

# **Return on Investment for the Florida Sports Foundation Grants and Related Programs**

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Florida Sports Foundation Grant Program  
Professional Sports Franchise Incentive  
Spring Training Baseball Franchise Facility Incentive  
Professional Golf Hall of Fame Facility Incentive  
International Game Fish Association World Center

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## EXECUTIVE SUMMARY

### Background and Purpose

Recently enacted legislation directs the Office of Economic and Demographic Research (EDR) and the Office of Program Policy Analysis and Government Accountability (OPPAGA) to analyze and evaluate 21 state economic development incentive programs on a recurring three-year schedule.<sup>1</sup> EDR is required to evaluate the “economic benefits” of each program using project data from the most recent three-year period and to provide an explanation of the model used in its analysis and the model’s key assumptions. “Economic Benefit” is defined as “the direct, indirect, and induced gains in state revenues as a percentage of the state’s investment” – which includes “state grants, tax exemptions, tax refunds, tax credits, and other state incentives.”<sup>2</sup> EDR’s evaluation also requires identification of jobs created, the increase or decrease in personal income, and the impact on state Gross Domestic Product (GDP) for each program.

In 2015, EDR reviewed five sports related programs over a period covering Fiscal Years 2010-11, 2011-12 and 2012-13.<sup>3</sup> Now in the second analysis cycle, this review period covers Fiscal Years 2013-14, 2014-15 and 2015-16, and includes the following sports-related programs:

- Florida Sports Foundation (FSF) Grant Program;
- Professional Sports Franchise Incentive;
- Spring Training Baseball Franchise Incentive;
- Professional Golf Hall of Fame Facility Incentive; and
- International Game Fish Association (IGFA) World Center Facility Incentive.<sup>4</sup>

### Explanation of Return on Investment

In this report, the term “Return on Investment” (ROI) is synonymous with economic benefit, and is used in lieu of the statutory term. This measure does not address issues of overall effectiveness or societal benefit; instead, it focuses on tangible financial gains or losses to state revenues, and is ultimately conditioned by the state’s tax policy.

The ROI is developed by summing state revenues generated by a program less state expenditures invested in the program, and dividing that calculation by the state’s investment. It is most often used when a project is to be evaluated strictly on a monetary basis, and externalities and social costs and benefits—to the extent they exist—are excluded from the evaluation. The basic formula is:

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<sup>1</sup> Section 288.0001, F.S., as created by s. 1, ch. 2013-39, Laws of Florida & s. 1, ch. 2013-42, Laws of Florida.

<sup>2</sup> Section 288.005(1), F.S.

<sup>3</sup> EDR’s report can be found: <http://edr.state.fl.us/Content/returnoninvestment/SportsGrantsandPrograms.pdf>

<sup>4</sup> Four additional programs scheduled for review are not evaluated in this report. The Food and Beverage Concession and Contract Awards to Minority Business Enterprises (s. 288.1167, F.S.) and the Homeless Shelter Designation of Sports Facilities (s. 288.11666, F.S.) were not reviewed because they do not generate tax revenues for the state. Motorsports Entertainment Complex (s. 288.1171, F.S.) was not reviewed because the program did not have any recipients or costs during the review period. The Sports Development program, enacted in 2014 (s. 4, ch. 2014-167, L.O.F.; codified in s. 288.11625, F.S.) was not reviewed as no projects have been qualified to date. Finally, this report does not review the Retention of Spring Training Baseball Franchises incentive enacted in 2013 (s. 24, ch. 2013-42; amended by s. 5, ch. 2014-167, L.O.F.; and codified in s. 288.11631, F.S.), as the Legislature has not required it be evaluated. This program provides up to \$20m over 20 years to fund single-franchise facilities, and \$50m over 25 years to fund facilities housing more than one franchise.

$$\frac{(\text{Increase in State Revenue} - \text{State Investment})}{\text{State Investment}}$$

Since EDR's Statewide Model<sup>5</sup> is used to develop these computations and to model the induced and indirect effects, EDR is able to simultaneously generate State Revenue and State Investment from the model so all feedback effects mirror reality. The result (a net number) is used in the final ROI calculation.

As used by EDR for this analysis, the returns can be categorized as follows:

- **Greater Than One (>1.0)**...the program more than breaks even; the return to the state produces more revenues than the total cost of the incentives.
- **Equal To One (=1.0)**...the program breaks even; the return to the state in additional revenues equals the total cost of the incentives.
- **Less Than One, But Positive (+, <1)**...the program does not break even; however, the state generates enough revenues to recover a portion of its cost for the incentives.
- **Less Than Zero (-, <0)**...the program does not recover any portion of the incentive cost, and state revenues are less than they would have been in the absence of the program because taxable activity is shifted to non-taxable activity.

The numerical ROI can be interpreted as return in tax revenues for each dollar spent by the state. For example, an ROI of 2.5 would mean that \$2.50 in tax revenues is received back from each dollar spent by the state.

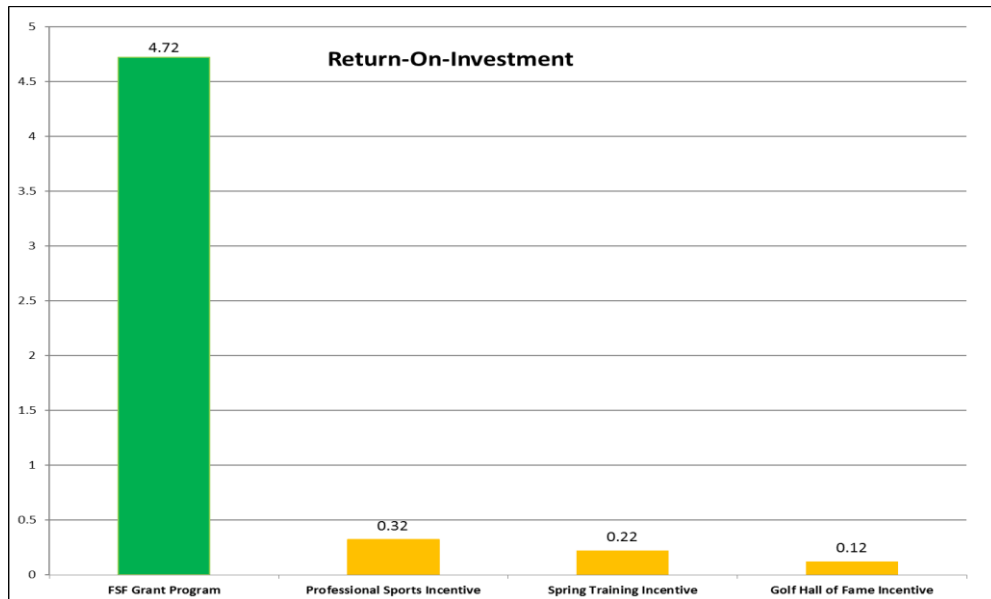
The basic formula for ROI is always calculated in the same manner, but the inputs used in the calculation can differ depending on the needs of the investor. Florida law requires the return to be measured from the state's perspective as the investor, in the form of state tax revenues. In this regard, the ROI is ultimately shaped by the state's tax code.

### Overall Results and Conclusions

As the graph below shows, the ROI for the various sports-related programs that were reviewed ranged from 4.72 to 0.12. The only program with a ROI of greater than one was the Florida Sports Foundation (FSF) Grant Program. There are a number of distinguishing traits between the FSF Grant Program and the other programs.

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<sup>5</sup> See section on Methodology for more details.



First, FSF grants fund sporting events rather than finance sporting facilities, and the grants are relatively small relative to the facility subsidies. The average grant amount within the time period under review was approximately \$15,000. The events funded by the grants generated an estimated 607,401 out-of-state visitors to Florida. While events held in facilities funded by the Professional Sports Franchise Incentive brought in more out-of-state visitors, the higher costs of the program adversely impacted the ROI. The latest professional sports arena built in Florida cost upwards of \$450 million, and the state incentive committed \$2 million a year for 30 years to help subsidize its construction cost. In contrast, the FSF grant program spent approximately \$4 million for all three fiscal years in the review period. The lower awards of FSF compared to the other programs is a significant factor in its higher ROI.

Second, events funded through the FSF program attract more out-of-state participants and visitors than in-state participants and visitors by design. The FSF grant program was one of two programs in the review period to have more out-of-state visitors than in-state visitors. This contributed to its higher ROI. The other is the Golf Hall of Fame, which compared to the last review cycle, now has a higher ROI. For the Professional Sports Incentive, the estimated out-of-state visitors were less than 20 percent of the total. Because in-state visitors would have spent the money elsewhere ("the substitution effect"), they do not contribute to the program's ROI.<sup>6</sup>

Third, the FSF grant program funds single sporting events that occur in the near future. This allows the FSF to more accurately estimate the economic impact of these sporting events, as well as to adjust the grant amount accordingly. For the other incentive programs, the state commits itself for 10, 15 or 30 years. This is problematic, because the long-term economic impacts of these sport teams or museums are far from clear when the initial evaluation is made.

The results in this review cycle vary from the previous analysis (with the exception of the IGFA museum which was unable to provide updated attendance information). This analysis revisited the assumptions used to arrive at the ROI for the sports programs. Upon review, the assumptions regarding the FSF Grant

<sup>6</sup> The ROI did not take into account any intangible benefits associated with these programs. Intangible benefits can include increase in community pride and media exposure of Florida areas from televised sporting events.

Program were adjusted to more accurately capture the economic activity associated with the sponsored events. These new assumptions lowered the ROI by reducing the amount of economic activity attributed to each sporting event. However, had these assumptions been applied to the previous analysis, the result would have been lower than the current analysis. Otherwise, the ROIs are slightly higher than the previous analysis. The higher ROIs are mainly due to increases in the number of out-of-state visitors these programs attract to the state. In the case of the Spring Training, there were greater construction expenditures that drove the ROI higher.

The IGFA left Florida immediately after receiving its final payment from the state. While the IGFA was requested to provide information for this analysis since they operated and received state funds during most of the review period, the association declined to participate. The lack of data made a ROI impossible to calculate for this analysis. At the time the prior analysis was completed in 2015, the ROI was -0.09, indicating that state revenues were less than they would have been in the absence of this investment.

<b>Program</b>	<b>2018 ROI</b>	<b>2015 ROI</b>
FSF Grant Program	4.72	5.61
Professional Sports Incentive	0.32	0.3
Spring Training Incentive	0.22	0.11
Golf Hall of Fame Incentive	0.12	-0.08
IGFA Facility Incentive*	N/A	-0.09

\* The IGFA Facility did not provide current attendance records. EDR used the previously estimated ROI for this review cycle.

## METHODOLOGY

### Broad Approach

EDR used the Statewide Model to estimate the Return on Investment for the programs under review. The Statewide Model is a dynamic computable general equilibrium (CGE) model that simulates Florida's economy and government finances.<sup>7</sup> The Statewide Model is enhanced and adjusted each year to reliably and accurately model Florida's economy. These enhancements include updating the base year the model uses as well as adjustments to how the model estimates tax collections and distributions.<sup>8</sup>

Among other things, the Statewide Model captures the indirect and induced economic activity resulting from the direct program effects. This is accomplished by using large amounts of data specific to the Florida economy and fiscal structure. Mathematical equations<sup>9</sup> are used to account for the relationships (linkages and interactions) between the various economic agents, as well as likely responses by businesses and households to changes in the economy.<sup>10</sup> The model also has the ability to estimate the impact of economic changes on state revenue collections and state expenditures in order to maintain a balanced budget by fiscal year.

When using the Statewide Model to evaluate economic programs, the model is "shocked"<sup>11</sup> using static analysis estimates of the initial or direct effects attributable to the projects funded by the incentives. In this analysis, the direct effects are the changes in demand across Florida industries caused by expenditures from out-of-state visitors or construction attributed to the programs.

For all programs, the combined annual direct effects ("shocks") took the form of:

- Removal of the incentive payments from the state budget, with a corresponding award to businesses as subsidies to production.
- Capital investments related to the program.
- Increased demand based on out-of-state visitor expenditures.

The model was then used to estimate the additional—indirect and induced—economic effects generated by the programs, as well as the supply-side responses to the new activity, where the supply-side responses are changes in investment and labor demand arising from the new activity. Indirect effects are the changes in employment, income, and output by local supplier industries that provide goods and services to support the direct economic activity. Induced effects are the changes in spending by households whose income is affected by the direct and indirect activity.

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<sup>7</sup> The statewide economic model was developed using GEMPACK software with the assistance of the Centre of Policy Studies (CoPS) at Victoria University (Melbourne, Australia).

<sup>8</sup> Reports prior to January 1, 2017 have 2009 as the base year. Reports as of January 1, 2017 have 2011 as the base year.

<sup>9</sup> These equations represent the behavioral responses to economic stimuli to changes in economic variables.

<sup>10</sup> The business reactions simulate the supply-side responses to the new activity (e.g., changes in investment and labor demand).

<sup>11</sup> In economics, a shock typically refers to an unexpected or unpredictable event that affects the economy, either positive or negative. In this regard, a shock refers to some action that affects the current equilibrium or baseline path of the economy. It can be something that affects demand, such as a shift in the export demand equation; or, it could be something that affects the price of a commodity or factor of production, such as a change in tax rates.

All of these effects can be measured by changes (relative to the baseline) in the following outcomes:

- State government revenues and expenditures
- Jobs
- Personal income
- Florida Gross Domestic Product
- Gross output
- Household consumption
- Investment
- Population

EDR's calculation of the Return on Investment used the model's estimate of net state revenues and expenditures. Other required measures for this report include the number of jobs created, the increase or decrease in personal income, and the impact on gross domestic product, all of which are included in the model results.

As with previous evaluations, EDR's calculation of ROI is based on the net economic impact rather than the gross economic activity generated by or attributed to program projects. The impact is due to new economic activity induced by a state subsidy after taking account of what would have occurred in the absence of this particular investment. EDR employs a number of approaches to isolate the impact of new economic activity, including an assessment of the "but-for" assertion and accounting for any "Substitution Effect" on consumer spending induced by incentives or investments. For sporting events and tourist development, EDR estimates the share of out-of-state visitor spending attributable to the state subsidy. The resulting net economic benefit may then be proportionately attributed to all contributors or contributing public programs. Accounting for the "Substitution Effect" and proportionately attributing economic benefit are strategies used to derive a credible estimate of the program ROI.

Regarding the Substitution Effect, there is consensus among economists that the only tangible economic benefits to the area economy from subsidies for professional and amateur sporting events, or a unique sports-destination facility, are the result of new spending associated with the events.<sup>12</sup> This new spending is primarily by visitors from out-of-area, to the extent that such spending would not have otherwise occurred absent attending the event; however, it can also include capital expenditures.

New spending specifically excludes "substitute" spending by in-area residents and "casual visitors" or "time-switchers" whose primary purpose for visiting is unrelated to the event. In these cases, the same amount would have been spent, and the spending related to the sports events is simply redirected from what would have occurred absent the event. This is referred to in the literature as "the substitution effect." It is best described as spending limited disposable personal income in or about the sports facility rather than in other areas of the local economy. Because disposable personal income is fixed in the short run, it results in increases in discretionary spending in one area of the economy at the expense of another.

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<sup>12</sup> For a discussion of these issues, see Appendix Two: Assessing the Economic Benefits of Public Subsidies for Professional Sports Facilities: A Literature Review, in "Return on Investment for The Florida Sports Foundation Grants and Related Programs, January 1, 2015: <http://edr.state.fl.us/Content/returnoninvestment/SportsGrantsandPrograms.pdf>



Out-of-State expenditures were calculated from estimates of out-of-state visitors associated with the various programs, daily expenditure amounts from the visitors and the expected duration of each visit. If not otherwise stated in the Program Findings, VISIT FLORIDA average daily expenditures for domestic visitors and average duration of stay were used. To distribute the daily expenditures into the model, the analysis used VISIT FLORIDA's expenditure categories for domestic visitors. This distributed the expenditures into six categories: Retail, Lodging, Food & Beverage, Transportation, Entertainment and other expenses. Taxable ticket sales to the sporting events were not separately estimated as ticket sales are captured in the Entertainment expenditure category.

As for proportional attribution, in all but one of the facility construction programs, local governments contributed to the project funding. These local sources financed a majority of the construction of the sport facilities that the state programs also helped fund. Similarly, sporting events that received grants from the Florida Sports Foundation also received grants from local sport commissions. For the purposes of this analysis, EDR proportionately attributed the out-of-state visitors between the state and the local funding sources.

#### **Data Sources and Development of the Universe**

The law requires EDR and OPPAGA to analyze and evaluate the specified incentive programs' performance over the previous three years.<sup>13</sup> This report is scheduled for release January 1, 2018, and includes Fiscal Years 2013-14, 2014-15, and 2015-16. There were two primary sources of information for the five programs under review: the Florida Sports Foundation, and the Florida Department of Revenue for sales and use tax distributions. Surveys, impact studies and documents related to bonding of sports facilities supplemented this information. Detailed information is provided in the Program Findings; however, only data related to the three-year review period is considered in the evaluation.

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<sup>13</sup> Section 288.0001, F.S., as created by s. 1, ch. 2013-39, *Laws of Florida* & s. 1, ch. 2013-42, *Laws of Florida*.

## Key Assumptions

The following key assumptions are used in the Statewide Model to determine the outcomes of the programs under review. Some of the assumptions are used to resolve ambiguities in the literature, while others conform to the protocols and procedures adopted for the Statewide Model.

1. The analysis assumes that state incentives were the determining factor in the sports program, sporting event, or museum's location decisions, provided the program was designed to attract or retain sport-related activity to the state.
2. The analysis assumes all data provided by Florida Sports Foundation, Department of Revenue and other entities was complete and accurate. The data was not independently audited or verified by EDR.
3. The analysis assumes that given the time span under review, applying discount rates would not prove material to the outcome.
4. The analysis treats all grants, distributions or license plate revenues as a loss to the state's General Revenue Fund.
5. The analysis assumes that any expenditure made for incentives is a redirection from the general market basket of goods and services purchased by the state. Similarly, any revenue gains from increased business activities are fully spent by the state.
6. The analysis assumes the relevant geographic region is the whole state, not individual counties or regions. The Statewide Model does not recognize that any economic benefit arises from intrastate relocation. However, the model accounts and makes adjustments for the fact that industries within the state cannot supply all of the goods, services, capital, and labor needed to produce the state's output.
7. The analysis assumes that businesses treated the incentives as subsidies. The subsidies lowered the cost of operation for each individual firm.
8. The analysis assumes distribution of capital purchases by each business was the same as the industry in which it operates. This assumption was made because data was not available regarding the specific capital purchases associated with each project. It is also assumed that the businesses within a program were not large enough to affect the rate of return on capital within the industries in which the businesses operated.
9. The analysis assumes that the demand created by the sport or sport-related event from out-of-state visitors did not displace the demand for goods and services of existing Florida businesses. To do this, demand associated with the events was assumed to be from the rest of the world. The "rest of the world" is defined as other states or the international market.
10. The analysis assumes that ticket sales to the sporting events and museums are captured by the VISIT FLORIDA visitor expenditure breakdown for out-of-state visitors. For in-state attendees, the analysis assumes that the tax associated with ticket purchases would have been collected on the alternative or substitute purchases, and there is no net gain to the state.

11. The analysis assumes that all events not associated with the professional sports team, spring training team or bowl games that were hosted in those facilities could have been hosted elsewhere in the region. Therefore, these events were not included in the analysis.
12. The analysis assumes that when the financing responsibilities for facilities or events are shared, the economic benefit should be proportionately attributed among the public contributors based on the amount each source contributes (see Appendix Two).
13. The analysis did not take into account costs other than stadium financing or grant assistance. These costs include long-term maintenance and operation costs, infrastructure and land costs, or foregone property taxes associated with stadiums, arenas and ballparks. This cost burden usually falls on local governments or other publicly subsidized entities. For example, at the amateur level, local sports commissions host or help host the events. These costs were not included because of the lack of available data or the non-monetary nature of the assistance. For this reason, it is likely that the split overestimates the state share of these sporting events.

## Key Terms

In the pages that follow, the analysis for each program includes diagnostic tables describing the composition and statistics of the projects under review. Key terms used in the tables are described below:

Actual State Payments Used in Analysis – Represents the amount of state payments made to the program in each fiscal year.

Total Net State Revenues \$ (M) – Represents the amount of new state revenue generated by the program in each fiscal year.

Personal Income (Nominal \$(M)) – Income received by persons from all sources. It includes income received from participation in production as well as from government and business transfer payments. It is the sum of compensation of employees (received), supplements to wages and salaries, proprietors' income with inventory valuation adjustment (IVA) and capital consumption adjustment (CCAdj), rental income of persons with CCAdj, personal income receipts on assets, and personal current transfer receipts, less contributions for government social insurance.

Real Disposable Personal Income (Fixed 2010-11 \$(M)) – Total after-tax income received by persons; it is the income available to persons for spending or saving.

Real Gross Domestic Product (Fixed 2010-11 \$(M)) – A measurement of the state's output; it is the sum of value added from all industries in the state. GDP by state is the state counterpart to the Nation's gross domestic product.

Consumption by Households and Government (Fixed 2010-11 \$(M)) – The goods and services purchased by persons plus expenditures by governments consisting of compensation of general government employees, consumption of fixed capital (CFC), and intermediate purchases of goods and services less sales to other sectors and own-account production of structures and software. It excludes current transactions of government enterprises, interest paid or received by government, and subsidies.

Real Output (Fixed 2010-11 \$(M)) – Consists of sales, or receipts, and other operating income, plus commodity taxes and changes in inventories.

Total Employment (Jobs) – This comprises estimates of the number of jobs, full time plus part time, by place of work. Full time and part time jobs are counted at equal weight. Employees, sole proprietors, and active partners are included, but unpaid family workers and volunteers are not included.

Population (Persons) – Reflects first of year estimates of people, including survivors from the previous year, births, special populations, and three types of migrants (economic, international, and retired).

## PROGRAM FINDINGS

### FLORIDA SPORTS FOUNDATION GRANT PROGRAM

#### Program Description

The Florida Sports Foundation, Inc. (FSF) is a 501(c)(3) non-profit corporation, serving as the Sports Industry Development Division of Enterprise Florida, Inc.<sup>14</sup>

In 1989, the Legislature authorized the designation of a direct support organization to assist in the promotion and development of the sports industry in the state.<sup>15</sup> In 1995, the Legislature authorized the sale of professional sport team license plates, the proceeds of which were allocated to the FSF to:

- Fund major sporting events;
- Promote the economic development of the sports industry;
- Distribute licensing and royalty fees to participating pro sports teams;
- Institute a grant program for communities bidding on minor sporting events that create an economic impact for the state;
- Distribute funds to Florida-based charities designated by the FSF and the participating pro sports teams; and
- Fulfill sports-promotion responsibilities of the Department required by statute.<sup>16</sup>

Following the abolishment of the Department of Commerce in 1996,<sup>17</sup> the FSF was assigned to the Office of Tourism, Trade and Economic Development (OTTED) in the Executive Office of the Governor, with specific statutory powers and duties.<sup>18</sup> In 1999, the Legislature transferred many of the responsibilities of the Governor's Council on Physical Fitness and Amateur Sports to the FSF, which included the operation of the "Sunshine State Games."<sup>19</sup> The statutory responsibilities were expanded in 2010 to include assisting OTTED in retention of professional sports franchises and the spring training operations of Major League Baseball.<sup>20</sup>

When OTTED was abolished in 2011, FSF was merged into Enterprise Florida, Inc. (EFI), the state's principal economic development organization under contract with the newly created Department of Economic Opportunity.<sup>21</sup> FSF operates as a separate corporation with EFI as its sole member, and FSF retained the assets, liabilities and responsibilities of the original corporation. EFI is responsible for appointing FSF's board of directors, President and other corporate officers. The President is responsible

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<sup>14</sup> Section 288.92(1)(e), F.S.

<sup>15</sup> When created by statute, Direct-Service Organizations are typically non-profit corporations, authorized to carry out specific tasks in support of public entities or public causes. Section 1, ch. 88-226, L.O.F., created the Sports Advisory Council within the Florida Department of Commerce. Section 1, ch. 89-263, L.O.F., authorized the creation of a DSO to assist the Sports Advisory Council. Section 1, ch. 92-111, L.O.F., transferred the DSO to the Department of Commerce, and OPPAGA Report 96-31 states that FSF was established as a DSO of the Department of Commerce in 1992. The Council was abolished by s. 22, ch. 93-187, L.O.F.

<sup>16</sup> Section 3, ch. 95-282, L.O.F., which created s. 320.08058(9), F.S.

<sup>17</sup> Section 3, ch. 96-320, L.O.F.

<sup>18</sup> Section 56, ch. 96-320, L.O.F., which created s. 288.1229, F.S.

<sup>19</sup> Section 7, ch. 99-251, L.O.F.

<sup>20</sup> Section 6, ch. 2010-140, L.O.F.

<sup>21</sup> Section 30, ch. 2011-142, L.O.F.

for the active management of FSF, subject to the directions of the board and EFI, “consistent with its organizational documents and the purposes set forth in Section 288.1229, Florida Statutes (2010).”<sup>22</sup> Today, the duties of the Florida Sports Foundation are to:

- With funding from the sale of nine Professional Sports and three Specialty License Plates, administer the Major, Regional and Small Market grant programs, which assist Florida communities with securing, hosting and retaining sporting events, as well as assist in the marketing of these Specialty License Plates;
- Promote, organize and provide funding for the Sunshine State Games and the Florida Senior Games;
- Through publications and the FSF website, promote sports tourism in Florida and convene an annual summit of Regional Sports Commissions;
- Through publications and the FSF website, promote the Florida Grapefruit League as a sports tourism destination, and promote Florida as a golfing and fishing destination;
- Assist the Florida Department of Economic Opportunity in certifying new and retained professional sports franchise and baseball spring-training facilities in the state; and
- With other state agencies or private entities, assist or sponsor sport or fitness related activities.

Funding for the FSF is provided through a variety of sources. First, the sale of Florida professional sports team license plates results in half of the proceeds being used to attract major sports events in Florida.<sup>23</sup> The FSF receives up to \$2.5 million annually from the sale of these license plates. The FSF also receives proceeds from the sale of US Olympic Committee license plates to fund Florida’s Sunshine State Games.<sup>24</sup> Further, FSF receives a portion of the proceeds from the sale of Florida NASCAR<sup>25</sup> and Florida Tennis license plates.<sup>26</sup> Finally, FSF reported they received \$200,000 annually in General Revenue in Fiscal Years 2013-14, 2014-15, and 2015-16.<sup>27</sup> The total of all these revenue sources averaged \$4.5 million per year during the review period.

Major program expenditures include funding the FSF Major Grant Program, the Regional Grant Program (primarily amateur sport events), the Small Market Grant Program, and the Amateur Sports Programs (Sunshine State Games and Florida Senior Games). Grant requests are submitted through the 26 regional sports commissions and are evaluated based on need and the economic impact related to the number out-of-state participants and spectators. These estimates are provided in grant applications and validated after the event.

As noted above, the FSF has varied administrative responsibilities in support of the state’s sports-tourism industry. Both the Sunshine State Games and the Senior Games primarily serve Florida residents. While it is possible that non-Florida residents participated, it is likely that economic benefits from these participants are negligible. Florida Sports Foundation’s main contribution to the Florida economy is the grant program, which is the focus of this analysis.

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<sup>22</sup> Sections 1 and 2 of Article VI, and Section I (d), Bylaws of the Florida Sports Foundation, Incorporated, March 19, 2012. Section 288.1229, Florida Statutes (2010) was repealed by s. 485, ch. 2011-142, L.O.F.

<sup>23</sup> Section 320.08058(9)(b), F.S. Major sport events include pro sport events, NCAA Final Four basketball events, or a horseracing or dog racing Breeders’ Cup.

<sup>24</sup> Section 320.08058(6)(b)1.a., F.S.

<sup>25</sup> Section 320.08058(60), F.S.

<sup>26</sup> Section 320.08058(65), F.S.

<sup>27</sup> FSF Revenues and Expenditures. Information on file with EDR.

### **FSF Grant Programs**

The FSF grant programs assist the 27 regional sports commissions in securing and hosting professional and amateur sporting events from recognised host organizations. Such events range from the NCAA College Football Playoff Semi Final to the Association Croquet World Championships. The Major, Regional and Small Market grant programs have specific qualifying criteria, designed to maximize “economic impact, return on investment, and community support and image value to the state.”<sup>28</sup> Grants are subjected to both pre-award evaluation and post-event verification of economic impact.

To measure the estimated economic impact of events, applications are required to include an estimate of:

- The number of adults and youth from out-of-state attending or participating in the event, the length of their stay, the number of rooms estimated to be let and the event room rate; and
- The state sales and tourist development taxes generated by the event.

The applications also identify the “community support” or other public matching funds secured for the event. Completed applications are considered quarterly by the FSF Board of Directors.

After the event, the regional sports authority submits a “Post Event Report” showing the actual economic impact of out-of-state event attendees to secure the approved grant from the FSF. Regional grants may be reduced if the event fails to meet required qualifying thresholds.

### **Description of the Data**

EDR examined the post-event reports of sporting events that received FSF grants to ascertain the total number of out-of-state participants and spectators (both adult and children), as well as visiting media; the length of stay for participants and spectators; hotel costs; and average daily expenditures. The 2015 analysis assumed that the hotel costs and the average daily expenditures were mutually exclusive (i.e. the hotel costs were not captured by the average daily expenditures). Upon further review and consultation, adjustments were made to this assumption; and the analysis uses the average daily expenditure to capture the hotel costs as well as the other expenditure categories. Consequently, the 2018 ROI will appear lower than the 2015 analysis. However, if this new assumption were applied to the analysis in the previous report, the 2015 ROI would have lower than reported.

The analysis only included events that occurred in the study review period. Events that qualified for the grant but occurred outside the study review period were excluded from the study. EDR successfully surveyed 24 of the 27 local sports commissions that received grants during the review period to ascertain the total cash assistance given to the sporting events in the study.

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<sup>28</sup> See FSF Major & Regional Grant Program Policies & Procedures at <http://www.flasports.com/wp-content/uploads/2015/09/FS-Grant-Policies-Procedures-15-16-FY.pdf> last accessed on 9/7/17. Also, events are not “considered for any of the Foundation’s Grant Programs if the event also receives funding from the state of Florida, its agency or state private partner, for the purpose of economic development or economic impact and/or tourism incentives.”

## Analysis and Findings

### Statewide Economic Model Impact Projections of the Florida Sports Foundation Grant Program

		13-14	14-15	15-16	Total
State Payments in the Window	Nominal \$ (M)	0.9	1.5	1.9	4.3
Total Net State Revenues	Nominal \$ (M)	6.4	6.5	7.5	20.3
Return-on-Investment by Year		7.19	4.31	4.0	
Return-on-Investment for the 3 year period					4.72

		13-14	14-15	15-16	Total		Average per Year
Personal Income	Nominal \$ (M)	124.1	137.1	163.3	424.4		141.5
Real Disposable Personal Income	Fixed 2010-11 \$ (M)	97.4	107.0	126.6	331.0		110.3
Real Gross Domestic Product	Fixed 2010-11 \$ (M)	190.8	191.3	216.9	599.1		199.7
Consumption by Households and Government	Fixed 2010-11 \$ (M)	119.9	123.5	143.3	386.6		128.9
Real Output	Fixed 2010-11 \$ (M)	234.3	233.7	266.0	734.0		244.7

		13-14	14-15	15-16	Minimum	Maximum	Average per Year
Total Employment	Jobs	1,433	1,176	1,205	1,176	1,433	1,271
Population	Persons	0	288	538	0	538	275

The analysis considered the impact of the 299 sporting events that occurred within the three-year review period: July 1, 2013 to June 30, 2016. The events ranged from AAU Taekwondo Nationals to the Florida Ironman competition. A brief summary can be found below:

Fiscal Year	# of Events	Total FSF Grant Awards	Total Local Grant Amounts
2013-14	83	\$884,700	\$2,206,617
2014-15	114	\$1,507,581	\$3,553,043
2015-16	102	\$1,865,825	\$4,887,243

When grant responsibilities for events are shared, the economic benefit is proportionately attributed among the public contributors. When proportioned at the individual event level, FSF's share of visitors ranged from under 10 percent to 100 percent for each event. Based on the calculated proportions per event, the analysis attributes 607,401 out-of-state visitors to FSF Grants. They stayed, on average, 5.4 days in Florida (according to the post-event reports), spending \$512 million in the state economy.

The Florida Sports Foundation Grant Program has a projected ROI of 4.72. For every dollar spent on the grant program, the state of Florida received \$4.72 in tax revenue. In addition, the grant program increased Florida's Real GDP by about \$599 million and caused Real Disposable Personal Income to grow by \$331 million in the study review period. Even after apportioning the benefit with local governments, the FSF grant program had a ROI higher than the other sports related programs. This is due to its ability



to attract large national events with significant out-of-state visitors for, on average, a small state share of the cost. The state share of the cost runs about \$15,000 per event. Visiting participants and spectators to these events spent money and, on average, stayed longer than a typical Florida visitor--contributing to the higher ROI.

The ROI in this analysis review period (4.72) is lower than in the previous study (5.61). However, as previously mentioned, the assumptions used to arrive at the current ROI differ from the previous analysis with regard to how money spent on hotels is captured. Had the current assumptions been applied to the previous analysis, the 2015 ROI would have been 4.7 rather than 5.61. In comparison to the ROI of 4.7, the current ROI is essentially the same, albeit slightly higher.

There are several contributing factors to the increase in the ROI. There were almost twice as many events during this three-year review period compared to the last review. This increase in the number of events resulted in almost 370,000 more visitors, a 150 percent increase, than the previous analysis. These visitors spent nearly \$250 million more, a 95 percent increase, than during the previous study. While the nearly doubling of events resulted in significant increases to the number of visitors and therefore how much they spent in total, the increase to the total State spending (FSF Grants) was \$2 million more, approximately 90 percent, than the previous study. With the increases in the number of visitors attracted by these events and the amounts spent by these visitors outstripping the increases to the amount of State spending, the resulting increase to the ROI is expected.

## PROFESSIONAL SPORTS FRANCHISE INCENTIVE

### Program Description

The Professional Sports Franchise incentive is the state's funding mechanism to attract and retain pro sport franchises in Florida. Qualified applicants are eligible for up to \$2 million annually for 30 years. These dollars are pledged with other local government resources to secure bonds to fund the acquisition, construction, reconstruction or renovation of pro sport facilities.

In their initial effort to attract professional sports franchises to the state, the Legislature authorized three funding mechanisms for the construction of related facilities. In 1988, local governments were authorized to levy a local option sports facility sales tax on stadium admissions, concessions and parking that was matched with an equal amount of state funds of up to \$2 million per year and \$15 million over the life of the facility.<sup>29</sup> The law also authorized counties to levy a one-percent tourist development tax to pay the debt service on bonds issued to finance the construction, reconstruction, or renovation of a professional sports franchise facility.

In 1991, the Legislature significantly revised the incentive to provide up to \$2 million a year for up to 30 years to applicants certified by the Department of Commerce.<sup>30</sup> Certification criteria include a commitment by the franchise to use the facility for five years, a declaration by the local government that the project serves a public purpose, projections for paid attendance (at least 300,000 annually), projections that the facility will generate at least \$2 million annually in sale taxes, and demonstration of the financial capability to provide more than one-half of the costs incurred or related to the improvement or development of the facility. This law also established an incentive for new spring training franchises, limited the total number of awards for incentives to six, and prohibited facilities from receiving more than one award.

The qualifying criteria were amended in 1994 to extend the use commitment from five to ten years for pro sports franchises.<sup>31</sup> In addition, counties were authorized to levy an additional one-percent tourist development tax to pay the debt service on bonds issued to finance the construction, reconstruction, or renovation of a professional sports franchise facility.<sup>32</sup> The incentive was made available to fund facilities for "retained" pro franchises in 1995,<sup>33</sup> and the cap on the number of awards was increased from six to eight in 1996.<sup>34</sup> The cap was increased again in 2000, with eight awards specifically reserved for pro facilities.<sup>35</sup>

To date, eight certified facilities for new or retained professional sports franchises have received funding distributions from DOR.<sup>36</sup> Each facility receives \$166,667 monthly (\$2 million annually) for no more than

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<sup>29</sup> Section 288.1162, F.S., created in ch. 88-226, L.O.F. Approval was contingent upon review and recommendation by the Florida Department of Commerce, and subsequent Legislative authorization. If a local government was successful in signing a franchise before January 1, 1989, they would also have received an additional \$1,757,920 to assist in locating the franchise to Florida. This incentive was not awarded to any franchises.

<sup>30</sup> Chapter 91-274, L.O.F.

<sup>31</sup> Section 35, ch. 94-338, L.O.F.

<sup>32</sup> Section 37, ch. 94-338 and s. 1, ch. 94-275, L.O.F.

<sup>33</sup> Chapter 95-304, L.O.F.

<sup>34</sup> Section 45, ch. 96-320, L.O.F.

<sup>35</sup> Section 2, ch. 2000-186, L.O.F. Five awards were specifically authorized for retained Spring Training franchises.

<sup>36</sup> The eighth pro sport certification was specifically designated by s. 4, ch. 2006-262, L.O.F., for an NBA franchise located in Florida since 1997. In 2014, the Legislature established the Sports Development Program to provide an additional sales tax distribution to local governments for the purpose of constructing or renovating professional sports facilities. However, the

30 years, totaling a maximum of \$60 million. These distributions fund a relatively small portion of the debt financing for pro-sport facilities, ranging from 6 to 17.4 percent. Finally, in some cases the primary tenant contributes to the construction or reconstruction funding of the facility.

### **Data**

For the analysis of this program, EDR surveyed the eight professional teams that use facilities financed, in part, by the Professional Sports Franchise incentive. EDR requested data on total tickets purchased to professional sporting events, total number of ticket purchases from attendees with out-of-state zip codes and total number of youth tickets purchased to these events. Three of the eight teams were able to provide an estimate of out-of-state visitors based on ticket purchases.

EDR reviewed the “2010-11 Fiesta Bowl Festival of College Football Economic Impact Study,”<sup>37</sup> which provided estimates of out-of-state visitors to the bowl games at the relevant sport facilities. The study included separate estimates for both Bowl Championship Series (BCS) games and non-BCS games.

EDR also reviewed DOR data regarding the sales tax distributions for each Professional Sports Franchise Incentive recipient.

Further, EDR examined the bond documents associated with the building or renovation of the qualified facilities. The bond documents helped identify the proportions financed through local sources versus the state’s sales tax distributions.

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qualifying and certification criteria are substantially different from the Professional Sports Franchise Facility incentive. (Section 4, ch. 2014-167, L.O.F., creating s. 288.11625, F.S.). To date, no projects have qualified.

<sup>37</sup> Arizona State University (ASU) W.P. Carey Center for Competitiveness and Prosperity Research and the ASU W.P. Carey Marketing Department. Report on file. Available upon request.

## Analysis and Findings

Statewide Economic Model Impact Projections of the Professional Sports Facilities

		13-14	14-15	15-16	Total
State Payments in the Window	Nominal \$ (M)	16.0	16.0	16.0	48.0
Total Net State Revenues	Nominal \$ (M)	5.3	4.6	5.4	15.3
Return-on-Investment by Year		0.33	0.29	0.3	
Return-on-Investment for the 3 year period					0.32

		13-14	14-15	15-16	Total		Average per Year
Personal Income	Nominal \$ (M)	105.2	99.6	118.8	323.6		107.9
Real Disposable Personal Income	Fixed 2010-11 \$ (M)	82.9	78.2	92.4	253.5		84.5
Real Gross Domestic Product	Fixed 2010-11 \$ (M)	150.1	125.9	145.7	421.8		140.6
Consumption by Households and Government	Fixed 2010-11 \$ (M)	87.3	75.0	90.4	252.7		84.2
Real Output	Fixed 2010-11 \$ (M)	185.1	154.8	180.0	519.9		173.3

		13-14	14-15	15-16	Minimum	Maximum	Average per Year
Total Employment	Jobs	1,197	810	862	810	1,197	956
Population	Persons	0	256	448	0	448	235

EDR surveyed the eight professional sports teams to ascertain the number of out-of-state visitors attending events in their facilities during the review period. Three of the eight teams estimated that, on average, 13.9 percent of attendees were from out-of-state, based on the zip codes identified in billing documents.

It is possible that the estimate does not account for all out-of-state visitors to professional sport games, as visitors may have purchased tickets through a third-party vendor. However, the number does not appear to be unreasonable. Two professional sports impact studies identify overnight, out-of-state attendees ranging from 6 percent to 10.5 percent.<sup>38</sup> Additionally, the estimate assumes that all of the out-of-state attendees were visiting Florida primarily to watch the sporting event. This is a generous assumption, as some of these visitors could have been “casuals”, with a different primary reason for visiting Florida.

Attendees to the college football bowl games played in the facilities were included in the analysis. The “2010-11 Fiesta Bowl Festival of College Football Economic Impact Study” provided the percentage of out-of-state visitors who attended either a BCS or a non-BCS bowl game. Using this figure, the study attributed an additional 130,442 visitors to professional sports facilities from the bowl games.

When financing responsibilities for facilities or events are shared, the economic benefit (or outcome) is proportionately attributed among the public contributors. In this case, EDR found that the Professional Sports Franchise incentive provided 26 percent of the public financing for the 8 facilities, while the local governments contributed the remaining 74 percent. Based on the proportions of state and local financing, the analysis attributes 425,100 out-of-state visitors to the state incentive. Including the bowl game attendees, total out-of-state visitors due to the state’s share increased to 555,542.

The Professional Sports Facilities Incentive Program has a projected ROI of 0.32. For every dollar spent through the incentive, the state of Florida received 32 cents in tax revenue. In addition, the state

<sup>38</sup> See The Impact of Oriole Park at Camden Yards on Maryland’s Economy, 2006 & Seattle Seahawks Economic Impact, 1996.

incentive caused Florida's Real GDP to increase by about \$421.8 million and caused Real Disposable Personal Income to grow by \$253.5 million during the review period. The program attracted the second most out-of-state visitors in the study, and came in with the 2nd highest ROI; however, it was significantly lower than the 4.72 ROI for the first place program. This was due mainly to the cost of the program. The program cost the state \$16 million per year during the review period. In contrast, the Florida Sports Foundation Grant program cost the state, on average, less than \$1.4 million per year during the review period.

The ROI during this review period is essentially the same as the previous analysis, 0.32 versus 0.3. This increase can be attributed to the higher reported number of out-of-state visitors from the surveyed teams. The average out-of-state attendance during the previous analysis was 10.8 percent. The average during this review period was 13.9 percent. After the last analysis, EDR suggested that the teams more accurately capture the number of out-of-state tickets sold. The teams seem to have been able to report these figures, resulting in a slightly higher ROI.

## **SPRING TRAINING BASEBALL FRANCHISE INCENTIVE**

### **Program Description**

The Spring Training Baseball Franchise incentive is the state's funding mechanism to attract and retain facilities for Major League Baseball (MLB) spring training in Florida. Qualified applicants are eligible for up to \$500,000 annually for up to 30 years. These dollars are typically pledged with designated Tourist Development Tax revenue and other local government resources to secure bonds to fund the acquisition, construction, reconstruction or renovation of spring training facilities.

In 1988, the Florida Legislature established the first state incentive to attract professional franchises to the state. In 1991, the law was significantly revised and expanded to include an incentive for new spring training baseball franchises. Certification criteria for the spring training franchise incentive included a commitment by the franchise to use the facility for fifteen years, projections for paid attendance (at least 50,000 annually), demonstration of the financial capability to provide more than one-half of the costs incurred or related to the improvement or development of the facility, proof that the facility was located within 20 miles of an interstate or other limited-access highway system, and a requirement that the county levy a four-percent Tourist Development Tax, with 87.5 percent of the proceeds dedicated for the construction of the complex.<sup>39</sup> This law also limited the total number of awards for both the professional sports franchises and new spring training franchises to six, and prohibited facilities from receiving more than one award.

In 1999, the Legislature extended the use of the Professional Sports and Additional Professional Sports Tourist Development Taxes to fund debt service on spring training franchise facilities.<sup>40</sup> At that point, no local governments had applied for the incentive.

In 2000, the law was amended to provide the incentive to "retained" rather than "new" spring training franchises, delete the requirement that the facility be located within 20 miles of an interstate or other limited-access highway system, and to establish ranking criteria for awards. The awards were limited to publically-owned facilities and were authorized for in-state relocations provided certain conditions were met. The law also imposed a cap of five awards.<sup>41</sup>

In 2006, the number of authorized awards for spring training facilities was expanded from five to ten, with the imposition of additional certification criteria. Counties were authorized to use up to \$2 million of their local option half-cent sales tax revenues annually to fund facilities for new or retained professional sports franchises and facilities for retained spring training franchises.<sup>42</sup> The scope of the incentive was expanded in 2010, to include any spring training franchise rather than only "retained" spring training franchises.<sup>43</sup> By August 2012, ten facilities were certified for the incentive.<sup>44</sup>

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<sup>39</sup> Ch. 91-274, L.O.F.

<sup>40</sup> Section 1, ch. 99-287, L.O.F.

<sup>41</sup> Ch. 2000-186, L.O.F.

<sup>42</sup> Ch. 2006-262, L.O.F.

<sup>43</sup> Ch. 2010-140, L.O.F. Also, provisions relating to the spring training incentive were transferred from s. 288.1162 to newly created s. 288.11621, F.S.

<sup>44</sup> An additional three facilities have been certified under the Retention of Spring Training Baseball Franchises incentive enacted in 2013 (s. 24, ch. 2013-42; amended by s. 5, ch. 2014-167, L.O.F.; and codified in s. 288.11631, F.S.). This program provides up to \$20m over 20 years to fund single-franchise facilities, and \$50m over 25 years to fund facilities housing more than one franchise. This program is not reviewed as the Legislature has not required it be evaluated.

## Data

For the analysis of this program, EDR obtained attendance figures, by team, from the official Florida's Grapefruit League website, which is maintained by the Florida Sports Foundation.<sup>45</sup> In addition, EDR reviewed the "2009 Major League Baseball Florida Spring Training Economic Impact Study," which provided an estimate of out-of-state visitors whose primary reason for visiting Florida was to attend Spring Training games.<sup>46</sup> The study also included information on average party size, average expenditure amount per party per day, and length of stay for these out-of-state visitors.

Further, EDR reviewed DOR data on the sales tax distribution for each Spring Training Sports Facilities recipient.

In addition, EDR examined the bond documents associated with the building or renovation of the qualified facilities. The bond documents helped identify the proportions financed through local sources versus the state's sales tax distribution.

## Analysis and Findings

### Statewide Economic Model Impact Projections of the Spring Training

		13-14	14-15	15-16	Total
State Payments in the Window	Nominal \$ (M)	4.7	4.7	4.4	13.9
Total Net State Revenues	Nominal \$ (M)	0.9	1.1	1.1	3.1
Return-on-Investment by Year		0.20	0.23	0.2	
Return-on-Investment for the 3 year period					0.22

		13-14	14-15	15-16	Total		Average per Year
Personal Income	Nominal \$ (M)	18.7	22.9	24.1	65.8		21.9
Real Disposable Personal Income	Fixed 2010-11 \$ (M)	14.7	17.8	18.8	51.3		17.1
Real Gross Domestic Product	Fixed 2010-11 \$ (M)	25.1	28.7	28.5	82.3		27.4
Consumption by Households and Government	Fixed 2010-11 \$ (M)	13.7	16.6	17.2	47.6		15.9
Real Output	Fixed 2010-11 \$ (M)	31.3	35.4	35.3	102.0		34.0

		13-14	14-15	15-16	Minimum	Maximum	Average per Year
Total Employment	Jobs	215	203	176	176	215	198
Population	Persons	0	64	128	0	128	64

Using the 2009 MLB Florida Spring Training Economic Impact Study, the analysis estimated the percentage of out-of-state visitors whose primary reason for visiting Florida was Spring Training. In the three-year review period, this totaled 336,080 visitors to Florida. The analysis attributes only 22 percent of these visitors to the state incentive. This was due to two reasons. First, local contributions were the primary source of financing for these Spring Training facilities. Second, a few of the facilities were not awarded the sales tax distribution and were excluded from the analysis. The impact study's expenditure

<sup>45</sup> <http://www.floridagrapefruitleague.com>

<sup>46</sup> The Bonn Marketing Research Group, Inc. Report on file. Available upon request.

amount per party and average number of nights stayed were used to measure the dollar amount that each visitor contributed to the Florida economy.

During the review period, one of the recipient facilities was under renovation. Construction expenditures benefit the state through additional tax revenue, personal income and GDP growth. The analysis estimated the state's share of the construction expenditures and included it in the impact.

The Spring Training Franchise Incentive Program has a projected ROI of 0.22. For every dollar spent on the program, the state of Florida received 22 cents in tax revenue. In addition, the program increased Florida's Real GDP by \$82.3 million and caused Real Disposable Personal Income to grow by \$51.3 million during the review period. The program attracted the third greatest number of out-of-state visitors in the study and came in with the third highest ROI.

The ROI for this review period is higher than the previous analysis, 0.22 versus 0.11. This increase is largely attributable to the increased construction expenditure that occurred within the review period. During the previous analysis, there was only one year of construction expenditures. During this analysis, there were three years of expenditures. As previously mentioned, construction expenditures benefit the state through additional tax revenue, personal income and GDP growth. These two extra years of construction positively impacted the ROI.



## PROFESSIONAL GOLF HALL OF FAME FACILITY INCENTIVE

### Program Description

World Golf Foundation, Inc., was established in 1994 as a non-profit with the purpose of constructing and operating the World Golf Hall of Fame facility in Northeast Florida. The \$48.6 million facility was completed and opened to the public in May, 1998. The World Golf Hall of Fame was originally located in North Carolina and was owned and operated by the PGA of America.<sup>47</sup>

In 1993, the Legislature authorized a funding mechanism for financing this sports-destination facility, which is part of the “World Golf Village” project, a “vacation destination with two championship golf courses, high-end accommodations and several other amenities.”<sup>48</sup> The project was initially financed by the St. Johns County Industrial Development Authority. In the enacting legislation, the Legislature determined the “facility would receive national and international media promotion and attention to the extent of promoting the quality of life in Florida, so as to attract national and international tourists and sports-related industry...”<sup>49</sup>

In 1998, the Florida Department of Commerce certified the World Golf Foundation as eligible for \$50 million in state sales tax revenue, to be distributed over 25 years for the purpose of covering the financed construction costs related to the Professional Golf Hall of Fame. The 75,000 sq. ft. facility contains a cafeteria, gift shop and IMAX Theater.

Certification criteria included:

- Projections that the professional golf hall of fame facility will attract a paid attendance of more than 300,000 annually.
- An independent analysis or study which demonstrates that the amount of the revenues generated by sales and use taxes with respect to the use and operation of the facility will equal or exceed \$2 million annually.
- An agreement by the applicant to provide \$2 million annually in national and international media promotion of the professional golf hall of fame facility, Florida, and Florida tourism, through the PGA Tour, Inc., or its affiliates, at the then-current commercial rate, during the period of time that the facility receives funding from the state.
- Documentation that the applicant has provided, is capable of providing, or has financial or other commitments to provide more than one-half of the costs incurred or related to the improvement and development of the facility.

Use of the state funds was restricted to costs related to the construction, reconstruction, renovation, promotion, or operation of the facility. The last scheduled distribution to St. Johns County Industrial Development Authority is June 2023.

The law also required the department to recertify every 10 years that the facility is open, continues to be the only professional golf hall of fame in the United States recognized by the PGA Tour, Inc., and is

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<sup>47</sup> See <http://www.worldgolfhalloffame.org>

<sup>48</sup> Chapter 93-233, L.O.F., creating s. 288.1168, F.S. & s. 212.20(6)(d)7.c., F.S. See <http://www.worldgolfhalloffame.org/about-the-museum/our-history/>

<sup>49</sup> Ch. 93-233, L.O.F.

meeting the minimum projections for attendance or sales tax revenue as required at the time of original certification.

In 2017, the Legislature required the Department of Revenue (DOR) to audit the Professional Golf Hall of Fame facility by 10/1/17 to verify that state payments have been expended to finance the construction or operation of the facility; and required the owner or operator of the facility to certify by 1/1/18 that all state payments have been used to pay debt service on bonds issued to finance the construction or renovation of the facility (and related costs).<sup>50</sup>

## Data

For the analysis of the program, EDR requested that the World of Golf Hall of Fame provide information on total tickets purchased to the Hall of Fame, total number of tickets purchased by Florida residents, and total number of youth tickets purchased to these events. The museum provided attendance numbers, as well as the percentage of out-of-state visitors.

EDR also reviewed DOR data on the sales tax distribution for the World of Golf Foundation.

In addition, EDR examined the bond documents associated with construction of the World Golf Village. The bond documents helped identify the proportions financed through local sources versus the state's sales tax distribution.

## Analysis and Findings

### Statewide Economic Model Impact Projections of the Golf HOF

		13-14	14-15	15-16	Total
State Payments in the Window	Nominal \$ (M)	2.0	2.0	2.0	6.0
Total Net State Revenues	Nominal \$ (M)	0.2	0.2	0.3	0.7
Return-on-Investment by Year		0.11	0.11	0.1	
Return-on-Investment for the 3 year period					0.12

		13-14	14-15	15-16	Total		Average per Year
Personal Income	Nominal \$ (M)	4.3	5.0	5.8	15.0		5.0
Real Disposable Personal Income	Fixed 2010-11 \$ (M)	3.3	3.8	4.5	11.5		3.8
Real Gross Domestic Product	Fixed 2010-11 \$ (M)	5.1	5.4	6.2	16.6		5.5
Consumption by Households and Government	Fixed 2010-11 \$ (M)	2.2	2.6	3.3	8.1		2.7
Real Output	Fixed 2010-11 \$ (M)	6.4	6.8	7.8	21.0		7.0

		13-14	14-15	15-16	Minimum	Maximum	Average per Year
Total Employment	Jobs	48	42	41	41	48	44
Population	Persons	0	0	0	0	0	0

<sup>50</sup> Section 16, ch. 2017-2333, L.O.F. The law also includes penalties for failure to comply.

The EDR survey of The World of Golf Hall of Fame produced a total attendance number and the percentage of out-of-state visitors. Based on survey responses from their attendees, the World Golf Hall of Fame reported that of their 511,254 total visitors, approximately 70 percent (357,878) were from out-of-state during the three years in the review period. Unlike the other sports related programs under review, the analysis does not attribute all of a visitor's stay in World Golf Village to the Hall of Fame. The Hall of Fame is just one of the attractions at the World Golf Village, which also includes golf courses, convention space and a luxury hotel. The analysis assumed that all of these attractions contributed to the visitor's decision to go to the World Golf Village. Therefore, the analysis only attributed a half day to each estimated out-of-state visitor. This effectively reduces the percentage of out-of-state visitors to 35 percent (178,939) of the total.

EDR examined the bond documents associated with the construction of the World Golf Village. The bond documents showed that 53.82 percent of the facility was financed by the incentive. The analysis attributes 53.82 percent of the out-of-state visitors to the state. This totaled 95,768 out-of-state visitors during the review period.

The World of Golf Facility Incentive has a projected ROI of 0.12. For every dollar spent on the program, the state of Florida received 12 cents in tax revenue. In addition, the program increased Florida's Real GDP by \$15.5 million and caused Real Disposable Personal Income to grow by \$7.8 million during the review period. The program attracted the fourth greatest number of out-of-state visitors in the study and came in with the fourth highest ROI.

The ROI during this review period is both higher than the previous analysis, 0.12 compared to -0.08, and positive rather than negative. This increase and shift to a positive ROI is largely attributed to the increase in the number of out-of-state visitors reported by the Hall of Fame. There were approximately 56,000 more out-of-state visitors (a 140 percent increase) in this analysis than the previous one. After the last analysis, EDR suggested that they more accurately capture the number of out-of-state tickets sold. They were able to comply with this recommendation, resulting in a slightly higher ROI.

## INTERNATIONAL GAME FISH ASSOCIATION WORLD CENTER

### Program Description

As declared in its mission statement, the International Game Fish Association (IGFA) is a not-for-profit organization “committed to the conservation of game fish and the promotion of responsible, ethical angling practices through science, education, rule making and record keeping.”<sup>51</sup> First formed in 1939, its headquarters was located in New York. In the late 1950’s, IGFA moved from New York to Florida, first to Miami, then in 1967 to Fort Lauderdale, in 1992 to Pompano Beach, and in 1999 to the IGFA Fishing Hall of Fame & Museum in Dania Beach.

In 1996, the Legislature authorized a funding mechanism for financing this new sports-destination facility, with the understanding it would be collocated with Bass Pro Shops/Outdoor World, a privately held retailer of hunting, fishing, camping and related outdoor recreation merchandise. The 160,000 sq. ft. Outdoor World opened in 1998, and continues to provide a mix of entertainment, retailing and a full service restaurant. In the enacting legislation, the Legislature determined the entire “project would, in addition to educational, tax, environmental, and job opportunity enhancement, accomplish the goals established for sports promotion in the state...”<sup>52</sup>

In 2000, the Florida Department of Commerce certified the International Game and Fish Association as eligible for \$15 million in state sales tax revenue, to be distributed over 14 years, to help finance the construction of the International Game Fish Association World Center. Until 2015, the 60,000 sq. ft. center contained the IGFA administrative headquarters, a fishing museum, Hall of Fame, historical displays and educational exhibits and facilities.

Certification criteria included:

- Projections that the IGFA World Center facility and the collocated private sector facility will attract an attendance of more than 1.8 million annually.
- An independent analysis or study which demonstrates that the amount of the revenues generated by sales and use taxes with respect to the use and operation of the project (not just the IGFA facility) will exceed \$1 million annually.
- Projections that the project will attract more than 300,000 persons annually who are not residents of the state.
- An agreement by the applicant to provide \$500,000 annually in national and international media promotion of the facility, at the then-current commercial rates, during the period of time that the facility receives this funding from the state.
- Documentation that the applicant has provided, and is capable of providing, or has financial or other commitments to provide, more than one-half of the cost incurred or related to the improvements and the development of the facility.

Use of the state funds was restricted to costs related to the construction, reconstruction, renovation, promotion, or operation of the facility. The IGFA received its last distribution in February 2014.

The law also required the department to recertify every 10 years that the facility is open, continues to be the only international administrative headquarters, fishing museum, and Hall of Fame in the United

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<sup>51</sup> See <http://www.igfa.org/About/Mission.aspx>

<sup>52</sup> Ch. 96-415, L.O.F.; s. 288.1169, F.S.

States recognized by the International Game Fish Association, and that the project is meeting the minimum projections for attendance and sales tax revenues as required at the time of original certification.

In February of 2014 the IGFA received their last payment from the state. In 2015, the IGFA relocated their museum and Hall of Fame to Springfield, Missouri.

## Data

For the analysis of the program, EDR requested the IGFA provide information on total tickets purchased to the Hall of Fame, total number of tickets purchased by Florida residents, and total number of youth tickets purchased to these events. The museum, now located in Missouri, did not provide attendance numbers, nor did they provide information concerning out-of-state visitors.

## Analysis and Findings

The IGFA declined to provide attendance figures for the analysis. Without these data, EDR was unable to perform the analysis. In lieu of performing the analysis, EDR has included the previous study's results.

*Statewide Economic Model Impact of the International Game & Fish Museum*

	2010 - 11	2011 - 12	2012 - 13	Total
State Payments in the Window \$ (M)	1.0	1.0	1.0	3.0
Total Net State Revenues \$ (M)	(0.1)	(0.1)	(0.1)	(0.3)
Return-on-Investment by Year	-0.1	-0.1	-0.1	
Return-on-Investment for the 3 year period				(0.09)

		2010 - 11	2011 - 12	2012 - 13	Total		Average per Year
Personal Income	Nominal \$ (M)	(2.9)	(4.3)	(3.9)	(11.1)		(3.7)
Real Disposable Personal Income	Fixed 2009 \$ (M)	(2.3)	(3.5)	(3.2)	(9.0)		(3.0)
Real Gross Domestic Product	Fixed 2009 \$ (M)	(2.5)	(3.4)	(2.9)	(8.8)		(2.9)
Consumption by Households and Government	Fixed 2009 \$ (M)	(3.7)	(5.2)	(4.5)	(13.4)		(4.5)
Real Output	Fixed 2009 \$ (M)	(3.7)	(4.9)	(3.9)	(12.5)		(4.2)
		2010 - 11	2011 - 12	2012 - 13	Minimum	Maximum	Average per Year
Total Employment	Jobs	(20)	(22)	(14)	(22)	(14)	(18)
Population	Persons	0	0	0	0	0	0

The 2015 analysis found that the IGFA Museum Incentive had a negative ROI of -0.09. For every dollar spent on the program, the state of Florida lost 9 cents in tax revenue. The primary reason for the negative ROI was the limited number of visitors the IGFA Museum was able to attract during the study period in exchange for the financial commitment by the state. The state's financial commitment also diverted spending away from other state programs that likely had a higher ROI.

## Appendix: Facilities Financing

Most stadiums and sports facilities are financed with tax-exempt bonds, which are issued through state and local governments or other public entities such as regional sports authorities. Tax-exempt bonds allow issuers to take on debt at a lower interest rate relative to taxable bonds. In turn, the underwriter is able to get a better return on their investment because their earnings are exempt from federal income tax. The maturity structure for tax-exempt bonds is typically 20 to 30 years, so it is essentially a long-term debt that is paid back over time. Tax-exempt bonds are secured by pledged revenues which are usually generated from a tax or fee. The most commonly pledged revenues for sports facilities bonds are tourist development taxes, ad valorem taxes, and sales taxes. In a few instances, the bonds have been issued as general obligation debt, which means that all revenues of the issuer, regardless of the source, may be used to pay debt service, if needed.

In Florida, the annual sales tax distributions for sports facilities financing have also been used to secure tax-exempt bonds. Issuing bonds provides a large amount of cash up-front that can be used for capital investment. However, most of the bonds are issued with 30-year maturity structures, which mean that a large portion of the state funding is actually used to pay the interest cost of the debt. For example, a certified professional sports facility in Florida that receives \$2 million a year for 30 years pledges this \$60 million to pay debt service on \$30 million of bonds issued. So, the state's \$60 million investment results in \$30 million of up-front cash that can be used to construct or renovate a facility. The state's investment for spring training facilities is significantly less. In most cases, certified spring training facilities receive \$0.5 million each year for 30 years, which typically results in about \$7.5 million of cash available for the state's \$15 million investment. In both programs, the amount of cash available varies up or down slightly by facility, depending on what interest rates were at the time bonds were issued.

Most of these bonds were issued many years ago, and construction or renovations were completed well before the timeframe for analysis. Only the Minnesota Twins had capital expenditures within the review period. This means that within the timeframe, the state's expenditures have mostly been used to pay debt service. When calculating the ROI for these programs, it is assumed that all activity at the facility within the review period would not have occurred absent the initial construction or renovation of the facility. The return generated from the state's initial investment in sports facilities will be measured as tax revenues generated from spending by out-of-state visitors to sporting events at the publicly-funded facilities.

In addition to state sales tax distributions, all of the certified entities in Florida used other funding sources to complete the sports facilities projects. Most of the additional funding was provided through bonds issued by counties, cities, or regional sports authorities. The most commonly used local government revenue sources are county tourist development taxes,<sup>53</sup> followed by local option sales taxes.<sup>54</sup> In a few cases, proceeds from land sales or other non-ad-valorem revenues were also used.

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<sup>53</sup> To include the original and additional Tourist Development Taxes, the Professional Sports Franchise Facility Tax, and the Additional Professional Sports Franchise Facility Tax. Also, five counties may levy the High Tourism Impact tax, the revenues from which may be used to fund publicly-owned facilities. (s. 125.0104(3), F.S.)

<sup>54</sup> Subject to referendum approval, local governments may use proceeds from the Local Government Infrastructure Surtax. (s. 212.55(2)(d)1.a., F.S.) Counties may also use up to \$2 million annually of the local government half-cent sales tax allocated to them by the state. (s. 218.64(3), F.S.)

Because local governments also invested in these projects, the state cannot claim all of the benefits. In order to determine what portion of the return to attribute to the state, EDR estimated the portion of the initial investment that came from state funds. It is important to note that there is not one single source of comprehensive data about sports facilities financing that includes all associated costs and funding sources. In order to estimate the state's share, EDR compiled information from many different sources, including the Florida Sports Foundation's facility certification application files that included financing plans for the facilities, individual bond offering documents found in the Municipal Securities Rulemaking Board's (MSRB) Electronic Municipal Market Access (EMMA) online database, and financial statements of local governments and regional sports authorities. EDR found that on average, the state funded 17.4 percent of pro sports facility projects and 37.4 percent of spring training facility projects. EDR also found that, in Florida, the average total cost (including interest costs) of pro sports facility was \$419.5 million, which is substantially higher than the average total cost of a spring training facility which was \$42.1 million.