

Committee: GO

Committee Review: Completed

**Staff:** Robert H. Drummer, Senior Legislative Attorney, Pam Dunn, Senior Legislative Analyst, Glenn Orlin, Senior Analyst

Purpose: Final action – vote expected

**Keywords:** #ImpactTax, Development, Impact Tax

AGENDA ITEM 2B November 16, 2020 Action

### **SUBJECT**

Bill 38-20, Taxation - Development Impact Taxes for Transportation and Public School Improvements – Amendments

Lead Sponsor: Council President at the request of the Planning Board

### **EXPECTED ATTENDEES**

None

### **COUNCIL DECISION POINTS & COMMITTEE RECOMMENDATION**

Action – roll call vote expected.

# **DESCRIPTION/ISSUE**

Bill 38-20 would amend transportation and school impact tax district designations and the impact tax rates that apply in these districts. Bill 38-20 would also modify the applicability of development impact tax exemptions for certain uses and in certain locations, and generally amend the law governing transportation and school development impact taxes.

### SUMMARY OF KEY DISCUSSION POINTS

- On September 25 and 30, 2020, the Council's Government Operations and Fiscal Policy (GO)
   Committee and Planning, Housing, and Economic Development (PHED) Committee conducted
   joint worksessions on the recommended changes to development impact taxes.
- On October 9, and 12, 2020, the Council's GO Committee conducted worksessions on the proposed changes.
- On October 20, 27, 30 and November 5, 10 and 12, 2020, the Council conducted worksessions
  on the Subdivision Staging Policy and development impact taxes, at which careful
  consideration was given to the public hearing testimony, updated information,
  recommended revisions and comments of the County Executive and Planning Board, and the
  comments and concerns of other interested parties.

### This report contains:

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Bill No	38-	<u> 20</u>		
Concerning	: Taxation	-	Developr	nent
<u>Impact</u>	Taxes for	Trans	portation	and
Public	School	Impr	ovements	<u> </u>
<u>Amend</u>	ments	-		
Revised: _	11/13/2020	)	Draft No.	12
Introduced:	July 29	9, 202	0	
Expires:	Januar	y 29,	2022	
Enacted: _				
Executive:				
Effective: _				
Sunset Date	e: None			
Ch	Laws of Ma	ont C	0	

# COUNTY COUNCIL FOR MONTGOMERY COUNTY, MARYLAND

Lead Sponsor: Council President at the request of the Planning Board

### AN ACT to:

- (1) update transportation and school impact tax districts;
- (2) establish impact tax rates by school impact tax districts;
- (3) eliminate the school impact tax premium on certain types of dwelling units;
- (4) modify the applicability of development impact tax exemptions for certain uses and in certain locations; [[and]]
- (5) <u>establish a Utilization Premium Payment for certain developments to reduce school overcapacity; [[and]]</u>
- (6) define an agricultural facility;
- (7) provide a discount on certain impact tax rates for certain types of developments and for developments in certain areas; and
- (8) generally amend the law governing transportation and school development impact taxes.

### By amending

Montgomery County Code

Chapter 52, Taxation

Sections <u>52-39</u>, 52-41, 52-49, <u>52-50</u>, <u>52-52</u>, <u>52-54</u>, <u>52-55</u>, [[and]] <u>52-58</u>, and <u>52-59</u>

### Sec. 1. Sections <u>52-39</u>, 52-41, 52-49, <u>52-50</u>, <u>52-52</u>, 52-54, 52-55, [[and]] 52-1 58, and 52-59 are amended as follows: 2 52-39. Definitions. 3 In this Article the following terms have the following meanings: 4 Additional capacity means a new road, [[widening an existing road,]] adding 5 an additional lane or turn lane to an existing road, or another transportation 6 7 improvement that: increases the maximum theoretical volume of traffic that a road (1) 8 9 or intersection can accommodate, or implements or improves transit, pedestrian and bike facilities or access to non-auto modes 10 of travel; and 11 is classified as a minor arterial, arterial, parkway, major highway, (2) 12 controlled major highway, or freeway in the County's Master 13 Plan of Highways, or is similarly classified by a municipality. 14 The Director of Transportation may find that a specified business 15 district street or industrial street also provides additional capacity 16 as defined in this provision. 17 Adequate Public Facilities Ordinance policy area transportation adequacy 18 standards means standards by which the area-wide adequacy of transportation 19 facilities serving a proposed development are judged. APFO policy area 20 transportation adequacy standards do not include requirements for other on-21 site or off-site transportation improvements that may be separately required 22 or standards relating to local area review which may be independently 23 required. 24 Agricultural facility means a building or structure, or portion of a building or 25 structure that is used exclusively for the storage or processing of an 26

27	agricultural product to prepare the product for market and is located in the
28	Agricultural Reserve, Rural Residential, RE-1 or RE-2 Zones.
29	Applicant means the property owner, or duly designated agent of the property
30	owner, of land on which a building permit has been requested for
31	development.
32	* * *
33	52-41. Imposition and applicability of development impact taxes.
34	* * *
35	(c) The following impact tax districts are established:
36	(1) White Flint: The part of the White Flint Metro Station Policy
37	Area included in the White Flint Special Taxing District in
38	Section 68C-2;
39	(2) Red Policy Areas: Bethesda CBD, Chevy Chase Lake, [[Dale
40	<u>Drive/Manchester</u> <u>Place,</u> ]] <u>Forest</u> <u>Glen,</u> Friendship Heights,
41	Grosvenor, Glenmont, [[Long Branch, Lyttonsville/Woodside]],
42	Lyttonsville, Medical Center, Purple Line East, Rockville Town
43	Center, Shady Grove [[Metro Station]], Silver Spring CBD,
44	[[Takoma/Langley]] Takoma, Twinbrook, [[and]] Wheaton
45	CBD and Woodside;
46	(3) Orange Policy Areas: Bethesda/Chevy Chase, Burtonsville
47	Crossroads, [Chevy Chase Lake,] Clarksburg Town Center,
48	Derwood, Gaithersburg City, Germantown Town Center,
49	Kensington/Wheaton, [Long Branch,] North Bethesda, R&D
50	Village, Rockville City, Silver Spring/Takoma Park,
51	[Takoma/Langley,] White Flint, except the portion that is
52	included in the White Flint Special Taxing District in Section
53	68C-2, and White Oak Policy Areas;

54		(4)	Yellow Policy Areas: Aspen Hill, Clarksburg, Cloverly,
55			Fairland/Colesville, Germantown East, Germantown West,
56			Montgomery Village/Airpark, North Potomac, Olney, and
57			Potomac Policy Areas; and
58		(5)	Green Policy Areas: Damascus, Rural East, and Rural West
59			Policy Areas.
60			* * *
61	(g)	A de	velopment impact tax must not be imposed on:
62		(1)	any Moderately Priced Dwelling Unit built under Chapter 25A
63			or any similar program enacted by either Gaithersburg or
64			Rockville[,];
65		(2)	any other dwelling unit built under a government regulation or
66			binding agreement that limits for at least 15 years the price or
67			rent charged for the unit in order to make the unit affordable to
68			households earning less than 60% of the area median income,
69			adjusted for family size;
70		(3)	any Personal Living Quarters unit built under [Sec. 59-A-6.15]
71			Section 59-3.3.2.D, which meets the price or rent eligibility
72			standards for a moderately priced dwelling unit under Chapter
73			25A;
74		(4)	any dwelling unit in an Opportunity Housing Project built under
75			Sections 56-28 through 56-32, which meets the price or rent
76			eligibility standards for a moderately priced dwelling unit under
77			Chapter 25A;
78		(5)	[any non-exempt dwelling unit in a development in which at least
79			25% of the dwelling units are exempt under paragraph (1), (2),
80			(3), or (4), or any combination of them;

81		6]	any c	levelopment located in an enterprise zone designated by the
82			State	[or in an area previously designated as an enterprise zone];
83		<u>(6)</u>	exce	ot for a development located in the City of Rockville, any
84			deve	lopment located in a Qualified Opportunity Zone certified
85			by th	e United States Treasury Department;
86		(7)	a hou	ase built by high school students under a program operated
87			by th	e Montgomery County Board of Education; [and] or
88		(8)	a farı	n tenant dwelling.
89	(h)	The	develo	pment impact tax does not apply to:
90		(1)	any r	econstruction or alteration of an existing building or part of
91			a bu	ilding that does not increase the gross floor area of the
92			build	ing;
93		(2)	any a	incillary building in a residential development that:
94			(A)	does not increase the number of dwelling units in that
95				development; and
96			(B)	is used only by residents of that development and their
97				guests, and is not open to the public; and
98		(3)	any l	building that replaces an existing building on the same site
99			or in	the same project (as approved by the Planning Board or the
100			equiv	valent body in Rockville or Gaithersburg) to the extent of the
101			gross	floor area of the previous building, if:
102			(A)	[[construction begins]] an application for a building permit
103				is filed within four years [[one year]] after demolition or
104				destruction of the previous building was substantially
105				completed; [[or]]
106			(B)	the Director of the Department of Permitting Services or
107				the Director's designee finds that the applicant was unable

108		to apply for a building permit or commence construction
109		within four years after demolition or destruction of the
110		previous building was substantially completed due to
111		circumstances beyond the control of the applicant or the
112		applicant's agents; or
113		(C) the previous building is demolished or destroyed, after the
114		replacement building is built, by a date specified in a
115		phasing plan approved by the Planning Board or
116		equivalent body.
117		However, if in [[either]] any case the development impact tax
118		that would be due on the new, reconstructed, or altered building
119		is greater than the tax that would have been due on the previous
120		building if it were taxed at the same time, the applicant must pay
121		the difference between those amounts.
122	52-49. Tax	rates.
123		* * *
124	<u>(g)</u>	Any non-exempt dwelling unit in a development in which at least 25%
125		of the dwelling units are exempt under Section 52-41(g)(1) must pay
126		the tax discounted by an amount equal to the [[lowest standard]] impact
127		tax rate applicable in the [[County]] Red Policy Area for that unit type.
128	<u>(h)</u>	Except for a development located in the City of Rockville, any
129		development located in a Desired Growth and Investment Area, as
130		defined in the 2020-2024 Growth and Infrastructure Policy
131		(Subdivision Staging Policy), must pay the tax at:
132		(1) 40% of the otherwise applicable rate if located in an Orange
133		Policy Area; or

134		<u>(2)</u>	32% of the otherwise applicable rate if located in a Yellow Policy
135			Area.
136	52-50. Use	of im	pact tax funds.
137	Impa	ct tax	funds may be used for any:
138	(a)	new	road[[, widening of an existing road,]] or total reconstruction of all
139		or pa	art of an existing road [[required as part of widening of an existing
140		road	,]] that adds <u>an additional lane or turn lane</u> [[highway or
141		inter	section capacity]] or improves transit service or bicycle
142		com	muting, such as bus lanes or bike lanes;
143			* * *
144	52-52. Defi	nition	ts.
145		In tl	nis Article all terms defined in Section 52-39 have the same
146	mear	nings,	and the following terms have the following meanings:
147			* * *
148	Publ	ic sch	ool improvement means any capital project of the Montgomery
149	Cour	nty Pul	olic Schools that adds to the number of teaching stations in a public
150	scho	ol.	
151	<u>Scho</u>	ol ser	vice area means the geographically defined attendance area for an
152	<u>indiv</u>	idual	school.
153	52-54. Imp	ositio	n and applicability of tax.
154			* * *
155	(c)	The	following public school impact tax districts are established, as
156		iden	tified in the County Growth Policy:
157		<u>(1)</u>	Infill Impact Areas; and
158		<u>(2)</u>	Turnover Impact Areas [[; and
159		<u>(3)</u>	Greenfield Impact Areas]].
160	<u>(d)</u>	The	tax under this Article must not be imposed on:

161	(1)	any Moderately Priced Dwelling Unit built under Chapter 25A
162		or any similar program enacted by either Gaithersburg or
163		Rockville[,];
164	(2)	any other dwelling unit built under a government regulation or
165		binding agreement that limits for at least 15 years the price or
166		rent charged for the unit in order to make the unit affordable to
167		households earning equal to or less than 60% of the area median
168		income, adjusted for family size;
169	(3)	any Personal Living Quarters unit built under Section 59-
170		3.3.2.D, which meets the price or rent eligibility standards for a
171		moderately priced dwelling unit under Chapter 25A;
172	(4)	any dwelling unit in an Opportunity Housing Project built under
173		Sections 56-28 through 56-32, which meets the price or rent
174		eligibility standards for a moderately priced dwelling unit under
175		Chapter 25A;
176	(5)	[any non-exempt dwelling unit in a development in which at least
177		25% of the dwelling units are exempt under paragraph (1), (2),
178		(3), or (4), or any combination of them;
179	(6)]	any development located in an enterprise zone designated by the
180		State; [or in an area previously designated as an enterprise zone;
181		or]
182	<u>(6)</u>	except for a development located in the City of Rockville, any
183		development located in a Qualified Opportunity Zone certified
184		by the United States Treasury Department; or
185	(7)	a house built by high school students under a program operated
186		by the Montgomery County Board of Education.
187	[[(d)]] <u>(e)</u>	The tax under this Article does not apply to:

188	(1)	any r	reconstruction or alteration of an existing building or part of
189		a bui	lding that does not increase the number of dwelling units of
190		the b	uilding;
191	(2)	any a	ancillary building in a residential development that:
192		(A)	does not increase the number of dwelling units in that
193			development; and
194		(B)	is used only by residents of that development and their
195			guests, and is not open to the public; and
196	(3)	any l	building that replaces an existing building on the same site
197		or in	the same project (as approved by the Planning Board or the
198		equiv	valent body in Rockville or Gaithersburg) to the extent of the
199		numl	ber of dwelling units of the previous building, if:
200		(A)	[[construction begins]] an application for a building permit
201			is filed within four years [[one year]] after demolition or
202			destruction of the previous building was substantially
203			completed; [[or]]
204		(B)	the Director of the Department of Permitting Services or
205			the Director's designee finds that the applicant was unable
206			to apply for a building permit or commence construction
207			within four years after demolition or destruction of the
208			previous building was substantially completed due to
209			circumstances beyond the control of the applicant or the
210			applicant's agents; or
211		<u>(C)</u>	the previous building is demolished or destroyed, after the
212			replacement building is built, by a date specified in a
213			phasing plan approved by the Planning Board or
214			equivalent body.

215		However, if in [[either]] any case the tax that would be due on the new,
216		reconstructed, or altered building is greater than the tax that would have
217		been due on the previous building if it were taxed at the same time, the
218		applicant must pay the difference between those amounts.
219	[[(e)]]	(f) If the type of proposed development cannot be categorized under
220		the residential definitions in Section 52-39 and 52-52, the Department
221		must use the rate assigned to the type of residential development which
222		generates the most similar school enrollment characteristics.
223	[[(f)]]	(g) A Clergy House must pay the impact tax rate that applies to a
224		place of worship under Section 52-41(d) if the house:
225		(1) is on the same lot or parcel, adjacent to, or confronting the
226		property on which the place of worship is located; and
227		(2) is incidental and subordinate to the principal building used by the
228		religious organization as its place of worship.
229		The place of worship tax rate does not apply to any portion of a Clergy
230		House that is nonresidential development.
231	52-55. Tax 1	rates.
232	(a)	The Council must establish the [Countywide] rates for $\underline{each}$ $\underline{school}$
233		impact tax district [the tax under this Article] by resolution after a
234		public hearing advertised at least 15 days in advance.
235	(b)	[The tax on any single-family detached or attached dwelling unit must
236		be increased by \$2 for each square foot of gross floor area that exceeds
237		3,500 square feet, to a maximum of 8,500 square feet.]
238		[[Any non-exempt single-family attached or multifamily unit located in
239		a Desired Growth and Investment Area, as defined in the County
240		Growth Policy, must pay the tax at 60% of the otherwise applicable
241		rate.
		(10)

242	(c)]]	Any Productivity Housing unit, as defined in Section 25B-17(j), must
243		pay the tax at 50% of the otherwise applicable rate.

- [[(d)]] (c) The County Council by resolution, after a public hearing advertised at least 15 days in advance, may increase or decrease the rates established under this Section.
- [[(e)]] (d) The Director of Finance, after advertising and holding a public hearing as required by Section 52-17(c), must adjust the tax rates set in or under this Section effective on July 1 of each odd-numbered year in accordance with the update to the Subdivision Staging Policy using the latest student generation rates and school construction cost data. The Director must calculate the adjustment to the nearest multiple of one dollar. The Director must publish the amount of this adjustment not later than May 1 of each odd-numbered year.
- [[(f)]] (e) Any non-exempt dwelling unit in a development in which at least 25% of the dwelling units are exempt under Section [[52-41(g)(1)]] 52-54(d)(1) must pay the tax discounted by an amount equal to the [[lowest standard]] impact tax rate applicable in the [[County]] Infill School Impact Area for that unit type up to the amount of the impact tax otherwise applicable.
- (f) A three-bedroom multi-family dwelling unit located in an Infill Impact

  Area must pay the tax at 40% of the otherwise applicable rate.

### 52-58. Credits.

- (a) Section 52-47 does not apply to the tax under this Article.
- (b) A property owner must receive a credit for constructing or contributing to an improvement of the type listed in Section 52-56(d), including costs of site preparation.

268	<u>(c)</u>	[A property owner may receive credit for constructing or contributing
269		to other physical school facility improvements not listed in Section 52-
270		56(d) if the Montgomery County School Board agrees to the
271		improvement.
272	<u>(d)</u> ]]	A property owner may receive credit for land dedicated for a school
273		site, if:
274		(1) the density calculated for the dedication area is excluded from
275		the density calculation for the development site; and
276		(2) the Montgomery County School Board agrees to the site
277		dedication.
278	[(b)]	[[(e)]] (d) If the property owner elects to make a qualified
279		improvement or dedication, the owner must enter into an agreement
280		with the Director of Permitting Services, or receive a development
281		approval based on making the improvement, before any building permit
282		is issued. The agreement or development approval must contain:
283		(1) the estimated cost of the improvement or the fair market value of
284		the dedicated land, if known then[,];
285		(2) the dates or triggering actions to start and, if known then, finish
286		the improvement or land transfer;
287		(3) a requirement that the property owner complete the improvement
288		according to Montgomery County Public Schools standards; and
289		(4) such other terms and conditions as MCPS finds necessary.
290	[(c)]	$[\underline{(f)}]$ (e) MCPS must:
291		(1) review the improvement plan or dedication;
292		(2) verify costs or land value and time schedules;
293		(3) determine whether the improvement is a public school
294		improvement of the type listed in Section 52-56(d)[[, meets the

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- requirements of subsection (c),]] or meets the dedication requirements in subsection [(a)] [[(d)]] (c);
- (4) determine the amount of the credit for the improvement or dedication; and
- (5) certify the amount of the credit to the Department of Permitting Services before that Department or a municipality issues any building permit.
- An applicant for subdivision, site plan, or other [(d)] [[(g)]] (<u>f</u>) development approval from the County, Gaithersburg, or Rockville, or the owner of property subject to an approved subdivision plan, development plan, floating zone plan, or similar development approval, may seek a declaration of allowable credits from MCPS. MCPS must decide, within 30 days after receiving all necessary materials from the applicant, whether any public school improvement which the applicant has constructed, contributed to, or intends to construct or contribute to, will receive a credit under this subsection. If during the initial 30-day period after receiving all necessary materials, MCPS notifies the applicant that it needs more time to review the proposed improvement, MCPS may defer its decision an additional 15 days. If MCPS indicates under this paragraph that a specific improvement is eligible to receive a credit, the Director of Permitting Services must allow a credit for that improvement. If MCPS cannot or chooses not to perform any function under this subsection or subsection (c), the Department of Permitting Services must perform that function.
- [(e)] [[(h)]] (g) (1) A property owner must receive a credit for constructing or contributing to the cost of building a new single

321		famil	y residence that meets Level I Accessibility Standards, as
322		defin	ed in Section 52-107(a).
323	(2)	The c	credit allowed under this Section must be as follows:
324		(A)	If at least 5% of the single family residences built in the
325			project meet Level I Accessibility Standards, then the
326			owner must receive a credit of \$250 per residence.
327		(B)	If at least 10% of the single family residences built in the
328			project meet Level I Accessibility Standards, then the
329			owner must receive a credit of \$500 per residence.
330		(C)	If at least 25% of the single family residences built in the
331			project meet Level I Accessibility Standards, then the
332			owner must receive a credit of \$750 per residence.
333		(D)	If at least 30% of the single family residences built in the
334			project meet Level I Accessibility Standards, then the
335			owner must receive a credit of \$1,000 per residence.
336	(3)	Appl	ication for the credit and administration of the credit must
337		be in	accordance with Subsections 52-107(e) and (f).
338	(4)	A pe	rson must not receive a tax credit under this Section if the
339		perso	on receives any public benefit points for constructing units
340		with	accessibility features under Chapter 59.
341	[(f)] [[ <u>(i)</u> ]] <u>(</u>	<u>h)</u>	The Director of Finance must not provide a refund for a
342	credit	whicl	h is greater than the applicable tax.
343	[(g)] [[(j)]] <u>(</u>	<u>i)</u>	Any credit issued under this Section before December 31,
344	2015	expire	es 6 years after the Director certifies the credit. Any credit
345	issued	d unde	er this Section on or after January 1, 2016 expires 12 years
346	after 1	the Di	rector certifies the credit.

[(h)] [[(k)]] (i) After a credit has been certified under this Section, the property owner or contract purchaser to whom the credit was certified may transfer all or part of the credit to any successor in interest of the same property. However, any credit transferred under this subsection must only be applied to the tax due under this Article with respect to the property for which the credit was originally certified.

## 52-59. [[Reserved]]. <u>Utilization Premium Payment</u>

- (a) In addition to the tax due under this Article, an applicant for a building permit must pay to the Department of Finance a Utilization Premium

  Payment if such payment was required under the Annual School Test in effect at the time the building was approved.
- (b) The Council by resolution, after a public hearing advertised at least 15 days in advance, must establish the rates for the Utilization Premium Payment.
- must adjust the rates set in or under this Section effective on July 1 of each odd-numbered year in accordance with the update to the Subdivision Staging Policy using the latest student generation rates and school construction cost data. The Director must calculate the adjustment to the nearest multiple of one dollar. The Director must publish the amount of this adjustment not later than May 1 of each odd-numbered year.
- (d) The Payment must be paid at the same time and in the same manner as the tax under this Article.
- (e) The Department of Finance must retain funds collected under this Section in an account to be appropriated for any public school

373		impr	ovement that adds capacity designed to alleviate overutilization in
374		the se	chool service area from which the funds were collected.
375	<u>(f)</u>	The !	Utilization Premium Payment must not be imposed on any:
376		<u>(1)</u>	Moderately Priced Dwelling Unit built under Chapter 25A or any
377			similar program enacted by either Gaithersburg or Rockville;
378		<u>(2)</u>	other dwelling unit built under a government regulation or
379			binding agreement that limits for at least 15 years the price or
380			rent charged for the unit in order to make the unit affordable to
381			households earning equal to or less than 60% of the area median
382			income, adjusted for family size;
383		<u>(3)</u>	Personal Living Quarters unit built under Section 59-3.3.2.D,
384			which meets the price or rent eligibility standards for a
385			moderately priced dwelling unit under Chapter 25A; or
386		<u>(4)</u>	dwelling unit in an Opportunity Housing Project built under
387			Sections 56-28 through 56-32, which meets the price or rent
388			eligibility standards for a moderately priced dwelling unit under
389			Chapter 25A.
390	Sec. 2	2. <u>Eff</u>	ective date -Transition.
391	<u>This</u>	Act ta	kes effect on February 26, 2021. The amendments in Section 1
392	[[take effect	t on M	arch 1, 2021 and]] must apply to:
393	<u>(1)</u>	any	application for a building permit filed on or after [[March 1]]
394		<u>Febru</u>	<u>uary 26</u> , 2021 <u>:</u> except <u>for</u>
395	<u>(2)</u>	[[tha	t the amendments related to discounts or exemptions for projects
396		with	25% MPDUs must only apply to]] any dwelling unit in a
397		deve	lopment for which a preliminary plan application is filed [[and
398		acce	oted on or after]] prior to [[March 1]] February 26, 2021 that

399		includes 25% affordable units as defined in Sections 52-41(g)(1)
400		through 52-41(g)(4) or 52-54(d)(1) through 52-54(d)(4); or
401	<u>(3)</u>	any development in a former Enterprise Zone for which a preliminary
402		plan application is filed and accepted before January 1, 2021.