**Escambia County Tourist Development Council- Special Meeting**
**Escambia County Board of County Commissioners Chambers 221**
**Palafox Place**
**Pensacola, Florida 32502**
**March 13, 2025**
**3:00 p.m. CT**

**Call to Order & Welcome** – Chair David Bear

**Roll Call –** Danielle Cooper

**Public Forum**

**County Issued Email Address** – Chair David Bear
- County IT Use Policy

**FY2025 Proposed Navy Days Funding Request** – Todd Thomson
- Navy Days Request
- DMO (Visit Pensacola and Pensacola Sports) Review of the Request

**General Chappie James Foundation Memorial Plaza** – Chair David Bear
- Update on County Action
- Haas Center Independent Economic Impact Assessment
- Proposed Letter to BCC and FDOR

**Closing Remarks –** TDC Members

**Adjourn**

# County Issued Email

County Policy Coming Soon

# Navy
# Days
# Request

February 24, 2025

TO: Tourist Promotion Partners
RE: Requests for funding for Fiscal Year (FY) 2024

Dear Potential Funding Recipient:

Attached please find the Escambia County Tourism Promotion Agency Application, which will be used for budget allocation purposes for the upcoming fiscal year.

**The deadline to submit completed applications is Monday, March 31, 2025**

The application provides you with adequate space to list all your organization's sources of revenue and your major categories of expenditures. When preparing the requested narratives, a clear and concise response is required. If you need more space, please reference the appropriate question for your answers on any additional documentation. This information does not take the place of the requirements of the Tourist Development Council for TDC grant recipients.

Important Note: As a requirement to receive County TDT grant monies, your organization will be **required** to submit both quarterly metrics and an annual report. Your required metrics report will be derived from the metric information within your application. Specific instructions to complete your annual report are included in the **Attachment A** "Annual Narrative Form", attached to this application.

**Applications must be submitted electronically.** When submitting your application, please follow all instructions and fill out the questions clearly. There is an application check list to ensure all required documents are submitted. Please check each box to confirm that these items are included with your funding request application.

Escambia County is committed to making information accessible. As part of that effort, documents delivered to Escambia County as part of this project are to meet website guidelines for accessible design set forth by the U.S. Department of Justice under the Title II of the Americans with Disabilities Act (ADA) and web content accessibility guidelines. For this reason, please submit Word format documents if ADA guidelines cannot be met.

We look forward to learning how Escambia County may be able to support your organization to maximize outreach to the citizens of our great county!

Sincerely,
Stephan Hall
Finance Director

**FISCAL YEAR 2024**

**ESCAMBIA COUNTY**
**AGENCY FUNDING REQUEST APPLICATION**

All agencies requesting funding from Escambia County must submit the below-listed information and complete the attached form. Failure to submit all required information or to complete the form will remove your organization from consideration for funding. Please submit the completed application packet electronically to **Budget@myescambia.com**.

**DEADLINE - Monday, March 31, 2025**

**ELIGIBILITY CRITERIA:**

Organizations eligible to apply for funding must:

- Demonstrate funding received from sources other than local governments in an amount at least equal to the amount requested from Escambia County.
- Tax-exempt under Section 501(c)(3) of the Internal Revenue Code, independent of a financial sponsor (local affiliates may apply under the 501(c)(3) of the national organization).
- Located in and serve residents of Escambia County.
- Provide at least 3 full years (36 months) of independently prepared, audited or reviewed financial statements or tax returns, unless organization was formed within the last 3 years.
- Not a recipient of Community Partner funding for more than 3 fiscal years unless the organization serves a government purpose OR for years 4 and beyond, funding must reduce at rate of at least 5% per year.
- The Board of County Commissioners retains the right to waive the eligibility criteria.

**APPLICANTS SHOULD:**

- Explain why receiving funding would have an especially significant impact on their organization.
- Have a mission and programs or services that serves a governmental program or citizen focused mission.
- Submit a proposed budget where government funding does not exceed 50% of annual operating budget unless in first 3 years of operation or mandated by statutory or another regulatory requirement.
- Plan to expend funds within 12 months.

Funds may be provided for programs, services, necessary infrastructure or other initiatives that support the organization's core mission. **Funds will not be provided for:**

- debt reduction, operating deficits, interim or bridge funding or endowment funding,
- individuals or private foundations,
- activities that are religious or political in nature,
- fund drives, annual appeals, fundraising events or general capital campaigns, and
- salaries that do not directly impact the program unless mandated by statutory or regulatory requirement.

When submitting your completed application with all required documents, provide your documents in original Word format or a direct PDF of the Word document. **Please limit scanned documents as much as possible.**

**APPLICATION CHECKLIST (Required)**

__ Submit a fully completed Agency Funding Request Application
__ Submit a copy of your organization's current W-9
__ Submit the Letter of Determination from the IRS confirming your organization's federally tax-exempt status
__ Submit a copy of your organization's 2022 or 2023 tax return (Form 990 or 990-EZ with additional backup). You may submit a 2021 tax return along with explanation for late filing.
__ Submit a copy of your organization's most recent 3 years of financial statements, with audit if applicable. Updated financials may be requested by the County periodically including prior and subsequent to reward date.

**GENERAL INFORMATION**

Agency Name: ______Pensacola Navy Days ___________________________________

Agency Address: ________418 West Garden St., 4th Floor Pensacola FL 32502____________

_______________________________________________________________________________

Program Name for which funding is being requested: _____2025 Pensacola Navy Days___

Amount Requested: $___________100,000________________

Program Contact: _________Todd Thomson_______________________________

Contact Email:_________tthomson@pensacolachamber.com_____________________

Contact Phone: (850) 491-1880__

25-Word Description of Program: __Pensacola Navy Days will increase tourism to Escambia Count by celebrating and publicizing the rich military history heritage of the Greater Pensacola area, and highlight Pensacola as the premier military-friendly community in the Southeastern United States._______________________________________________

How many years has your organization been providing services in the County? _____1________

How many years has your organization received funding from the County? _______1__________

Explain how receiving funds from the County would have a significant impact on your organization: _____________In only our second year, these funds will help us promote and market this event to a broader audience, as well as, assist with logistical expenses.______________________________________________________

**PRIOR YEAR FUNDING**

(if none received, mark N/A and skip to next section)

Amount Received Last Year, if applicable: _____________$76,892___________

Briefly discuss how last year's funds were used? __________Funds were primarily used for marketing and startup costs that accompany any first-year event.____________

Briefly discuss the County's Return on Investment relative to last year's funding? In other words, what impact did your program have on the citizens of Escambia County? _____See the attached reports for Return on Investment and Economic Impact of last year's event.____ ___

**CURRENT YEAR REQUEST**

Briefly discuss how the funding you are currently requesting will be used. What does your program do and why is it an asset to the County? ____Funding will be used to increase tourism to Escambia County by marketing/promoting the event to current and former military personnel who have come through Pensacola as a part of their service. Operational costs associated with a Gallery Night, Fun Run, parade, recognition ceremony and Family Fun Fest at Maritime Park, dinner banquet and hosting of Coast Guard ships in Pensacola Bay.

________The inaugural Pensacola Navy Days was impacted by severe weather on Saturday that forced cancelation of the parade, Family Fun Fest and a concert at NAS-Pensacola.

____________This event is a public show of support for our rich Naval and military history here in Escambia County and is a public thank you to our active military and veterans. This weekend is to honor their service to our country. An event like Pensacola Navy Days attracts Veterans and their families from across the United States to our area.

Is your program a governmental function or requirement? If a governmental request, please site regulatory/statutory requirement. Please explain: _______N/A_______________________________

## SIMILAR/PARTNER ORGANIZATIONS

List any other public or private organizations/agencies that provide similar services and how have you partnered with those organizations in the area: There is not an event like this in our community. We are partnering with numerous community organizations including Visit Pensacola, area Chambers of Commerce, Escambia County School District, Santa Rosa County School District, University of West Florida, Pensacola State College, Navy League, Pensacola Mardi Gras, and Pensacola Sports among others. We partnered with Showcase Pensacola through Visit Pensacola to handle the advertising effort last year. We are exploring that option again this year as well.

Explain how you are the best partnering agency for your program. Please differentiate your program from a similar program. Pensacola Navy Days was formed last year for the express purpose of putting on this event. We have collaborated with various public and private entities (listed above) to make this event happen.

## FUNDING

Will these funds be used for salaries/administrative costs or direct programming costs? Please provide a breakdown by percentage within each category. *NOTE: Only salaries directly related to the approved program are eligible for funding.*

- Percentage for salaries/administrative costs: 0 %
- Percentage for direct programming costs: 100 %

If Escambia County funding can only fund a portion of your request, how will you offset the difference? We are soliciting sponsorship support to help offset the costs of the events for the weekend.

If the funding you are applying for can be used as a match for other funding, please provide the details below and include the amount and match ratio: __There are no known matching funds at this time.______________________

Is there a duplication of funding? Does your organization request funding from other local non-profit agencies? If so, list each agency you request funds from and the amount. Explain what those requested funds would be used for. __________There is no duplication of funding.__________

Please describe and provide your marketing plan for your event or tourism related activity. __________Please see the attached marketing 2024 recap. We plan on replicating this again for 2025.________________________________________________________________

Please provide the detail and information regarding ticket sales or sponsorships for your event or activity:

| | |
|---|---|
| Title Sponsor: Kia of Pensacola | $30,000 |
| Gala Sponsor: Navy Federal | $15,000 |
| Gallery Night Sponsor: Pen Air | $10,000 |
| Fun Fest Sponsor: Coke | $10,000 |

265 tickets sold for Gala (some included in sponsorships)

373 runners signed up for Fun Run

**GOALS AND METRICS**

Provide "Specific and Measurable" metrics in the following three sections:

1. Please complete the Agency Metrics Scorecard below by listing up to three primary goals that this program is targeting. For example, "reduce homelessness in Escambia County by "X"%." Provide three years of trends. If you are an Agency that received funding the prior year use the same metrics for consistent measurement. ALL agencies are required to fill out this template.

| Goals & Metrics Scorecard | FY23 | FY24 | FY25 | % Change |
|---|---|---|---|---|
| 1. Total Participants | | 6,700 | 20,000 | 300% |
| 2. New Room Nights | | 100 | 500 | 500% |
| 3. Total Organizations Involved | | 15 | 20 | 33% |

2. Please list the goal performance measure(s) by which your organization will measure the success of your program if funding is received. Maximum of three. For example, "number of families successfully transitioned into permanent housing and stabilized for 6 months utilizing County funding."

| Program Goals | FY25 |
|---|---|
| 1. Total Participants across all events | 20,000 |
| 2. New room nights in Escambia County from Navy Days | 500 |
| 3. Number of organizations involved in Navy Days | 20 |

| | |
|---|---|
| | |

3. Please list the actual baseline statistics/agency metrics for the performance measure(s) as listed on the previous question on the application. Maximum of three. For example, "number of families successfully transitioned into permanent housing and stabilized for 6 months in previous fiscal year."

| Baseline for Goals | FY24 |
|---|---|
| 1.Total participants | 6,700 |
| 2. New room nights | 100 |
| 3.Organizations participating | 15 |

**We will again partner with Visit Pensacola to capture these metrics.**

**BUDGET**

Please fill out the requested information in its entirety for the program for which you are requesting funding. It is not necessary to fill out information for the agency as a whole; only for the program for which funding is requested. If this is a new program, you are not required to complete the information for the previous budget year. Please add any additional income or expense sources to the table as necessary to complete your budget application. **Please round figures to the nearest whole dollar.**

| INCOME TABLE | | | |
|---|---|---|---|
| | Most Recently Completed Budget Year - FY 2023 | Current Budget Year FY 2024 | Proposed Budget Year FY 2025 |
| Contributions/Donations from Private Sources | $ | $65,000 | $ 80,000 |
| Programmatic Income | $ | $41,000 | $ 70,000 |
| County Funding/Direct Contribution | $ | $77,000 | $100,000 |
| County Funding by Other Source (a) | $ | $ | $ |
| City Funding | $ | $ | $ |
| Local Non-Profit Funding | $ | $ | $ |
| State Funding | $ | $ | $ |
| Federal Funding | $ | $ | $ |
| Memberships | $ | $ | $ |
| Investment Income | $ | $ | $ |
| Other Income (b) | $ | $ | $ |
| Total Income | $ | $183,000 | $250,000 |

| | | | |
|---|---|---|---|

(a) Please explain by Fiscal Year any amount listed in "County Funding by Other Source" line item. (Example: Commissioner Discretionary funding, Sheriff's Office funding, etc.) ________Visit Pensacola contributed $5,000 in startup costs last year. We are not asking for this funding this year

(b) Please explain by Fiscal Year any amount listed in the "Other Income" line item. __________
________________________________________________________________________
________________________________________________________________________
________________________________________________________________________

| EXPENSES TABLE | | | |
|---|---|---|---|
| | Most Recently Completed Budget Year FY 2023 | Current Budget Year FY 2024 | Proposed Budget Year FY 2025 |
| Total Number of Staff | | 0 | 0 |
| Salaries and Wages | $ | $ 0 | $ 0 |
| Employee Benefits | $ | $ 0 | $ 0 |
| Professional Services | $ | $ 7,400 | $ 20,000 |
| Contractual Services | $ | $ 17,000 | $ 25,000 |
| Travel Expenses | $ | $ 0 | $ 0 |
| Rentals and Leases | $ | $ | $ 15,000 |
| Communication | $ | $2,500 | $ 2,500 |
| Postage and Freight | $ | $ 100 | $ 500 |
| Repair and Maintenance | $ | $ 0 | $ 0 |
| Printing and Binding | $ | $ 3,000 | $ 3,000 |
| Marketing and Promotion | $ | $ 66,000 | $ 60,000 |
| Fuel | $ | $ 0 | $ 0 |
| Supplies | $ | $ 5,000 | $ 5,000 |
| Event Expenses | $ | $ 60,000 | $ 100,000 |
| Capitalizable Assets for County Funding (a) | $ | $0 | $ 0 |
| Other Expenses (b) | $ | $ | $ 5,000 |
| Total Expenses | $ | $161,000 | $216,000 |
| Net Income - (Revenue minus Expense) | $ | $23,000 | $ |

(a) Please explain any capitalizable assets (vehicles, land, or equipment) contained in your request.

_____________________N/A_____________________________________________

_______________________________________________________________________

_______________________________________________________________________

_______________________________________________________________________

(b) Please explain any request listed in the "Other Expenses" line item. _______N/A____

_______________________________________________________________________

_______________________________________________________________________

_______________________________________________________________________

_______________________________________________________________________

_______________________________________________________________________

**BUDGET QUESTIONS**

1. Does your agency run on Calendar Year, State Fiscal Year, or Fiscal Year? _Calendar________

2. Please explain any discrepancies in the Expense Table and your agency's Financial Statements. ____________________________________________________________

_______________________________________________________________________

_______________________________________________________________________

3. Please explain any Net Income (Revenue less Expense) represented in the Expense Table above on the bottom row. What is the planned use for these left over/residual funds? ________________________________________________________________

_______________________________________________________________________

4. Please list the salary of the top 5 employees, names and positions of your organization. If there are multiple agencies funded by or through your agency's allocation, please add those employees to this list by agency.

| Name | Position | Salary |
|---|---|---|
| N/A | | $ |
| | | $ |
| | | $ |
| | | $ |
| | | $ |

5. Please provide the total amount of cash and investments on hand. ______$23,546.84______________________________________________________________

___________________________

6. Does your organization charge fees for services? If so, provide a list of fees charged.

______________No_______________________________________________________________

_______________________________________________________________________________

_______________________________________________________________________________

_______________________________________________________________________________

7. Does your organization require background checks from volunteers and staff? _____No_____

**ECONOMIC DEVELOPMENT AGENCIES**

If you are an economic development agency, please complete the below supplemental questions. If you are not an economic development agency, please mark N/A: ______N/A_______

1. What is your agency's Strategic Plan? ______________________________________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

2. How many jobs were created this year over last year by zip code? __________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

3. What is the net cost per job created? _______________________________________________

**<u>ADDITIONAL QUESTIONS (Economic Development)</u>**

1. What was done by your agency to address the "Pockets of Poverty"? __________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

2. Did your agency receive any grants? List the amount and a detailed use of the funds.

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

________________________________________________________________________________

3. Was there any increase in membership for the local chambers? ______________________

4. What are your agency's statistics on business creation and minority businesses by zip code? ______________________________________________

5. Can we reduce the taxpayer subsidy? ______________________________________________

I hereby certify that the information provided above is a true and correct statement relating to the organization requesting funding named above.

______________________________
Name

______________________________
Title Date

# See attached documents for information.

**Attachment A: <u>Annual Narrative Form</u>**

**Annual Report Narrative Instructions for Organizations that are granted TDT Funds:**

Your organization has received funds from Escambia County from the Tourist Development Tax (TDT) Fund related to the advertisement & promotion of tourism. Florida Statutes 125.0104(5)(a)(3) states "if tax revenues are expended for an activity, service, venue, or event, the activity, service, venue, or event must have as one of its main purposes the attraction of tourists as <u>evidenced</u> by the promotion of the activity, service, venue, or event to tourists".

Organizations that are granted TDT funds need to provide the required information below in an annual report regarding the expenditure of their funds. Please include the following information in your annual report:

**TDT Grantee Information:**

Name of Organization (must match W9):
Contact:
Title:
Mailing Address:
Grant Amount Received:

**Tourism Activity Description**:

Brief description of the organization/event.
What impact did your organization/event have on the citizens of Escambia County?
Is this a new or repeat grant?
If Repeat, how many years?

**Tourism Metrics:**

How did your organization fulfill a special need within the tourism industry and/or enhance the overall local tourism product by increasing the number and quality of tourist activities?

How did your organization/event benefit tourism in Escambia County?

How were Tourist Development Tax Dollars spent?

Please attach a copy of your completed Marketing plan. Please provide details regarding the success of your executed plan.

***Examples of metrics should include the following:***

Attendance/Spectators
Ticket Sales
Participants
Vendors/Exhibitors
Sponsorship Support
Media Coverage
Website Visits
Social Media Engagement

**4th Quarterly Metrics Summary**

Please provide your quarterly metrics as approved by the BOCC in your MAA:

| Goals and Metrics Scorecard: XXX Example Organization FY 23-24 | 1st QTR | 2nd QTR | 3rd QTR | 4th QTR |
|---|---|---|---|---|
| **How many people attended/visited your organization/event?** | **10** | **200** | **50** | **150** |
| **How many people who attended/visited your organization/event stayed in area hotel/motels?** | **50** | **100** | **25** | **75** |
| **How many nights did those people stay in area hotels/motels?** | **1** | **2** | **2** | **3** |
| **On average, how much did each family spend at the organization/event?** | **$200** | **$300** | **$400** | **$500** |

**Tourism Narrative Summary:**

Brief summary of your organization's success and the positive impact it created for the citizens of Escambia County and overall impact to tourism. Pictures are a nice addition to your summary.

**From:** **Stephan D. Hall** sdhall@myescambia.com
**Subject:** FW: [EXTERNAL]RE: Unified Budget Process
**Date:** February 21, 2025 at 4:36 PM
**To:** David Bear dbear-tdc@myescambia.com
**Cc:** Allyson M. Parden amparden@myescambia.com

Hey David,
Here is VP's assessment of Navy Days.
Thanks,
Stephan
OMB

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**From:** Darien Schaefer <dschaefer@visitpensacola.com>
**Sent:** Friday, February 21, 2025 4:11 PM
**To:** Allyson M. Parden <amparden@myescambia.com>
**Cc:** Stephan D. Hall <sdhall@myescambia.com>; Ray Palmer <rpalmer@pensacolasports.org>
**Subject:** [EXTERNAL]RE: Unified Budget Process



Hi Allyson,

I haven't received anything from the Council Chair regarding direction on this or a form to use. Is there a form or any guidance?

I think this is an appropriate step in the funding application process but there has to be some definitive guiderails (rules) to what is expected of an event in order to be funded and at what funding amount. If this is the direction, I am happy to share what we use for our grant program to help develop these rules/guiderails for approval by the TDC.

One other concern…

While I am no longer affiliated with Pensacola Navy Days (serving on the Board of Directors or Committees), it was an issue last year and I want to make sure there isn't a conflict of interest or concern if I am involved in reviewing this funding application.

Without specific guidance…here is my review:

**Review of Pensacola Navy Days Funding Application**
From the year one application, "Pensacola Navy Days was created to foster a mutually positive and lasting relationship between the local and military communities, celebrate and publicize the rich military heritage of the Greater Pensacola Area, and highlight Pensacola as the premier military-friendly community in the Southeastern United States for veterans and service members alike."

The primary audience for this event was the men and women that serve in the military in Escambia County and the goal was to invite military reunions, military based clubs, and related activations to put Pensacola Navy Days on their calendar for 2024 and beyond. Over time, PND would become a Homecoming of sorts for those that served at NAS-

Pensacola and related facilities.

In its first year, this new event fell short of its goals of 1000 room nights and 20,000 participants due in part to a major rain/thunderstorm that canceled events. The room night goal for the 2025 event has been reduced to 500 room nights. Pensacola Navy Days (PND) is designed to be a multiple day/night event and the organization behind PND has strong community connections and support. This event may take a few years to find its feet but it needs to avoid the trap of being a very good community event and attract more visitors/participants from outside Escambia County.

The $60,000 marketing plan created awareness and generated an almost equal amount of in-kind marketing of $59,350. For year two, PND should increase their focus on attendees from a further distance.

PND was able to generate sponsorship support to the tune of $65,000 and also generated income from ticketed events of $41,000. The actual TDT funding of $77,000 represented 42% of the total income. PND projects both sponsorships and program income to increase in year two. PND provided a professional and detailed wrap report on the event.

The original funding request for the first year of PND was for $50,000. After discussion, the TDC recommended increasing the funding to $100,000. Only $77,000 of expenses in year one were approved for reimbursement. I'm not seeing anything in the application that notes significant changes to the programming within the event.

I believe PND can grow and build upon year one. The room nights is a concern and needs to be a focus. $100,000 to generate 500 room nights is hard to justify. $50,000 would be in-line with the original year one request and provide marketing dollars for the event.

Thank You,

Darien

**DARIEN SCHAEFER**
President & CEO
Direct: 850.435.8703 Cell: 760-694-2383
VisitPensacola.com | #experiencepcola
*Become a Partner* | *The Way to Beach App*



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**From:** Allyson M. Parden <amparden@myescambia.com>
**Sent:** Friday, February 21, 2025 8:34 AM

**Sent:** Friday, February 21, 2025 8:34 AM
**To:** Darien Schaefer <dschaefer@visitpensacola.com>; Ray Palmer <rpalmer@pensacolasports.org>
**Cc:** Wondwossen Samuel <wsamuel@visitpensacola.com>; Stephan D. Hall <sdhall@myescambia.com>; Frederick Thomson <tthomson@pensacolachamber.com>
**Subject:** Fw: Unified Budget Process

Good Morning Gentlemen,

Per the directive of the TDC Council, please review and comment on the attached application for Navy Days. Once your review is complete, please return it to OMB for final review. If the application is approved, OMB will forward it to the TDC Council.

An expeditious review would be greatly appreciated.

Sincerely,


Allyson Parden

Director's Aide

Office of Management & Budget

Escambia County

221 Palafox Place

Pensacola, FL 32502

amparden@MyEscambia.com

(850) 595-1660


---

**From:** Stephan D. Hall <sdhall@myescambia.com>
**Sent:** Thursday, February 20, 2025 8:21 AM
**To:** David Bear <dbear-tdc@myescambia.com>
**Cc:** Allyson M. Parden <amparden@myescambia.com>
**Subject:** RE: Unified Budget Process

Allyson, please forward Navy Days TDT funding application to Darien and Ray for TDT review and any comments. Once completed send that back to OMB for final review.

If OMB approved, then it will go to Danielle and David for TDC consumption.

Thanks,

Stephan

OMB

**From:** **Stephan D. Hall** sdhall@myescambia.com
**Subject:** FW: [EXTERNAL]Re: Fw: Unified Budget Process
**Date:** February 21, 2025 at 1:04 PM
**To:** David Bear dbear-tdc@myescambia.com
**Cc:** Allyson M. Parden amparden@myescambia.com

HI David,
Please see the input below from PSA regarding Navy Days. Let me know if you have any questions.
Thanks,
Stephan
OMB

---

**From:** Allyson M. Parden <amparden@myescambia.com>
**Sent:** Friday, February 21, 2025 1:01 PM
**To:** Stephan D. Hall <sdhall@myescambia.com>
**Subject:** Fw: [EXTERNAL]Re: Fw: Unified Budget Process

Ray Palmer's comments on Navy Days below.

---

**From:** Ray Palmer <rpalmer@pensacolasports.org>
**Sent:** Friday, February 21, 2025 11:18 AM
**To:** Allyson M. Parden <amparden@myescambia.com>
**Subject:** [EXTERNAL]Re: Fw: Unified Budget Process



Allyson,

While this is a very good community event and maybe could grow to be a worthwhile tourism event, a $100,000 investment of tourism dollars for a return of 100 room nights does not justify that level of funding. I will remind you also, their original ask last year was for only $50,000 but it was decided by the TDC to give them $100,000. While weather may have impacted some of the scheduled activities, the room bookings were not likely to have been significantly impacted. Has anyone checked to see if there was a significant number of last minute cancellations that would account for the small room night count?

I believe strongly in the value of events but they must show a true ROI unless we are supporting the event strictly for media exposure.

Ray
Ray Palmer, STS
President/CEO
Pensacola Sports

#BeMoved

850-982-0890 (C)

www.pensacolasports.org
www.doublebridgerun.com -

Florida has a very broad public records law. Under Florida law, both the content of emails, email addresses and IP addresses are public records. If you do not want the content of your email, your email address, or your IP address released in response to a public records request, do not send electronic mail to this entity. Instead, contact this office by phone or in person.

On Fri, Feb 21, 2025 at 8:33 AM Allyson M. Parden <amparden@myescambia.com> wrote:

> Good Morning Gentlemen,
>
> Per the directive of the TDC Council, please review and comment on the attached application for Navy Days. Once your review is complete, please return it to OMB for final review. If the application is approved, OMB will forward it to the TDC Council.
>
> An expeditious review would be greatly appreciated.
>
> Sincerely,


> Allyson Parden
>
> Director's Aide
>
> Office of Management & Budget
>
> Escambia County
>
> 221 Palafox Place
>
> Pensacola, FL 32502
>
> amparden@MyEscambia.com
>
> (850) 595-1660

**From:** Stephan D. Hall <sdhall@myescambia.com>
**Sent:** Thursday, February 20, 2025 8:21 AM
**To:** David Bear <dbear-tdc@myescambia.com>
**Cc:** Allyson M. Parden <amparden@myescambia.com>
**Subject:** RE: Unified Budget Process

Allyson, please forward Navy Days TDT funding application to Darien and Ray for TDT review and any comments. Once completed send that back to OMB for final review.

If OMB approved, then it will go to Danielle and David for TDC consumption.

Thanks,

Stephan

OMB

# General Daniel "Chappie" James Foundation Memorial Plaza

**From:** **Kristin D. Hual** KDHUAL@myescambia.com
**Subject:** Haas EIA
**Date:** February 21, 2025 at 5:11 PM
**To:** David Bear dbear-tdc@myescambia.com
**Cc:** Andrew C. Skidmore acskidmore@myescambia.com

KH

David,
The Haas Center's Economic Impact Assessment is attached. Stephan requested a "tourism/economic development/impact analysis" to determine the extent to which the Memorial may impact tourism. The resulting assessment quantified the anticipated economic output generated by the construction project over a one-year period (24 jobs/3.3M investment) but did not provide any metrics relevant to the promotion of tourism.

Thank you,

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THE FLORIDA BAR
BOARD CERTIFIED
CITY, COUNTY & LOCAL GOVERNMENT LAW

HAAS.Chappie James...EIA.pdf
68 KB

**Economic Impact Assessment of the Chappie James Memorial**
Design, Construction, and Installation
**Date prepared: February 21, 2025**

## Model Inputs

**Geography:** Escambia County, FL

**Summary of Expenses for the Economic Impact Model**

| | |
|---|---|
| Sculpture (statue, pedestal, & transportation) | $252,163 |
| Aircraft mods, move & refurbishment | $346,404 |
| Plaza/site prep & construction | $1,184,497 |
| Flagpole installation | $51,624 |
| Misc. (stairs, rails, lighting, plaques, contingency) | $443,632 |
| Admin, fundraising & insurance | $44,566 |
| | **$2,322,886** |

## Key Findings

| Impact Type | Short-term Jobs | Personal Income Gain | Value Added | Economic Output |
|---|---|---|---|---|
| Direct | 18 | $1,107,558 | $1,327,394 | $2,293,890 |
| Indirect | 2 | $135,612 | $227,648 | $437,358 |
| Induced | 4 | $195,829 | $399,556 | $632,597 |
| | **24** | **$ 1,438,999** | **$ 1,954,598** | **$ 3,363,845** |

Short-term employment generated by the design, construction, and installation of the memorial represents 24 jobs across a one-year period. Total economic output generated by the construction equals **$3,363,845**. Numerous industries benefit from short-term construction activity:

| Top 10 Industries Boosted by Chappie James Memorial Construction |
|---|
| **Construction of new educational and vocational structures** |
| **Concrete block and brick manufacturing** |
| **Scenic and sightseeing transportation and support activities for transportation** |
| **Office administrative services** |
| **Sand and gravel mining** |
| **Cut stone and stone product manufacturing** |
| **Stone mining and quarrying** |
| **Commercial and industrial machinery and equipment rental and leasing** |
| **Personal and household goods repair and maintenance** |
| **Wholesale - Other durable goods merchant wholesalers** |

## Methodology

To assess the impact, researchers ran the various economic events through an IMPLAN Input-Output (I-O) model. The methods used to produce IMPLAN's economic data set and economic impact estimates have been widely published both in professional publications, as well as peer-reviewed academic journals. Many of these methods are considered standard best practices in a wide variety of applied economic fields today. IMPLAN estimates the direct, indirect, and induced effects that stem from economic activity associated with the construction project. Price changes are not built into the assessment. In using this model, researchers assume that consumer preferences, government policy, technology, and prices all remain constant.

## Glossary of Key Terms:

**Direct Impacts**

These include employment and expenditure related to construction and other improvements made on the site.

**Indirect Impacts**

Business-to-business transactions result in indirect effects. Consulting, legal services, and off-site modifications are all examples of this indirect spending.

**Induced Impacts**

Researchers measure the induced effects as labor income minus taxes and savings. This is evident when employees, whether directly or indirectly, spend money on local products and services.

March 6, 2025

**<u>VIA EMAIL AND CERTIFIED MAIL</u>**
Florida Department of Revenue
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Tallahassee, FL 32399-0100
jim.zingale@floridarevenue.com

Escambia Board of County Commissioners
County Administrator Wes Moreno
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Pensacola, FL 32502
admin@myescambia.com

Re: Escambia County Development Council Unauthorized Expenditure Report; proposed use of tourist development tax revenue to construct a memorial recognizing U.S. Air Force General Daniel 'Chappie' James, Jr.

Dear Dr. Zingale and Mr. Moreno,

Pursuant to section 125.0104(4)(e), Florida Statutes, and section 90-51(c), Escambia County Ordinances, the Escambia County Tourist Development Council (the "TDC") submits this report to the Florida Department of Revenue ("DOR") and the Escambia County Board of County Commissioners (the "Board") regarding the Board's proposed use of tourist development tax ("TDT") revenue to fund the construction of a memorial honoring U.S. Air Force General Daniel 'Chappie' James, Jr. (the "Memorial") at the base of the General Chappie James Memorial Bridge, and requesting that the Board "take appropriate administrative or judicial action to ensure compliance with [the Local Option Tourist Development Act, section 125.0104, Florida Statutes (the "Act")]," as is required by the Act.

The Local Option Tourist Development Act authorizes counties to impose a tax on short-term rentals of living quarters or accommodations within the county, i.e., the TDT, and to use the funds collected for tourist development. Section 90-31, *et seq.*, Escambia County Ordinances, was enacted pursuant to section 125.0104, and governs the TDT in Escambia County. As is relevant here, authorized expenditures under section 125.0104(5) are limited to:

- Acquiring, constructing, extending, enlarging, remodeling, repairing, improving, maintaining, operating, or promoting publicly owned and operated convention centers, sports stadiums, sports arenas, coliseums, or auditoriums; auditoriums that are publicly owned but are operated by organizations that are exempt from federal taxation and open to the public; aquariums or museums that are publicly owned and operated or owned and operated by not-for-profit organizations and open to the public;

- Promoting zoological parks that are publicly owned and operated or owned and operated by not-for-profit organizations and open to the public;

- Promoting and advertising tourism in this state and nationally and internationally;

- Funding convention bureaus, tourist bureaus, tourist information centers, and news bureaus as county agencies or by contract with the chambers of commerce or similar associations in the county, which may include any indirect administrative costs for services performed by the county on behalf of the promotion agency;

- Financing beach park facilities, or beach, channel, estuary, or lagoon improvement, maintenance, renourishment, restoration, and erosion control, including construction of beach groins and shoreline protection, enhancement, cleanup, or restoration of inland lakes and rivers to which there is public access as those uses relate to the physical preservation of the beach, shoreline, channel, estuary, lagoon, or inland lake or river;

- Acquiring, constructing, extending, enlarging, remodeling, repairing, improving, maintaining, operating, or financing public facilities, subject to certain limitations; and

- Acquiring, constructing, extending, enlarging, remodeling, repairing, improving, maintaining, operating, or promoting one or more zoological parks, fishing piers or nature centers which are publicly owned and operated or owned and operated by not-for-profit organizations and open to the public.

§ 125.0104(5), Fla. Stat.

Further, it is well-established that any use of TDT revenues for a purpose not expressly authorized by the Act is expressly prohibited. *See* § 125.0104(5)(e), Fla. Stat.; *see also Fla. Att'y Gen. Op*. 2016-18 (December 5, 2016) (noting "[w]hen there is doubt as to whether the Legislature has expressly authorized a particular exercise of taxation power, such doubt must be resolved against the local government imposing the tax"). Finally, Section 90-56(a), Escambia County Ordinances, provides that TDT revenues "may be used only in accordance with the provision of F.S. § 125.0104." Accordingly, an expenditure made in violation of the Act violates the unambiguous terms of both relevant state law and the relevant Escambia County ordinance.

The TDC is an advisory council to the Board, which was created in furtherance of the Act, through Escambia County Ordinance 77-34 (later revised by County Ordinance 89-7). The TDC is responsible for, among other things, reviewing all expenditures of TDT revenue. Further, pursuant to section 125.0104(5)(e), "[e]xpenditures which the [TDC] believes to be unauthorized shall be reported to the county governing board and the Department of Revenue." § 125.0104(5)(e), Fla. Stat. That same direction exists in Section 90-51(c), Escambia County Ordinances: "Expenditures which the county tourist development advisory council believes to be unauthorized shall be reported to the board of county commissioners and the state department of revenue."

The TDC submits this letter to fulfill these reporting obligations because it is clear that use of TDT to fund the proposed Memorial is unauthorized under plain terms of the Act and Section 90-56(a), Escambia County Ordinances. Simply stated, TDT revenues cannot be used for a purpose other than those enumerated in the Act, section 125.0104(5)(a), Fla. Stat.; *Fla. Att'y Gen. Op.* 2016-18, and construction of a memorial or memorial plaza is not a use enumerated in the Act.

In Florida Attorney General Opinion 98-74, the Attorney General was asked to opine on an analogous issue and arrived at the same conclusion. At issue was Orange County's proposed construction of an "All Wars Memorial" at the Orange County Courthouse, which the Orange County Attorney contended was an appropriate use of TDT revenue because it related to the expansion of the Orange County Convention Center (i.e., a memorial at the convention center had to be demolished, and the new memorial was intended as a replacement). Relying on the plain language of the Act, the Attorney General disagreed, noting that constructing memorials was not an authorized use of TDT revenue in its own right, and, even though "construct[ing], extend[ing], enlarg[ing], remodel[ing], repair[ing], [and] improv[ing] … convention centers …" were authorized uses, "[c]onstruction of a new memorial … is not a logical consequence of such remodeling and expansion."

More recently, the Board received an informal letter opinion from the Office of the Attorney General (attached to this letter), which made clear that construction of the Memorial could not possibly fall within the approved uses for TDT revenue enumerated in the Act, rejecting the Board's assertion that the Memorial could be an "activity, service, venue, or event," authorized under section 125.0104(5)(a)3., so long as the Board simply makes findings that the construction project is related to and primarily promotes tourism. The letter observed that for the subsection to apply, "[the construction of the Memorial] must have as one of its main purposes the attraction of tourists as evidenced by the promotion of [the construction of the Memorial] to tourists," and that "[t]he statute defines 'promotion' as 'marketing or advertising designed to increase tourist-related business activities.'" The letter concluded that none of the sources the Board cited in its opinion request "demonstrate how the construction of [the Memorial] could constitute promotion of tourism as described in the narrow provision of subsection (5)(a)3.," and further, that the provisions that authorized expenditures of TDT revenue for construction were limited to enumerated types of projects, which did not include the memorial plaza contemplated by the Board.

Applying the plain language of the Act, and the Attorney General's interpretation of the Act, to the present proposed expenditure leads inexorably to the same conclusion. There is nothing in the Act that authorizes TDT revenue to be used for the construction of memorials. Nor can it be said that construction of the Memorial constitutes "promotion" of tourism, as defined by the Act, or that one of the main purposes of the construction of the Memorial is the attraction of tourists. Indeed, if there were any lingering doubt that the construction of the Memorial has nothing to do with the attraction of tourists, any such doubt was definitively resolved by the Economic Impact Assessment of the Chappie James Memorial, dated February 21, 2025, which was commissioned by the Board (the "EIA," attached to this letter). The EIA describes the economic benefit as related to "short-term construction activity," and enumerates industries benefiting from the construction, which generally relate directly to construction and in no respect have any meaningful nexus with the attraction of tourists to Escambia County.

The analysis remains the same no matter what term the Board wishes to subjectively use to describe the Memorial. At the Board's February 20, 2025, business meeting, the Escambia County Clerk opined that funding the Memorial could be authorized if the Board merely decided to characterize the project as a "museum," as construction of museums does fall within the authorized uses enumerated in the Act, *see* § 125.0104(5)(a)1.c., Fla. Stat., and subjectively calling the Memorial a "museum," evades the other reality of the Act, observed by the Office of the Attorney General in its letter, that the provision upon which the Board relied required that the improvements constructed be publicly owned (i.e., as opposed to being owned by a private nonprofit, as is contemplated with respect to the Memorial). As an initial matter, the Board's minutes themselves accurately describe the project (i.e., the Memorial) as "the Chappie James Memorial," as does the EIA commissioned by the Board, and the nonprofit involved is the General Daniel "Chappie" James Jr. Memorial Foundation, Inc. Regardless, the project, which consists only of a memorial plaza, is plainly not a "museum."

Terms in Florida Statutes are to be accorded their plain and ordinary meaning, which typically entails resorting to their dictionary definitions. *E.g.*, *Steele v. Comm'r of Soc. Sec.*, 385 So. 3d 587, 590 (Fla. 2024) (quoting *Conage v. United States*, 346 So. 3d 594, 599 (Fla. 2022) (dictionaries are "best evidence" of ordinary meaning). Authorization to use TDT revenues to fund construction of museums was added to the Act by Chapter Law 92-204, Laws of Florida (1992). Contemporary dictionaries defined "museum," in relevant part, as "[a] building or portion of a building used as a repository for the preservation and exhibition of objects illustrative of antiquities, natural history, fine and industrial art, or some particular branch of any of these subjects, either generally or with reference to a definite region or period," Oxford English Dictionary, 123 (2d ed. 1989), as "a building used for the preservation and exhibition of objects, illustrating human or natural history, esp. the arts or sciences," The New Lexicon Webster's Encyclopedic Dictionary of the English Language, 658 (Deluxe ed. 1990), and as "an institution devoted to the procurement, care, study, and display of objects of lasting interest or value; also: a place where objects are exhibited," Webster's Ninth New Collegiate Dictionary, 781 (1990). Clearly, the Memorial is none of those things contemplated by the Legislature in its use of the term "museum." The Memorial is no more a "museum," in the plain and ordinary sense of that term, as it is a "convention center," "aquarium," "coliseum," or any of the other enumerated, authorized, and plainly inapposite, uses of TDT revenues set forth in the Act.

Indeed, there already is a Chappie James Museum of Pensacola (the "Museum"), located at 1606 Dr. Martin Luther King Jr. Drive, in a structure that is listed on the National Register of Historic Places that was both General James's childhood home and that served as a first-of-its-kind community school for local African American children and youth. The Museum is governed by a nonprofit, the Chappie James Museum of Pensacola, Inc., and plainly constitutes a "museum," within the meaning intended by the Legislature, as its mission, as stated on its website, found at www.chappiejamesmuseum.org, is "to establish for the benefit of the public, a museum commemorating the life and accomplishments of USAF General Daniel 'Chappie' James Jr.

through the collection, preservation, and interpretation of related historical memorabilia, exhibitions, lectures, classes, programs, and activities that illustrate his lifelong achievements." Although there is nothing in the Act that prohibits Escambia County from constructing two competing museums that are both devoted to the collection, preservation, and interpretation of historical memorabilia commemorating the life and accomplishments of General James, the Memorial plainly has no such mission.

Simply put, the Board cannot circumvent the unambiguous terms of the Act, or its own ordinances, merely by calling the Memorial something that it isn't. While the TDC does not dispute that the placement of a memorial that honors a military veteran and American hero has a salutary public purpose that justifies the expenditure of public funding, that public purpose is not at issue—the use of these particular funds is constrained by the parameters of section 125.0104 and, correspondingly, Section 90-56(a), Escambia County Ordinances. Because the TDC believes the Board's plan to TDT revenue to fund construction of the Memorial violates the plain terms of the Act, the TDC is duty bound, pursuant to § 125.0104(5)(e) and Section 90-51(c), Escambia County Ordinances, to submit this report to the Florida Department of Revenue and to the Board. The TDC respectfully requests that the Board fulfill its corresponding obligation, required by section 125.0104, to "take appropriate administrative or judicial action to ensure compliance with [the Act]."

Sincerely,

David M. Bear, Chair
Escambia County Tourist Development Council

cc:

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# Detail by Entity Name

Florida Not For Profit Corporation
CHAPPIE JAMES MUSEUM OF PENSACOLA, INC.

**Filing Information**

| | |
|---|---|
| **Document Number** | N14000000032 |
| **FEI/EIN Number** | 46-5189042 |
| **Date Filed** | 12/27/2013 |
| **State** | FL |
| **Status** | ACTIVE |
| **Last Event** | REINSTATEMENT |
| **Event Date Filed** | 10/16/2019 |

**Principal Address**

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Changed: 08/11/2023

**Mailing Address**

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Changed: 06/15/2020

**Registered Agent Name & Address**

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Name Changed: 01/23/2024

Address Changed: 02/24/2022

**Officer/Director Detail**

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**Annual Reports**

| Report Year | Filed Date |
|---|---|
| 2023 | 03/04/2023 |
| 2023 | 04/27/2023 |
| 2024 | 01/23/2024 |

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| 04/28/2014 -- ANNUAL REPORT | View image in PDF format |
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# Detail by Officer/Registered Agent Name

Florida Not For Profit Corporation
GENERAL DANIEL "CHAPPIE" JAMES JR. MEMORIAL FOUNDATION, INC.

**Filing Information**

| | |
|---|---|
| **Document Number** | N19000003235 |
| **FEI/EIN Number** | 83-4190023 |
| **Date Filed** | 03/26/2019 |
| **State** | FL |
| **Status** | ACTIVE |
| **Last Event** | REINSTATEMENT |
| **Event Date Filed** | 06/09/2021 |

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Name Changed: 06/09/2021

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**Annual Reports**

| Report Year | Filed Date |
|---|---|
| 2023 | 01/12/2023 |
| 2024 | 02/05/2024 |
| 2025 | 02/10/2025 |

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| 06/09/2021 -- REINSTATEMENT | View image in PDF format |
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