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Proposed Committee Substitute by the Committee on Communications, Energy, and Public Utilities

A bill to be entitled An act relating to energy; amending s. 366.92, F.S.; revising definitions and providing additional definitions; requiring that electric utilities meet or exceed specified standards for the production or purchase of clean energy; establishing a schedule for compliance; providing a penalty if a utility fails to meet the standards; authorizing the Public Service Commission to excuse certain electric utilities from compliance under specified conditions; requiring the commission to adopt rules; requiring an annual report to the Legislature; amending s. 366.93, F.S.; authorizing the Public Service Commission to allow a utility to recover the costs of converting an existing fossil fuel plant to a biomass plant under certain conditions; creating s. 366.99, F.S.; providing a short title; providing legislative findings with respect to the need to reduce greenhouse gas emissions through the direct, end-use of natural gas; defining terms; authorizing a utility to establish a surcharge for the purpose of constructing natural gas installations in areas that lack natural gas service; providing limitations on the surcharge; providing procedures for determining the surcharge and making filings to the commission; requiring the commission to conduct limited proceedings to determine the amount of



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the surcharge; providing for future expiration of provisions authorizing the surcharge; amending s. 377.6015, F.S.; providing that terms for members of the Florida Energy and Climate Commission begin and end on specified dates; amending s. 525.09, F.S.; imposing certain fees, to be used for carbonreduction, on alternative fuel containing alcohol and imposing an additional charge on gasoline, diesel, kerosene used for certain purposes, and #1 fuel oil for sale or use in the state; providing requirements for remitting the fee; amending s. 525.10, F.S.; providing for the deposit of carbon-reduction fees into the Florida Renewable Energy Trust Fund and the General Revenue Fund; requiring the Florida Energy and Climate Commission to prepare a report that identifies ways in which to increase the energy-efficiency practices of low-income households; requiring the report to include certain determinations and recommendations; requiring that the report be submitted to the Legislature by a specified date; providing an effective date.

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

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Section 1. Section 366.92, Florida Statutes, is amended to read:

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366.92 Florida clean renewable energy policy.-

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(1) It is the intent of the Legislature to promote the development of <u>clean and</u> renewable energy; protect the economic



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viability of Florida's existing renewable energy facilities; diversify the types of fuel used to generate electricity in Florida; lessen Florida's dependence on natural gas and fuel oil for the production of electricity; minimize the volatility of fuel costs; encourage investment within the state; improve environmental conditions; and, at the same time, minimize the costs of power supply to electric utilities and their customers.

- (2) As used in this section, the term:
- (a) "Class I clean energy source" means Florida clean energy resources derived from wind or solar photovoltaic systems.
- (b) "Class II clean energy source" means clean energy derived from Florida clean energy resources other than class I clean energy sources or class III clean energy sources.
- (c) "Class III clean energy source" means clean energy derived from nuclear energy or integrated combined-cycle power generation for which carbon capture and sequestration plans have been approved by the Department of Environmental Protection.
- (d) "Clean energy" means electrical energy produced from a method that uses one or more of the following fuels or energy sources: nuclear energy placed in commercial service after July 1, 2009, integrated combined-cycle power generation for which carbon capture and sequestration plans have been approved by the Department of Environmental Protection, hydrogen produced from sources other than fossil fuels, biomass, solar photovoltaic, geothermal energy, wind energy, ocean energy, or hydroelectric power. The term includes waste heat from sulfuric acid manufacturing operations.
 - (e) (a) "Florida renewable energy resources" means renewable



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112 113 energy, as defined in s. 377.803, which that is produced in Florida.

(f) (b) "Provider" means a "utility" as defined in s. 366.8255(1)(a).

(c) "Renewable energy" means renewable energy as defined in s. 366.91(2)(d).

(q) (d) "Clean Renewable energy credit" or "REC" means a product that represents the unbundled, separable, clean renewable attribute of clean renewable energy produced in Florida and is equivalent to 1 megawatt-hour of electricity generated by a source of <u>clean</u> renewable energy located in Florida.

(h) (e) "Clean Renewable portfolio standard" or "RPS" means the minimum percentage of total annual retail electricity sales by an electric utility a provider to consumers in Florida which <u>is</u> that shall be supplied by <u>clean</u> renewable energy <u>or through</u> the purchase of clean energy credits from clean energy produced in Florida.

- (3) (a) Each electric utility must meet or exceed the following clean portfolio standards through the production of clean energy or the purchase of clean energy credits:
- 1. By January 1, 2013, 7 percent of the previous years' retail electricity sales;
- 2. By January 1, 2016, 12 percent of the previous years' retail electricity sales;
- 3. By January 1, 2019, 18 percent of the previous years' retail electricity sales; and
- 4. By January 1, 2021, 20 percent of the previous years' retail electricity sales.



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- No more than 25 percent of the amount of the clean portfolio standard requirement for each year may be from a Class III clean energy source. A Florida utility that is a member of the South Eastern Reliability Council rather than the Florida Reliability Coordinating Council may purchase clean energy credits based on Class III energy sources located in other states.
- (b) Except as otherwise provided in this section, an investor-owned electric utility that fails to meet or exceed its clean portfolio standard is subject to a penalty pursuant to s. 366.095 for each day such failure continues, and the penalty may not be recovered from the utility's ratepayers.
- (c) The commission shall excuse an investor-owned electric utility from compliance with the clean portfolio standard if:
- 1. The supply of clean energy and clean energy credits is not adequate to satisfy the clean portfolio standard; or
- 2. The cost of producing clean energy or purchasing clean energy credits is prohibitive in that the total costs of compliance with the clean portfolio standard exceeds 2 percent of the investor-owned electric utility's total annual revenue from retail sales of electricity.
- (d) The cost of compliance with the clean portfolio standards includes:
- 1. The costs associated with the purchase of clean energy credits;
- 2. The costs paid by the utility which are associated with the clean energy credit market; and
- 3. The utility's costs of its self-built Florida clean energy resource which exceed the costs to the utility of the



generation source it would have otherwise built or the energy or capacity, or both, it would have purchased from another source.

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Expenses for Class III clean energy sources may not be included in calculating the cost of compliance.

148 (e) The cost of compliance must be allocated separately for Class I and Class II clean energy sources and for each class for 149 150 which the total cost of compliance is prohibitive if the costs 151 exceed 1 percent of the investor-owned electric utility's total

annual revenue from retail sales of electricity.

- (f) Each investor-owned electric utility seeking to construct a Florida clean energy project must select the technology and project most likely to be cost-effective for the general body of ratepayers for that class of clean energy technology. In determining the most cost-effective construction option and in purchasing clean energy credits, an investor-owned
- utility shall seek the least-cost alternatives within each class of clean energy sources. The method of determining the leastcost alternative shall be determined by the commission and may include requests for proposals, auctions, or another methods.
 - (g) A clean energy credit remains the property of the owner of the clean energy resource from which it was derived until it is sold or transferred.
 - (4) (3) The commission shall adopt rules providing requirements for:
 - (a) Implementing the clean a renewable portfolio standard.
 - (b) Determining the method of establishing least-cost construction or options for purchasing credits.
 - (c) Determining what entities are eligible to produce clean



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energy credits.

- (d) Determining recovery of the costs of compliance with the clean portfolio standard, with such costs appearing as a separate line item on each customer's bill.
- (e) Filing reports concerning compliance by utilities with the clean portfolio standard.
- (f) Creating a clean energy credit market requiring each provider to supply renewable energy to its customers directly, by procuring, or through renewable energy credits. In developing the RPS rule, the commission shall consult the Department of Environmental Protection and the Florida Energy and Climate Commission. The rule shall not be implemented until ratified by the Legislature. The commission shall present a draft rule for legislative consideration by February 1, 2009.
- (a) In developing the rule, the commission shall evaluate the current and forecasted levelized cost in cents per kilowatt hour through 2020 and current and forecasted installed capacity in kilowatts for each renewable energy generation method through 2020.
 - (b) The commission's rule:
- 1. Shall include methods of managing the cost of compliance with the renewable portfolio standard, whether through direct supply or procurement of renewable power or through the purchase of renewable energy credits. The commission shall have rulemaking authority for providing annual cost recovery and incentive-based adjustments to authorized rates of return on common equity to providers to incentivize renewable energy. Notwithstanding s. 366.91(3) and (4), upon the ratification of the rules developed pursuant to this subsection, the commission



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may approve projects and power sales agreements with renewable power producers and the sale of renewable energy credits needed to comply with the renewable portfolio standard. In the event of any conflict, this subparagraph shall supersede s. 366.91(3) and (4). However, nothing in this section shall alter the obligation of each public utility to continuously offer a purchase contract to producers of renewable energy.

2. Shall provide for appropriate compliance measures and the conditions under which noncompliance shall be excused due to a determination by the commission that the supply of renewable energy or renewable energy credits was not adequate to satisfy the demand for such energy or that the cost of securing renewable energy or renewable energy credits was cost prohibitive.

- 3. May provide added weight to energy provided by wind and solar photovoltaic over other forms of renewable energy, whether directly supplied or procured or indirectly obtained through the purchase of renewable energy credits.
- 4. Shall determine an appropriate period of time for which renewable energy credits may be used for purposes of compliance with the renewable portfolio standard.
- 5. Shall provide for monitoring of compliance with and enforcement of the requirements of this section.
- 6. Shall ensure that energy credited toward compliance with the requirements of this section is not credited toward any other purpose.
- 7. Shall include procedures to track and account for renewable energy credits, including ownership of renewable energy credits that are derived from a customer-owned renewable



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energy facility as a result of any action by a customer electric power supplier that is independent of a program sponsored by the electric power supplier.

- 8. Shall provide for the conditions and options for the repeal or alteration of the rule in the event that new provisions of federal law supplant or conflict with the rule.
- (c) Beginning on April 1 of the year following final adoption of the commission's renewable portfolio standard rule, each provider shall submit a report to the commission describing the steps that have been taken in the previous year and the steps that will be taken in the future to add renewable energy to the provider's energy supply portfolio. The report shall state whether the provider was in compliance with the renewable portfolio standard during the previous year and how it will comply with the renewable portfolio standard in the upcoming year.
- (5) By February 1, 2010, and each year thereafter, the commission shall submit a report to the Legislature detailing further rulemaking activities, developments in the production of clean energy, how much and what types of clean energy are available in various regions of the state and at what cost, and any impediments to further increases in the production of clean energy in this state.
- (6) (6) (4) In order to demonstrate the feasibility and viability of clean energy systems, the commission shall provide for full cost recovery under the environmental cost-recovery clause of all reasonable and prudent costs incurred by a provider for renewable energy projects that are zero greenhouse gas emitting at the point of generation, up to a total of 110



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megawatts statewide, and for which the provider has secured necessary land, zoning permits, and transmission rights within the state. Such costs shall be deemed reasonable and prudent for purposes of cost recovery so long as the provider has used reasonable and customary industry practices in the design, procurement, and construction of the project in a cost-effective manner appropriate to the location of the facility. The provider shall report to the commission as part of the cost-recovery proceedings the construction costs, in-service costs, operating and maintenance costs, hourly energy production of the renewable energy project, and any other information deemed relevant by the commission. Any provider constructing a clean energy facility pursuant to this section shall file for cost recovery no later than July 1, 2009.

- (7) Each municipal electric utility and rural electric cooperative shall develop standards for the promotion, encouragement, and expansion of the use of renewable energy resources and energy conservation and efficiency measures. On or before April 1, 2009, and annually thereafter, each municipal electric utility and electric cooperative shall submit to the commission a report that identifies such standards.
- (8) (6) Nothing in This section does not shall be construed to impede or impair terms and conditions of existing contracts.
- (9) (7) The commission may adopt rules to administer and implement the provisions of this section.
- Section 2. Subsection (4) of section 366.93, Florida Statutes, is amended to read:
- 366.93 Cost recovery for the siting, design, licensing, and construction of nuclear and integrated gasification combined



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cycle power plants.-

(4) When the nuclear or integrated gasification combined cycle power plant is placed in commercial service, the utility shall be allowed to increase its base rate charges by the projected annual revenue requirements of the nuclear or integrated gasification combined cycle power plant based on the jurisdictional annual revenue requirements of the plant for the first 12 months of operation. The rate of return on capital investments shall be calculated using the utility's rate of return last approved by the commission prior to the commercial inservice date of the nuclear or integrated gasification combined cycle power plant. If any existing generating plant is retired as a result of operation of the nuclear or integrated gasification combined cycle power plant, the commission shall allow for the recovery, through an increase in base rate charges, of the net book value of the retired plant over a period not to exceed 5 years or, if the commission determines that it would be more cost-effective to convert the existing generating plant to a biomass plant, allow for the recovery of the costs of conversion in base rate charges over a period that is determined by the commission.

Section 3. Section 366.99, Florida Statutes, is created to read:

366.99 Natural gas delivery; surcharge for carbon reduction.-

- (1) This section may be cited as the "Natural Gas Act."
- (2) (a) The Legislature finds that it is in the best interest of the state to improve the availability, reliability, and delivery of the natural gas to consumers in the state.



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- (b) The Legislature further finds that natural gas is a domestically produced fuel and that an increase in the direct, end-use of natural gas will reduce dependence on foreign sources of fuel and provide consumers in this state with a diversity of fuel options to meet their energy needs.
- (c) The Legislature further finds that natural gas is a clean-burning fuel and that increased efficiency in the direct, end-use of natural gas will have an immediate impact on this state's goal of reducing greenhouse gas emissions and improving air quality.
- (d) The Legislature further finds that approximately 90 percent of the natural gas produced is delivered to consumers as useful energy and, therefore, it is significantly more efficient to use natural gas in direct, end-use applications and thus reduce the overall demand for natural gas in this state.
- (e) It is the intent of the Legislature to promote the direct, retail end-use of natural gas in this state.
 - (3) As used in this section, the term:
- (a) "CR rider" means a carbon reduction rider that is a cost-recovery clause, separate and distinct from a utility's base rates, and that uses the same allocation methodology applicable to the utility's recovery of costs recoverable pursuant to the Energy Conservation Cost Recovery Rule, rule 25-17.015, Florida Administrative Code.
- (b) "CRR revenue requirement" means the pretax revenues equal to:
- 1. The utility's weighted average cost of capital allowed in the most recent rate proceeding multiplied by the 13-month average net book value of eligible installations, including



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- recognition of accumulated depreciation associated with eliqible installations;
- 2. State, federal, and local income taxes applicable to income calculated pursuant to paragraph (7)(a);
 - 3. Ad valorem taxes; and
 - 4. Depreciation expenses on eligible installations.
- (c) "CRR revenues" means the revenues produced through CRR surcharges, exclusive of revenues from all other rates and charges.
- (d) "CRR surcharges" means the surcharges determined pursuant to the procedures and subject to the qualifications set forth in this section.
- (e) "Eligible installations" means utility plant investments that:
- 1. Connect supply sources of natural gas to a distribution system that serves primarily residential customers;
- 2. Are in service and used and useful in providing utility service;
- 3. Were not included in the utility's rate base for purposes of determining the utility's base rate in the most recent general base-rate proceedings; and
- 4. Consist of mains that are greater than or equal to 4 inches in diameter or that are certified to operate at a maximum allowable operating pressure greater than 60 pounds per square inch gauge, together with associated valves, regulator stations, vaults, transmission line taps, and other pipeline system components.
- (f) "Natural gas utility" or "utility" means any natural gas distribution company as defined in s. 366.02.



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- (4) Notwithstanding any provision in this chapter or rule to the contrary, the commission shall allow a utility that files a petition for approval to establish a CR rider to be used by that utility to construct eligible installations in geographic areas of this state which are unserved or underserved with natural gas service.
- (5) Eliqible installations shall be included for purposes of calculating CRR revenue requirements for no more than 5 years.
- (6) The total amount of CRR revenues in effect in any 1 year may not exceed 2 percent of the utility's total annual nonfuel revenue for the previous year.
- (7) The commission shall establish the following procedures in determining a utility's CRR surcharges:
- (a) The utility shall calculate its CRR revenue requirements annually in the manner prescribed by this section and shall file the appropriate petitions with the commission seeking to establish or change the CRR revenue requirements and surcharges for the following year. The annual filings shall include:
- 1. An annual final true-up filing showing the actual eligible installation costs and actual CRR revenues for the most recent 12-month period from January 1 through December 31 which ends before the annual petition filing. As part of this filing, the utility shall include a summary comparison of the actual eligible installation costs and CRR revenues to the estimated total eligible installation costs and CRR revenues previously reported for the same period covered by the filing in paragraph (b). The filing shall also include the final over-or-under



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recovery of total CRR revenue requirements for the final true-up period.

- 2. An annual estimated or actual true-up filing showing the 8-month actual and 4-month projected eligible installation costs and any CRR revenues collected or projected to be collected during the estimated or actual true-up period. The filing shall also include the estimated or actual over-or-under recovery of total eligible installation costs for the estimated or actual true-up period.
- 3. An annual projection filing showing the 12-month projected CRR revenue requirements for the period beginning January 1 following the annual filing hearing.
- 4. An annual petition setting forth proposed CRR revenue requirements and CRR surcharges to be effective for the 12-month period beginning January 1 following the annual hearing. Such proposed CRR revenue requirements and CRR surcharges shall take into account the data described in this paragraph and paragraphs (b) and (c).
- (b) The CRR revenue requirements and any changes thereto shall be calculated and implemented in accordance with the provisions contained in this subsection. CRR revenues are subject to refund based upon a finding and order of the commission to the extent provided in this subsection.
- (c) The utility shall establish separate accounts or subaccounts for each eligible installation for purposes of recording the costs incurred for each project. The utility shall also establish a separate account or subaccount for any revenues derived from specific CRR surcharges.
 - (d) When a petition is filed by a utility pursuant to this



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subsection, the commission shall conduct a limited proceeding and determine the CRR revenue requirements and CRR surcharges to be charged by the utility pursuant to this section.

(8) This section expires December 31, 2014, unless reviewed and reenacted by the Legislature before that date. However, the procedures and other applicable provisions in this section and the CCR surcharges approved pursuant to this section shall remain in effect for the full term of all eligible installations approved by the commission before December 31, 2014.

Section 4. Paragraph (a) of subsection (1) of section 377.6015, Florida Statutes, is amended to read:

377.6015 Florida Energy and Climate Commission. -

- (1) The Florida Energy and Climate Commission is created within the Executive Office of the Governor. The commission shall be comprised of nine members appointed by the Governor, the Commissioner of Agriculture, and the Chief Financial Officer.
- (a) The Governor shall appoint one member from three persons nominated by the Florida Public Service Commission Nominating Council, created in s. 350.031, to each of seven seats on the commission. The Commissioner of Agriculture shall appoint one member from three persons nominated by the council to one seat on the commission. The Chief Financial Officer shall appoint one member from three persons nominated by the council to one seat on the commission.
- 1. The council shall submit the recommendations to the Governor, the Commissioner of Agriculture, and the Chief Financial Officer by September 1 of those years in which the terms are to begin the following October or within 60 days after



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a vacancy occurs for any reason other than the expiration of the term. The Governor, the Commissioner of Agriculture, and the Chief Financial Officer may proffer names of persons to be considered for nomination by the council.

- 2. The Governor, the Commissioner of Agriculture, and the Chief Financial Officer shall fill a vacancy occurring on the commission by appointment of one of the applicants nominated by the council only after a background investigation of such applicant has been conducted by the Department of Law Enforcement.
- 3. Members shall be appointed to 3-year terms; however, in order to establish staggered terms, for the initial appointments, the Governor shall appoint four members to 3-year terms, two members to 2-year terms, and one member to a 1-year term, and the Commissioner of Agriculture and the Chief Financial Officer shall each appoint one member to a 3-year term and shall appoint a successor when that appointee's term expires in the same manner as the original appointment. The terms of members shall begin on October 1 and end on September 30.
- 4. The Governor shall select from the membership of the commission one person to serve as chair.
- 5. A vacancy on the commission shall be filled for the unexpired portion of the term in the same manner as the original appointment.
- 6. If the Governor, the Commissioner of Agriculture, or the Chief Financial Officer has not made an appointment within 30 consecutive calendar days after the receipt of the recommendations, the council shall initiate, in accordance with this section, the nominating process within 30 days.



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- 7. Each appointment to the commission shall be subject to confirmation by the Senate during the next regular session after the vacancy occurs. If the Senate refuses to confirm or fails to consider the appointment of the Governor, the Commissioner of Agriculture, or the Chief Financial Officer, the council shall initiate, in accordance with this section, the nominating process within 30 days.
- 8. The Governor or the Governor's successor may recall an appointee.

Section 5. Subsections (1) and (3) of section 525.09, Florida Statutes, are amended to read:

525.09 Inspection fee.-

- (1) For the purpose of defraying the expenses incident to inspecting, testing, and analyzing petroleum fuels in this state, there shall be paid to the department a charge of oneeighth cent per gallon on all gasoline, alternative fuel containing alcohol as defined in s. 525.01(1)(c)1. or 2., kerosene that is not (except when used as aviation turbine fuel+, and #1 fuel oil for sale or use in this state. For purposes of carbon reduction, there shall be paid to the department a charge of 1 cent per gallon on all gasoline, alternative fuel containing alcohol as defined in s. 525.01(1)(c)1. or 2., diesel, kerosene that is not used as aviation turbine fuel, and #1 fuel oil for sale or use in this state. These fees This inspection fee shall be imposed in the same manner as the motor fuel tax pursuant to s. 206.41. Payment shall be made on or before the 25th day of each month.
- (3) All remittances to the department for the inspection tax herein provided shall be accompanied by a detailed report



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under oath showing the number of gallons of gasoline, alternative fuel containing alcohol as defined in s. 525.01(1)(c)1. or 2., kerosene, or fuel oil sold and delivered in each county.

Section 6. Section 525.10, Florida Statutes, is amended to read:

525.10 Moneys to be paid into State Treasury; payment of expenses.—All moneys payable under this chapter shall be payable to the department and shall be paid by it into the State Treasury monthly to be deposited as provided in this section. The inspection fee shall be deposited into the General Inspection Trust Fund. One-half of the proceeds from the carbonreduction charge collected pursuant to s. 525.09 shall be deposited into the Florida Renewable Energy Trust Fund and onehalf shall be deposited into the General Revenue Fund unallocated. All expenses incurred in the enforcement of this chapter and other inspection laws of this state for which fees are collected, including acquiring equipment and other property, shall be paid from the General Inspection Trust Fund. No money shall be paid to any inspector or employee created under this chapter except from the funds collected from the administration of this chapter and deposited into the General Inspection Trust Fund.

Section 7. (1) The Florida Energy and Climate Commission shall prepare a report that:

(a) Identifies methods of increasing energy-efficiency practices among low-income households as defined in s. 420.9071, Florida Statutes. The commission shall, at a minimum, identify energy-efficiency programs that are currently offered to low-



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income households by community action agencies, community-based organizations, and utility companies in this state and similar programs that are offered to low-income households in other states.

- (b) Determines the statewide impact of improving the level of the energy efficiency of rental housing stock, including, but not limited to, the environmental benefits of such improvements and the potential fiscal impact with respect to property tenants, owners, and landlords and to the economy. The commission shall consider the relative equity and economic efficiency of the cost-share for such energy-efficiency improvements.
- (c) Provides recommendations for implementing energyefficiency practices among residents of low-income households.
- (2) The commission shall submit the report to the President of the Senate and the Speaker of the House of Representatives by December 1, 2009.

Section 8. This act shall take effect July 1, 2009.