor or did the project themselves. ***NOTE: These percentages are for any home improvement project, so they may not be sufficiently representative for window installation.*** This produces the total eligible homeowners who purchased impact-resistant windows or doors that potentially will possess an eligible sales tax receipt required for a refund.
5. Three estimats were developed as follows.
   a. HIGH: The high estimate assumes all eligible homeowners potentially in possession of a sales tax receipt identified above apply for the refund.
   b. MIDDLE: The middle estimate uses the second year estimated liability percentages for unclaimed property and assumes that this is the percentage of eligible homeowners who purchased eligible products that will apply for the rebate.
   c. LOW: The low uses Method II and applies the same percentage from unclaimed property.

Through 2032, taxpayers can claim a 30 percent federal tax credit on that expenditure, up to $600 a year, thanks to the Inflation Reduction Act passed in 2022. Some internet sites advise homeowners to replace windows one at a time to maximize on the tax credits.

An EDR review of legislative measures providing property tax relief to homeowners impacted by hurricanes has suggested previously that there appears to be a very low participation rate in such programs. Some of the possible reasons considered by EDR for the low participation include a requirement for the property owner to apply and provide supporting documentation and a relatively low dollar value of the relief measure. The current proposed amendment shares some of the same features (low refund amount, application requirement, sales tax receipt) and this analysis expects that the uptake will be very low.

In addition the bill requires a sales tax receipt as part of the application. This analysis suggests that the requirement significantly reduces the potential universe of participants for the following reasons.

a. The condition automatically excludes any new home construction since the homebuilder will not meet the conditions for an "eligible residential property."
b. It is likely that most window replacement projects are quoted as a combined price and no separate breakouts are made for materials and labor. The homeowner will pay a window installer for the entire project. It is likely that a much smaller share of homeowners will tackle a window replacement project than suggested by the NAR report.
c. An iPropertyManagement report states the following: "Over a third of home improvement projects are commonly considered DIY, such as interior painting. However, projects like exterior improvements (replacing windows, siding, roofing, etc.) are rarely attempted by the average homeowner. These are pretty specialized projects with the

potential for a lot to go wrong. As much as Home Depot reassures homeowners that "you can do it and we can help," more than four out of five homeowners hire professional and licensed specialists to assist with projects."[1]

d. The window replacement industry appears to have a significant direct-to-consumer channel, where manufacturers sell directly to consumers, automatically including the installation. It may be impossible from a quote structuring viewpoint to separate out the product from the service. These vendors offer a package, not a product plus optional service.

Adopted method – REC dated 1/30/2026

- The Florida Property Roll for CY 2025 was used to estimate the number of homestead properties subject to the bill (SF (UC = 1), Condos (UC=4), Coops (UC=5), & MF<10 Units (UC=8), & JV = or < $700,000) for FY 2025-26.
- National data from the U.S. Census American Housing Survey (HUD) / Joint Center for Housing Studies was used to estimate the share (29.7%) of site-built homeowners reporting home improvement expenditures in Florida.
- Of those with home-improvement expenditures, additional data from the same survey was used to estimate the percent (15.3%) who had windows or doors replacement.
- It was then assumed that 60% of those with window or door replacements will opt for impact-resistant openings (windows, doors, & garage doors), using data from the Fenestration & Glazing Industry Alliance (FGIA) impact share in hurricane zones in 2023.
- Of those who opt to use impact-resistant products, the REC determined that 27.6% will participate in the refund (submit an application with all necessary documentation), using the first and second years of unclaimed property claims (1.94% and 25.6%).
- The resulting number of properties is multiplied by the amount of the refund to obtain the refund impact.

Difference in bill language: HB 7031E vs. CS/ SB 78

The bill extends the exemption (purchase) period by one fiscal year.

It gives owners extra three months (until September 30, 2029) after the expiration of the exemption for them to submit the refund application.

A definition of glazing system or door system is added to include attachment hardware used for installation. Based on previous impacts, for example HB 853 from the 2025 Session (REC impact3/7/2025), this analysis already assumed the attachment hardware was an integral part of the window and door and assumed to be included in the price. Furthermore, the "glazing system" language existed in HB 853. In practice, replacement windows or doors, presumably the type subject to the bill, are quoted, sold, and installed as "systems" by vendors, not component by component as the components are not optional but necessary for the installation.

The DOR form will no longer require the eligible owner to submit an assessment roll parcel number of the eligible residential property. Only the address of the property is required, which was already an existing condition in CS/ SB 78.

The proposed language expands the sworn statement to include a statement that the home hardening products have been installed in the eligible residential property.

The adopted impact from CS/ SB 78 was extended by one more year to reflect the 3-year exemption. A lag of two months for refund processing was already assumed in the adopted impact for CS/SB 78. Compared to CS/ SB 78, the current bill extends the refund application acceptance period by three months, from June 30 to September 30. Since a two-month lag was already assumed in the prior impact and the prior REC discussed that extending the refund application period would not change the impact, the proposed impact maintains the two-month lag from CS/ SB 78.

The bill states that the exemption inures to the owner through a refund of previously paid taxes. The sales tax, including local option (discretionary sales surtax) is collected. If a refund application is received, the sales tax will be refunded to the applicant after all the specified conditions in the bill are met. Therefore, as the purchase is made, there is no impact to sales tax final liability. There is no impact to total collections from final liability (DOR Tape). The impact manifests itself via

[1] iPropertyManagement, Home Improvement Industry Statistics, May 2023, https://ipropertymanagement.com/research/home-improvement-industry-statistics

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: Home Hardening Products
Bill Number(s): HB 7031-E

the refunds category. A payment of a refund to a taxpayer by DOR will be displayed in the "General Revenue Refunds" line in the sales tax forecast in the GR packet (the last line in tables 9 through 14). In the same tables, neither collections nor distributions are affected. Eventually, when a refund is claimed, DOR will pay the refund, including the local option, "out of GR" and subsequently reduce the amount available for distribution to half-cent, county, and municipal revenue sharing. The distribution to GR as displayed in the GR packet is gross of refunds, so this line will not reflect a commensurate reduction in GR. The refund will appear in the "General Revenue Refunds" line in the sales tax tables.

Section 4: Proposed Fiscal Impact

Unlike impacts for sales tax exemptions, where Section 4 includes only the state 6% impact, the proposed impact includes the state sales tax, 6%, and the local option discretionary sales surtax, an estimated statewide average of 0.8%, for a total impact of 6.8% of taxable sales.

The impact below is displayed to reflect the total refund due.

Millions of Dollars – State Sales Tax and Local Option (DSS) Impact

	High		Middle				Low	
	Cash	Recurring	Cash - State 6%	Cash - LO (DSS) 0.8%	**Cash – Total**	Recurring	Cash	Recurring
2026-27			(13.90)	(1.90)	**(15.80)**			
2027-28			(17.00)	(2.30)	**(19.30)**			
2028-29			(17.20)	(2.30)	**(19.50)**			
2029-30			(2.90)	(0.40)	**(3.30)**			
2030-31								

Revenue Distribution: Refunds of Sales and Use Tax, Including Local Option Discretionary Sales Surtax

Section 5: Consensus Estimate (07/10/2026): The Conference adopted the proposed estimate.

	GR		Trust		Revenue Sharing		Local Half Cent	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	(12.3)	0.0	(Insignificant)	0.0	(0.4)	0.0	(1.2)	0.0
2027-28	(15.1)	0.0	(Insignificant)	0.0	(0.5)	0.0	(1.4)	0.0
2028-29	(15.2)	0.0	(Insignificant)	0.0	(0.5)	0.0	(1.5)	0.0
2029-30	(2.6)	0.0	(Insignificant)	0.0	(0.1)	0.0	(0.2)	0.0
2030-31	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0

	Local Option		Total Local		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	(1.9)	0.0	(3.5)	0.0	(15.8)	0.0
2027-28	(2.3)	0.0	(4.2)	0.0	(19.3)	0.0
2028-29	(2.3)	0.0	(4.3)	0.0	(19.5)	0.0
2029-30	(0.4)	0.0	(0.7)	0.0	(3.3)	0.0
2030-31	0.0	0.0	0.0	0.0	0.0	0.0

7/10/2026

HB 7031E, Section 27 - Home Hardening
Sales and Use Tax
Sales Tax Refund - Impact Resistant Doors and Windows

Up to $500 in refund

3 YEARS
July 1, 2026 - June 30, 2029

IMPACT

Sales Tax Refund - Impact Resistant Doors and Windows

	High		Middle				Low		Adopted	
	Cash	Recurring	Cash - State 6%	Cash - LO (DSS) 0.8%	**Cash - Total**	Recurring	Cash	Recurring	Cash	Recurring
2026-27			(13.90)	(1.90)	**(15.80)**					
2027-28			(17.00)	(2.30)	**(19.30)**					
2028-29			(17.20)	(2.30)	**(19.50)**					
2029-30			(2.90)	(0.40)	**(3.30)**					
2030-31										

7/10/2026

HB 7031E, Section 27 - Home Hardening — 3 YEARS

Sales and Use Tax — **July 1, 2026 - June 30, 2029**

Sales Tax Refund - Impact Resistant Doors and Windows

1 Determine the universe of eligible residential properties in Florida in 2025. — 4,373,082

Owned
Site-built
Homestead
JV = or < $700,000

Property Roll CY	FY Ending in	SF (UC = 1), Condos (UC=4), Coops (UC=5), & MF<10 Units (UC=8), & JV = or < $700,000	REC Definition of Homestead, Any Just Value (No limitation)	Percent with JV = or < $700,000	REC Homestead Parcel Projections	REC Annual Percent Change
		Florida Homestead Properties				
2025	2026	4,373,082	5,240,783	83.4%	5,240,794	
2026	2027	4,451,708		**83.4%**	5,335,010	1.8%
2027	2028	4,529,212		**83.4%**	5,427,893	1.7%
2028	2029				5,522,595	1.7%
2029	2030				5,617,644	1.7%
2030	2031				5,713,176	1.7%

Source: EDR Forecast & EDR Retrieval of Florida Department of Revenue NAL data, 2025 Final.

2 Determine percent of properties engaged in home improvement and specifically window or door replacement.

Method I - U.S. Census Bureau, American Housing Survey/ Joint Center for Housing Studies — 198,839

		2023 CY		**2025 CY**	
		JSCS/ HUD Report	***Apply US Percentages to FL***	**Estimate**	**ADOPTED**
		US		**FL**	**FL**
AHS	Number of homeowners	86,853,000	EDR Site-built & homeowner & homestead	5,240,783	5,240,783
AHS	less manufactured/ mobile home &	5,273,000		231,642	
AHS	Homeowners of site-built homes	81,580,000	FL: UC=1,4,5,&8	5,009,141	
	of which HOMESTEADED & JV=< $700,000	*NA*	of which JV=<$700,000	4,373,082	4,373,082
JSCS/AI	Number of site-built homeowners reporting home improvement	25,775,000	Estimate	1,298,805	1,298,805
JSCS/AI	*% of all homeowners*	*29.7%*	US share	29.7%	29.7%
JSCS/AI	of which windows or doors repla	3,946,000	Estimate	198,839	198,839
JSCS/AI	*% of site-built homeowners*	*4.8%*			
	% of site-built homeowners with improvement	*15.3%*	US share	15.3%	15.3%

Source: JCHS, Improving America's Housing 2025, JCHS tabulation of HUD, American Housing Study 2023.
https://www.jchs.harvard.edu/sites/default/files/reports/files/Harvard_JCHS_Improving_Americas_Housing_2025.pdf

	B	C	D	E	F	G	H
42		**Method II - Internal Revenue Service, Energy Tax Credits**			94,534		
43							
44		**Residential energy tax credits authorized by The Inflation Reduction Act of 2022: credits claimed for tax year 2023**					
45							
46				***Apply US Percentages to FL***			
47			**IRS data**	**IRS & Estimate**			
48			**US**	**Florida**			
49	IRS	Total IRS returns filed FY 2024 (individual income tax)	161,052,672	11,243,202	IRS		
50	IRS	Returns claiming Energy Efficient Home Improvement Credit for: Exterior doors, most expensive door, Exterior doors, all other doors, Exterior windows and skylights.	1,354,150	*94,534*	Estimate		
51		*% of total returns*	*0.8%*	*0.8%*			
52		Sources: IRS, https://www.irs.gov/pub/irs-soi/24dbs01t03nr.xlsx , https://www.irs.gov/pub/irs-soi/23in01irc25cd.xlsx					
53							
54	3	**Determine % impact-resistant.**					
55							
56				**Method I**	**Method II**	**ADOPTED**	
57				**U.S. Census. American Housing Survey/ Joint Center for Housing Studies**	**Internal Revenue Service, Energy Tax Credits**		
58		Homeowners who completed a window or door replacement		198,839	94,534		
59		Determine the percent that will opt for impact-resistant openings (windows, doors, & garage doors) from FGIA impact share in	60%	119,303	56,720	**119,303**	
60							
61							
62	4	**Determine % who paid sales tax themselves.**					
63							
64		Home Improvements - Who Completed Work		**Method I**	**Method II**	**ADOPTED**	
65				**U.S. Census. American Housing Survey/ Joint Center for Housing Studies**	**Internal Revenue Service, Energy Tax Credits**		
66		Hired a professional	29%			**119,303**	
67		Hired the labor but purchased the materials	24%	28,633	13,613		
68		Did the entire project themselves	24%	28,633	13,613		
69		Contributed some DIY labor	22%				
70		*Other*	1%				
71		Total	100%	**57,266**	**27,226**		
72		Source: NAR, https://www.nar.realtor/sites/default/files/2025-04/2025-remodeling-impact-report_04-09-2025.pdf					
73							
81		Total HOUSING UNITS **potentially** in posession of a sales tax receipt		**57,266**	**27,226**		
82							

	B	C	D	E	F	G	H
83	5	**Determine the percent that will apply for the refund and the refund amount.**					
84							
85		Window purchases implied by a $500 refund	$ 8,333	$ 8,333	$ 8,333		
86			**HIGH**	**MIDDLE**	**LOW**	**ADOPTED**	
87			**Method I**	**Method I w/t Reduction**	**Method II**	**Method I w/t Reduction**	
88		**FY 2025-26**	**U.S. Census. American Housing Survey/ Joint Center for Housing Studies**	**U.S. Census. American Housing Survey/ Joint Center for Housing Studies**	**Internal Revenue Service, Energy Tax Credits**	**U.S. Census. American Housing Survey/ Joint Center for Housing Studies**	
89			**All**	**Unclaimed Property % claimed the second year**	**Unclaimed Property % claimed the second year**	**Unclaimed Property % claimed the first and second years**	
90		Assumed participation in the refund	100%	25.6%	25.6%	27.6%	
91		Number of eligible residential properties	57,266	14,677	6,978	32,892	
92		Refund	500	500	500	**500**	
93		**Total cost of refund ($)**	**28,633,000**	**7,338,500**	**3,489,000**	**16,446,000**	
94		***Sales tax refund, millions $, FY 2025-26***	***(28.6)***	***(7.3)***	***(3.5)***	***(16.4)***	
95							
96							
97	6	**Grow to impact years.**					
98			**HIGH**	**MIDDLE**	**LOW**	**Growth in REC Homestead**	**ADOPTED**
99		FY 2026-27	(29.1)	(7.5)	(3.6)	1.8%	**(16.7)**
100		FY 2027-28	(29.6)	(7.6)	(3.7)	1.7%	**(17.0)**
101		FY 2028-29	(30.1)	(7.7)	(3.8)	1.7%	**(17.3)**
102							
103	7	**Lag for refund process.**					
104			**FY 2026-27**	**FY 2027-28**	**FY 2028-29**	**Total**	
105		FY 2026-27	(13.9)			(13.9)	
106		FY 2027-28	(2.8)	(14.2)		(17.0)	
107		FY 2028-29		(2.8)	(14.4)	(17.2)	
108		FY 2029-30			(2.9)	(2.9)	

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: State University and Colleges Public Works Contracts
Bill Number(s): HB7031-E

☐ **Entire Bill**
☒ **Partial Bill**: Section 27
Sponsor(s): Representative Duggan
Month/Year Impact Begins: July 2026
Date(s) Conference Reviewed: June 12, 2026; July 10, 2026

Section 1: Narrative

a. Current Law: FAC 12A-1.094 defines a "public works" as a project for public use or enjoyment, financed and owned by a government entity, built by private persons. A public works results in a public facility which is stated to include "land, improvements to land, building, structure, or other fixed site". The same rule provides that materials used in a public works are taxable unless they are bought and held by the governmental entity commissioning the work before being handed off to the contractor.

FAC 12A-1.051 provides rules relating to contractors and their taxability. In almost all cases, contractors are considered to be the ultimate consumers of the materials they purchase and are therefore required to pay tax on those materials.

F.S. 1001.705(d) provides that state universities, as identified in 1000.21(9) are agencies of the state which belong to the executive branch of state government.

b. Proposed Change: This language creates a mechanism for state universities to request a refund from the Department for sales taxes paid during the construction of a public works. State universities include both schools that are part of the State University System (SUS) and the Florida College System (FCS).

Section 2: Description of Data and Sources
IPEDS University Financials
January 2026 General Revenue Estimating Conference Results

Section 3: Methodology (Include Assumptions and Attach Details)
SUS and FCS schools, as governmental entities, are exempt from sales tax when purchasing TPP for public works. However, the practical application of this exemption creates friction in the public works process. While SUS/FCS schools are assumed to be adept at mitigating this friction, the proposed change mitigates it entirely, replacing the operational friction with a refund lag. This creates an impact based solely on timing. While under current law, the purchases are made exempt, and therefore the state never sees any tax dollars, under the proposed change the purchases would be taxed, and the tax dollars would be refunded in the following quarter. So long as the value of taxable purchases continues to rise, the state should see a small positive impact each quarter, as the new purchases being made are larger than the refunds due for the prior quarters purchasing.

In practice, the systemic friction under the current system means that some taxable activity occurs. For example, a contractor finding himself 2 bags of concrete short of finishing a sidewalk repair may prefer to simply procure the needed bags himself rather than go through the university bureaucracy. In this case, the state would collect the tax on the sale, and the university would have no means to recoup the added expense. Under the proposed change, the university would be able to receive a refund for those taxes, therefore a recurring negative insignificant is proposed.

The figures themselves are derived from the IPEDS financial reports, specifically the value of Buildings, Infrastructure, and Land Improvements for the 40 SUS and FCS schools. This analysis assumes the difference between the current year and the prior year is a suitable proxy for the amount of spending that occurred on materials for that category. For example, a school with $100,000 in Building value for FY 2021-22 and $120,000 in Building value for FY 2022-23 is assumed to have spent $20,000 in materials on Buildings in FY 2022-23. This proxy for spending is then grown through the impact window by the adopted Sales Tax Building Investment Growth Rates from the January 2026 General Revenue Conference. The assumed spending is split into 4 equal quarters and lagged by one quarter to simulate the refund the process. The impact is then the assumed spending net of the simulated refund. This is the high impact.

When similar language was heard during session, the conference adopted a positive indeterminate impact for cash in the first year, followed by a zero cash impact in each subsequent year. The adopted recurring for all years was zero. This is the low impact. When

REVENUE ESTIMATING CONFERENCE

Revenue Source: Refunds
Issue: State University and Colleges Public Works Contracts
Bill Number(s): HB7031-E

this bill was heard on June 12th, 2026, the conference adopted a new impact in keeping with the addition of FCS schools to the language. The impact adopted on that date is the middle below. Sales tax refunds are, procedurally, identical to a reduction in sales tax revenue.

Section 4: Proposed Fiscal Impact
Unlike impacts for sales tax exemptions, where Section 4 includes only the state 6% impact, the proposed impact includes the state sales tax, 6%, and the local option discretionary sales surtax, an estimated statewide average of 0.8%, for a total impact of 6.8% of taxable sales. For this reason, only the middle is shown below.

The impact below is displayed to reflect the total refund due.

	High		Middle		Low	
	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27			**	(**)		
2027-28			*	(**)		
2028-29			*	(**)		
2029-30			*	(**)		
2030-31			*	(**)		

Revenue Distribution: Refunds of Sales and Use Tax, Including Local Option Discretionary Sales Surtax

Section 5: Consensus Estimate (Adopted: 07/10/2026) The Conference adopted the proposed estimate.

	GR		Trust		Local/Other		Total	
	Cash	Recurring	Cash	Recurring	Cash	Recurring	Cash	Recurring
2026-27	**	(**)	**	(**)	**	(**)	**	(**)
2027-28	*	(**)	*	(**)	*	(**)	*	(**)
2028-29	*	(**)	*	(**)	*	(**)	*	(**)
2029-30	*	(**)	*	(**)	*	(**)	*	(**)
2030-31	*	(**)	*	(**)	*	(**)	*	(**)

	A	B	C	D	E	F	G	H	I	J
1	**↓ Year End Balance \ FY Ending →**	**FY16**	**FY17**	**FY18**	**FY19**	**FY20**	**FY21**	**FY22**	**FY23**	
2	Buildings - Ending balance	16,175,614,854	16,562,394,881	17,234,803,231	17,919,684,859	19,022,192,437	19,486,212,715	20,547,301,266	21,156,963,672	
3	Infrastructure - Ending balance	959,683,961	1,009,783,151	1,068,962,846	1,124,280,269	1,239,900,464	1,287,134,237	1,345,368,473	1,399,985,416	
4	Land improvements - Ending balance	718,263,199	722,136,792	754,135,204	757,817,317	770,420,602	764,622,215	903,693,075	917,436,716	
5										
6	**↓ New Additions \ FY Ending →**	**FY16**	**FY17**	**FY18**	**FY19**	**FY20**	**FY21**	**FY22**	**FY23**	
7	Buildings - Ending balance		386,780,027	672,408,350	684,881,628	1,102,507,578	464,020,278	1,061,088,551	609,662,406	*=I2-H2*
8	Infrastructure - Ending balance		50,099,190	59,179,695	55,317,423	115,620,195	47,233,773	58,234,236	54,616,943	*=I3-H3*
9	Land improvements - Ending balance		3,873,593	31,998,412	3,682,113	12,603,285	(5,798,387)	139,070,860	13,743,641	*=I4-H4*
10										
11	**↓ Tax From New Additions \ FY Ending →**	**FY27**	**FY28**	**FY29**	**FY30**	**FY31**				
12	Buildings - Ending balance	14,034,970	15,003,383	15,558,508	15,978,588	16,410,009				
13	Infrastructure - Ending balance	2,514,661	2,688,173	2,787,635	2,862,901	2,940,199				
14	Land improvements - Ending balance	1,637,554	1,750,545	1,815,315	1,864,329	1,914,666				
15		*=SUMIFS('Refund Schedule .NOPRINT'!$F$23:$F$54, 'Refund Schedule .NOPRINT'!$C$23:$C$54, 'Universities Public Works'!B11)*								
16										
17	**↓ Refund Granted \ FY Ending →**	**FY27**	**FY28**	**FY29**	**FY30**	**FY31**				
18	Buildings - Ending balance	(10,526,227)	(14,761,279)	(15,419,727)	(15,873,568)	(16,302,154)				
19	Infrastructure - Ending balance	(1,885,996)	(2,644,795)	(2,762,769)	(2,844,085)	(2,920,875)				
20	Land improvements - Ending balance	(1,228,165)	(1,722,297)	(1,799,123)	(1,852,076)	(1,902,082)				
21		*=SUMIFS('Refund Schedule .NOPRINT'!$G$23:$G$54, 'Refund Schedule .NOPRINT'!$C$23:$C$54, 'Universities Public Works'!B17)*								
22										
23	**↓ Net To State \ FY Ending →**	**FY27**	**FY28**	**FY29**	**FY30**	**FY31**				
24	Buildings - Ending balance	3,508,742	242,103	138,781	105,020	107,855	*=F12+F18*			
25	Infrastructure - Ending balance	628,665	43,378	24,866	18,817	19,325	*=F13+F19*			
26	Land improvements - Ending balance	409,388	28,248	16,193	12,253	12,584	*=F14+F20*			
27		4,546,796	313,729	179,839	136,090	139,764	*=SUM(F24:F26)*			
28										
29	**System Leakage** *(Sales tax expenditures that occur due to systemic friction)*		**Assumed FY23 Leaked Taxable Sales**			**FY**	**Sales Tax Building Investment Growth Rates**	**Cash Impact ($M)**	**Recurring Impact ($M)**	
30	Buildings	0.05%	304,831	*=B30*I7*		FY 2022-23			(*)	(0.02)
31	Infrastructure	0.10%	54,617	*=B31*I8*		FY 2023-24	*-6.9%*		(*)	(0.02)
32	Land improvements	0.10%	28,453	*=AVERAGE(C9:I9)*B32*		FY 2024-25	*1.3%*		(*)	(0.02)
33			387,902	*=SUM(C30:C32)*		FY 2025-26	*0.8%*		(*)	(0.02)
34						FY 2026-27	*0.9%*	4.547	(*)	(0.02)
35						FY 2027-28	*6.9%*	0.314	(*)	(0.02)
36						FY 2028-29	*3.7%*	0.180	(*)	(0.02)
37						FY 2029-30	*2.7%*	0.136	(*)	(0.03)
38						FY 2030-31	*2.7%*	0.140	(*)	(0.03)