

**Additional Budget Discussion Item #7
for Budget Workshop
June 21, 2022**

ADDED:

7. Florida Civil Rights Museum, Inc.'s Funding Request

**Leon County
Board of County Commissioners**

**Notes for Workshop
Agenda Item #7**

Leon County Board of County Commissioners

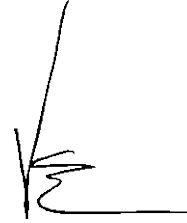
Budget Workshop Item #7

June 21, 2022

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator

Title: Florida Civil Rights Museum, Inc.'s Funding Request



Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Alan Rosenzweig, Deputy County Administrator Scott Ross, Director, Office of Financial Stewardship
Lead Staff/ Project Team:	Ken Morris, Assistant County Administrator Nicki Paden, Special Projects Coordinator

Statement of Issue:

As requested during the June 14, 2022 Board meeting, this budget discussion item is provided for the Board's consideration of a funding request for the development of a virtual civil rights museum.

Fiscal Impact:

The Preliminary FY 2023 Budget does not include funding for this project. However, should the Board wish to support the \$60,000 request for the virtual civil rights museum, the Board may wish to consider using general fund balance or direct staff to identify budget reductions to be considered as part of the budget workshop ratification at the July Board meeting.

Staff Recommendation:

Option #1: Accept the staff report and take no further action at this time.

Report and Discussion

Background:

This budget discussion item is provided for the Board's consideration of a funding request by the Florida Civil Rights Museum, Inc. (FCRM) for the development of a virtual civil rights museum.

On April 12, 2022, the Board received a handout from FCRM regarding its proposal for the development of a virtual civil rights museum and directed staff to bring back an agenda item (Attachment #1). On June 14, 2022, the Board received an analysis on the FCRM's \$240,000 funding request to create a virtual museum showcasing Leon County's civil rights leaders and educational pioneers (Attachment #2). FCRM indicated that it would be amenable to receiving 25% of its total funding request, or \$60,000, for approximately six months of expenses as proposed in its Alternative Budget. FCRM seeks to deploy this community-based model on a statewide basis and continues to seek state funding for its concept. Upon consideration of FCRM's funding request, the Board directed staff to:

- Include FCRM's state legislative funding request in the County's 2023 legislative priorities.
- Bring back a budget discussion item to consider funding options for FCRM, including the utilization of the remaining Tourist Development Tax funds allocated to the Community Redevelopment Agency, for the Alternative Budget in the amount of \$60,000.

In the most recent legislative cycle, FCRM submitted a funding request to the Florida Legislature in the amount of \$500,000 (Attachment #3). The requested funds would allow FCRM to produce a community-based curriculum to be deployed statewide that would educate students and the general public on the lives and legacies of Florida's civil rights leaders and educational pioneers. Once this information is gathered, FCRM would seek to develop a statewide consortium of libraries, institutes, and communities to provide this information to K-12 students. The \$500,000 state legislative request would support staff salaries, travel expenses and supplies to secure historical research and documents, and develop the curriculum-based website. Although FCRM's funding request was not included in the state budget this year, it plans to seek funding again during the 2023 legislative cycle. Based on the Board's direction, staff will include FCRM's funding request in the County's 2023 legislative priorities which will be presented to the Board for consideration in the fall. Following the adoption of the 2023 legislative priorities, staff will work with the County's lobbying team and members of the Leon County Legislative Delegation to advocate in support of FCRM's funding request.

As directed by the Board, this budget discussion item includes a review of the tri-party CRA Interlocal Agreement related to the use of Tourist Development Taxes previously collected for a downtown performing arts center, and how FCRM may be able to access those funds.

Analysis:

FCRM provided an Alternative Budget for the Board's consideration which is 25% of its original funding request (Attachment #4). FCRM is seeking \$60,000 to support approximately six months of expenses associated with the creation of the proposed virtual museum and database showcasing Leon County's civil rights leaders and educational pioneers. This includes expenses associated

with exhibit acquisition, curator and staffing support (for 24-26 weeks), equipment rentals and software expenses, office furnishings and supplies, fundraising and marketing efforts, and other miscellaneous expenses. The proposal no longer seeks funding to secure a site to store, maintain, and prepare documents and artifacts; alternatively, the proposal indicates that FCRM staff will work from home.

Each year, Leon County dedicates funding to support local arts, cultural and heritage programs through COCA's annual grant process. In FY 2023, the County will invest over \$1.3 million in the cultural grant programs administered by COCA to support the programmatic and operating needs of the many diverse cultural organizations in the County. COCA's grant programs have established eligibility requirements that applicants must meet to ensure grant funds are invested into cultural organizations that have demonstrated capacity for success in growing the community as a cultural destination.

FCRM's proposal is considered an early-stage concept because the organization lacks programming, a physical space, equipment, employees, and financial support toward achieving its goals. At this time, the FCRM proposal does not meet the eligibility requirements for COCA's grant programs because it has not completed at least one full year of programming and demonstrated community support (grants, in-kind donations, earned income). The eligibility requirements in place for COCA's cultural grant programs are to ensure funding is awarded for established programs that can demonstrate an ability to generate a return on investment for public funds, enhance the cultural resources in the community, and support the overall growth of the market as a destination.

As noted in the June 14, 2022 agenda item, FCRM currently does not have a formalized list of exhibits to be showcased or formalized plans to acquire such exhibits. Instead, FCRM has a list of diverse people that it wishes to recognize in the proposed virtual museum and database. In addition, FCRM has not secured funding from any other sources, in-kind donations, or local partnerships that would sustain the proposed initiative beyond the six-month funding request. It is not clear what would happen to any documents or exhibits insured with County funding beyond six months. The furniture, cameras, and promotional materials purchased with County funds would remain at the private residence(s) of FCRM leadership.

Based on FCRM's proposal, the County would be the sole source of revenue for the organization as it collects materials and builds a website. No public programming is anticipated at this time. This analysis finds that it would be premature to provide County funding for a six-month duration to an organization seeking to establish itself on a statewide basis. The County's support for FCRM's state appropriation request would provide the funding necessary to allow the organization to acquire, catalog, and build up its historical exhibits and website. Once these collective assets are in its possession, FCRM will be able to advance its efforts to secure additional funding sources that can sustain the organization.

Since the County contracts with COCA to facilitate grant funding for 501c(3) organizations with arts and/or history programming as its primary purpose, the County does not have a separate program or process to evaluate FCRM's funding request. Further, the Preliminary FY 2023 Budget does not include funding for this proposal. Should the Board wish to support the \$60,000

request for the virtual civil rights museum, the Board may wish to consider using general fund balance or direct staff to identify budget reductions to be considered as part of the budget workshop ratification at the July Board meeting.

The following section provides an update on the tri-party CRA Interlocal Agreement related to the use of TDT funds previously collected for a downtown performing arts center and how FCRM may be able to access those funds. At this time, approximately \$2 million remains in the County's interest-bearing account pursuant to the CRA Interlocal Agreement.

CRA Interlocal Agreement Related to Tourism Funds

On October 14, 2014, the Board approved the Third Amendment to the CRA Interlocal Agreement to reallocate Tourist Development Tax (TDT) revenues that had been dedicated to support a downtown performing arts center which never came to fruition (Attachment #5). At that time, the County had accrued a fund balance of approximately \$5 million in TDT. The Third Amendment to the CRA Interlocal Agreement charged the CRA Board with making recommendations for the utilization of the remaining TDT funds within the Downtown or Frenchtown/Southside CRA Districts, subject to final approval by both the County and City Commissions. These funds must be utilized in accordance with section 125.0104, Florida Statutes which governs the use of TDT funds. Further, the CRA Interlocal Agreement specifically calls for the TDT funds to be utilized for projects, programs, and expenses:

related to culture, visual arts, and heritage programs; performing arts space, as part of the convention center project; or other performing arts projects.

In accordance with the Third Amendment to the CRA Interlocal Agreement, approximately \$2.25 million of the TDT funds was allocated for capital improvements associated with the Amphitheater support space and redevelopment at Cascades Park. On May 25, 2017 the CRA developed a competitive grant program to solicit proposals and allocate the remaining \$3 million of TDT. In July 2018, the County, CRA Board, and City each approved grant awards to three organizations which fully allocated the remaining TDT funds. This included a proposal by TLH Arts for a "Performance and Rehearsal Venue Renovation" for \$1.8 million which, over several years and multiple project iterations, was unable to meet the required benchmarks (fundraising, securing a location, etc.) to receive funding.

During the summer of 2021, TLH Arts Inc. pursued a new location in Railroad Square but was unable to acquire the property for the Performance and Rehearsal Venue. On January 26, 2022, TLH Arts Inc. provided a letter to the CRA stating that the organization had placed its plans for the venue on hold. On February 24, 2022, the CRA Board rescinded the \$1.8 million grant previously awarded to TLH Arts Inc. in 2018 and directed staff to open a new application process for the remaining funds (Attachment #6).

CRA staff anticipates bringing an item back to the CRA Board on September 8th providing for the grant solicitation process. The County's Director of Tourism is coordinating with CRA staff to ensure the grant guidelines and applications meet the statutory requirements for TDT expenditures. Consistent with the CRA Interlocal Agreement, the grant program is anticipated to solicit applications from non-profit organizations for projects, programs, and expenses related to culture,

visual arts, and heritage programs. Once the grant cycle has been completed and the CRA Board approves recommendation(s) for funding, an agenda item will be prepared for the Board's consideration.

At this time, \$2 million remains in the County's interest-bearing account pursuant to the CRA Interlocal Agreement. FCRM may be eligible for funding if it seeks to provide a project or programming within the Downtown or Frenchtown/Southside CRA Districts that meet the statutory requirements for TDT expenditures. Further, the programming or projects/exhibits would have to be publicly available and seek to draw visitors to the destination.

While the County's participation in the CRA has been restructured with the approval of a Fourth Amendment to the CRA Interlocal Agreement in 2018, the CRA Board's utilization of the TDT funds remains subject to final approval by both the County and City Commissions. The Interlocal Agreement does not specify a timetable for the funds to be spent. However, unspent funds must be returned to the County upon the termination or expiration (June 2039) of the Agency. Should the Board wish to redirect the \$2 million in TDT for the County's sole discretion, an amendment to the CRA Interlocal Agreement would need to be approved by all three parties (the Board, City Commission, and CRA Board).

Conclusion

FCRM seeks to create a virtual museum showcasing Leon County's civil rights leaders and educational pioneers and deploy this community-based model on a statewide basis. Although FCRM was not awarded state funding this year, it will seek funding again in 2023 and is requesting \$60,000 from the County for approximately six months of expenses.

FCRM's state appropriation request will be included in the County's 2023 legislative priorities and presented to the Board for consideration in the fall. The \$500,000 state legislative request would support staff salaries, travel expenses and supplies to secure historical research and documents, and develop the curriculum-based website. Following the adoption of the 2023 legislative priorities, staff will work with the County's lobbying team and members of the Leon County Legislative Delegation to advocate in support of FCRM's funding request. The County's support for FCRM's state appropriation request would provide the funding necessary to allow the organization to acquire, catalog, and build up its historical exhibits and website. Once these collective assets are in its possession, FCRM will be able to advance its efforts to secure additional funding sources that can sustain the organization.

Based on the Board's direction, this budget discussion item includes a review of the tri-party CRA Interlocal Agreement related to the use of TDT previously collected for a downtown performing arts center, and how FCRM may be able to access those funds. At this time, \$2 million remains in the County's interest-bearing account pursuant to the CRA Interlocal Agreement. The CRA Board is charged with making recommendations for the utilization of the remaining TDT funds subject to final approval by both the County and City Commissions.

The CRA Board is expected to consider the guidelines for a new grant solicitation process at its meeting in September. The grant program is anticipated to solicit applications from non-profit organizations for projects, programs, and expenses related to culture, visual arts, and heritage

programs. FCRM may be eligible for grant funding if it seeks to provide a project or programming within the Downtown or Frenchtown/Southside CRA Districts that meet the statutory requirements for TDT expenditures. Further, the programming or projects/exhibits would have to be publicly available and seek to draw visitors to the destination.

The County's Preliminary FY 2023 Budget does not include funding for this project. However, should the Board wish to support the \$60,000 request for the virtual civil rights museum, the Board may wish to consider using general fund balance or direct staff to identify budget reductions to be considered as part of the budget workshop ratification at the July Board meeting.

Options:

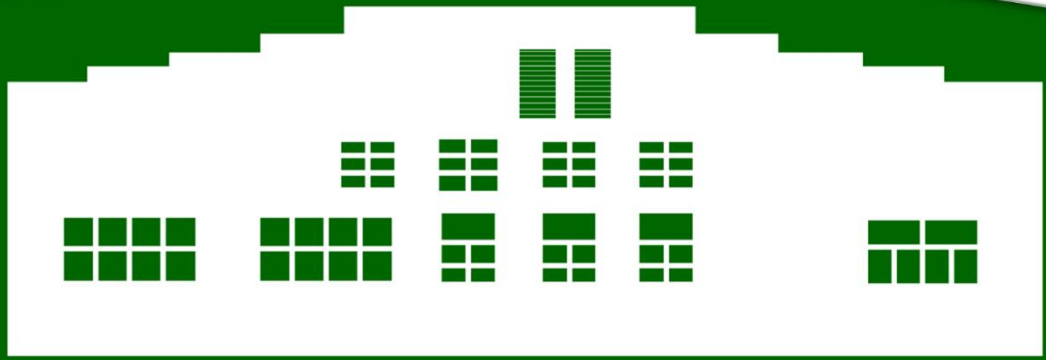
1. Accept the staff report and take no further action at this time.
2. Approve the funding request in the amount of \$60,000 and direct the County Administrator to increase the use of general fund balance in the Preliminary FY 2023 Budget.
3. Direct the County Administrator to identify \$60,000 in reductions and/or project deferrals in the Preliminary FY 2023 Budget as part of the ratification agenda item to be brought back at the July Board meeting.
4. Board direction.

Recommendation:

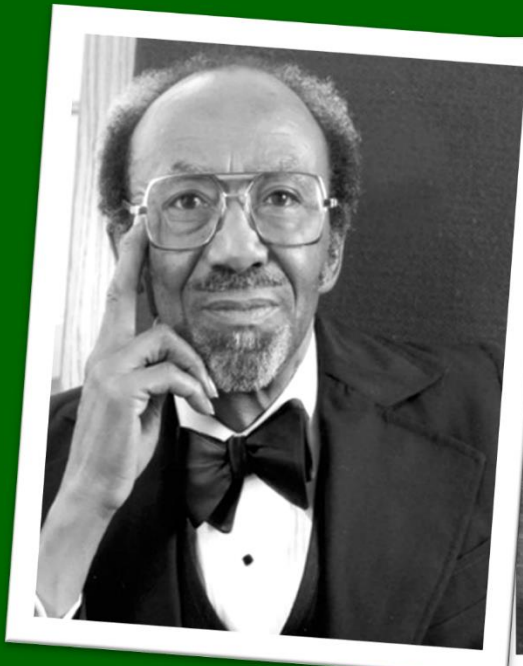
Option #1

Attachments:

1. Florida Civil Rights Museum, Inc. Brochure
2. June 14, 2022 agenda item on the Florida Civil Rights Museum, Inc. funding request
3. Florida Civil Rights Museum, Inc. Appropriations Request Form – 2022 Legislative Session
4. Florida Civil Rights Museum, Inc. Proposed Alternative Budget for \$60,000
5. October 14, 2014 agenda item amending the CRA Interlocal Agreement to reallocate TDT
6. February 24, 2022 CRA Board agenda item rescinding the TDT grant to TLH Arts, Inc.



LEON COUNTY DIVISION OF THE FLORIDA CIVIL RIGHTS MUSEUM, INC.



The Leon County Division of the Florida Civil Rights Museum, Inc. was established to display, protect, and preserve the stories, legacies, and institutions that exist to illuminate the history of civil rights leaders in Florida's Capital County. The museum is significant as the only statewide-focused civil rights museum in Florida, headquartered in the capital city.

In 2010, the Florida Legislature unanimously enacted the Florida Civil Rights Hall of Fame, with the intent to recognize and honor those persons, living or dead, who have made significant contributions to this state as leaders in the struggle for equality and justice for all persons. Since that time, 24 individuals have been selected for induction into the civil rights hall of fame. Though this extraordinary act of the legislature is critically important, there have been no new inductees included in the hall since 2019. Additionally, the existence of a fully functional institution to serve as a repository for the pertinent and significant documentation of this history at both the local level and statewide, is sorely needed.

The curation of exhibits, including virtual, traditional, and traveling displays, will serve to enlighten members of the public about the contributions of historical figures whose commitment to the advancement of equal opportunity made life better for all. A statewide convention would serve to put heads in beds, increase tourism, and contribute to economic development in Leon County. Through partnerships with various sites, universities, libraries, local governments and institutes, all persons, whether they be resident, or visitor, will be treated to pertinent historical information heretofore unknown to most. The creation of a database, and subsequent dissemination of such information to the public will enhance the knowledge of many, and further stimulate the intellectual curiosity of the visitor. Of the many initiatives created by the Leon County Division of the FCRM, providing significant research for the creation of civil rights heritage walks and interactive historical markers in select Florida counties, beginning with the restoration and refurbishment of the Tallahassee-Leon County Civil Rights Heritage Walk, will also serve to honor and preserve this history in a unique and attractive fashion.

Through the Leon County Division of the FCRM, visitors will be encouraged to visit other sites, locally, regionally, and statewide, which hold a connection to Leon County's civil rights and education pioneers. These institutions and/or sites include: The Reubin O'D. Askew School of Public Administration and Policy; Claude Pepper Center; LeRoy Collins Institute; The Grove; John Gilmore Riley Center/Museum; Carrie Meek-James N. Eaton, Sr. Southeastern Regional Black Archives Research Center and Museum; and others.



John G. Riley Center/Museum



Taylor House



The Grove

Leon County Division of the Florida Civil Rights Museum, Inc.

The Leon County Division of the Florida Civil Rights Museum, Inc. seeks funding to support a civil rights museum in Florida's Capital County. This historic initiative will increase tourism and cultural enhancement throughout Tallahassee and Leon County. Partnerships with libraries, community centers, colleges, universities, and other institutions will serve to increase knowledge of the Floridians who have made significant contributions throughout the state.

What specific purpose or goal will be achieved by the funds requested?

This project is an initiative designed to produce a model community-based curriculum that will educate students and the general public on the lives and legacies of Leon County's civil rights leaders and educational pioneers, regardless of race, color, creed, or national origin. In addition, funding will be used to develop a statewide consortium of libraries, and community centers which will provide educational information to students, residents, tourists, researchers, to include those completing theses and/or dissertations. This information will be made available worldwide to colleges, universities and the general public via social media platforms and an interactive virtual component.

What activities and services will be provided to meet the intended purpose of these funds?

The Leon County Division of the Florida Civil Rights Museum, Inc.'s staff will conduct research and present the historical contributions of various civil rights leaders and educational pioneers in Leon County. Tours, educational workshops, training sessions, and symposia will be held to educate students attending public/private schools, colleges, those pursuing graduate degrees, researchers, scholars, residents, and the general public. Educational materials produced will adhere to Sunshine State Standards, and prepared curricula will contribute to tourism and cultural enhancement across all strata.

What direct services will be provided to citizens by the appropriation project?

Direct services include the establishment and maintenance of a repository of documents, publications, photographs and artifacts, which will highlight those whose civil rights contributions are significant to Leon County, Florida. There will also be a database available for online research, as well as onsite use. Services will be provided through informational sessions, annual meetings/conferences, workshops, exhibits and virtual sessions.

Who is the target population served by this project? How many individuals are expected to be served?

Target populations include all persons (in the city, county, state, nation or worldwide) who are seeking to expand their level of knowledge regarding the contributions of Leon Countians and Floridians who were pioneers in the area of civil rights and/or education. Students, researchers, scholars, community advocates, authors, and masters or doctoral degree candidates will also benefit. Between 600,000-750,000* individuals are expected to be served by this project. *The current COVID-19 pandemic necessitates virtual delivery of most services.

What is the expected benefit or outcome of this project? What is the methodology by which this outcome will be measured?

To increase the level of awareness of well-known and unknown civil rights and education pioneers, who have made significant contributions to Leon County and Florida. The Leon County Division of the FCRM will determine the baseline knowledge level of its audiences through the administration of pretests and will ascertain the level of knowledge gained through posttests. Through follow-up contacts, the Leon County Division of the FCRM will ascertain whether the information was useful to whatever projects the users are engaged in, e.g., school report, thesis, dissertation, research project, etc.

Leon County Division of the Florida Civil Rights Museum, Inc.

Florida House of Representatives

Sponsor: Representative Ramon Alexander
Co-Sponsor(s): Representative Allison Tant

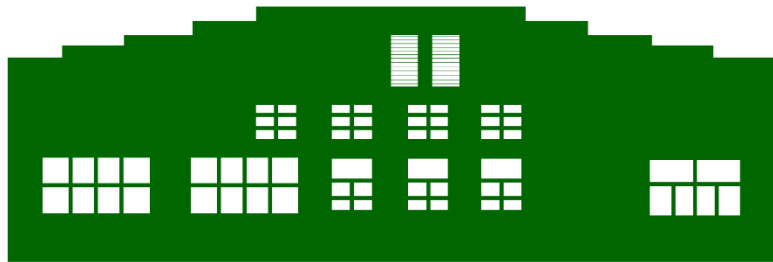
Florida Senate

Sponsor: Senator Lorraine Ausley

Selected Partners

Mortgage Refinancing International, LLC
Tallahassee Urban League, Inc.
Tallahassee Branch NAACP
Chester | Dean Group, LLC
Trinity United Methodist Church
M3E, LLC

Robert and Trudie Perkins Foundation, Inc.
Claude Pepper Foundation at Florida State University
Black History Alliance, Inc.
Cathedral of Faith Ministries, Inc.
DJJ Associates, LLC
WFSU – PBS



LEON COUNTY DIVISION OF THE
FLORIDA CIVIL RIGHTS MUSEUM, INC.

Leon County Board of County Commissioners

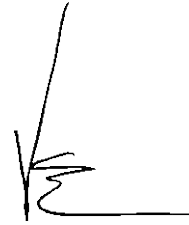
Agenda Item #4

June 14, 2022

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator

Title: Florida Civil Rights Museum Proposal



Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Alan Rosenzweig, Deputy County Administrator
Lead Staff/ Project Team:	Ken Morris, Assistant County Administrator Nicki Paden, Special Projects Coordinator

Statement of Issue:

During the April 12, 2022 meeting, the Board directed staff to bring back an analysis on the Florida Civil Rights Museum, Inc.'s proposal and funding request for consideration.

Fiscal Impact:

The Florida Civil Rights Museum, Inc.'s proposal requests \$240,000 in County funds which is not recommended as part of this item.

Staff Recommendation:

Option #1: Accept the analysis on the Florida Civil Rights Museum Inc.'s proposal and take no further action.

Title: Florida Civil Rights Museum Proposal
June 14, 2022
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Report and Discussion

Background:

During the April 12, 2022 meeting, the Board received a handout from the Florida Civil Rights Museum, Inc. regarding its proposal for the development of a civil rights museum (Attachment #1) and requested an agenda item be prepared regarding this proposal. The Florida Civil Rights Museum, Inc. (FCRM) is requesting County funds in the amount of \$240,000 to support its proposed initiative, titled “Leon County Division of the Florida Civil Rights Museum, Inc.”, to produce a local repository of documents, publications, photographs and artifacts showcasing Leon County’s civil rights leaders and educational pioneers.

In regard to FCRM’s proposal, it is important to note that various County-supported entities and others currently offer repositories, programming, educational opportunities related to civil rights, emancipation, and area history and culture – several of which are noted within the FCRM’s project overview as having a “connection to Leon County’s civil rights and educational pioneers.” Through community partnerships and initiatives, Leon County has a long history of supporting entities such as the John G. Riley House Museum, the Meek-Eaton Black Archives Research Center & Museum, and the Florida African-American Heritage Preservation Network.

In addition, each year Leon County dedicates significant funding specifically to support cultural arts and programming through the Council on Culture and Arts (COCA) with a combination of Tourist Development Tax (TDT) revenue and general revenue. This investment continues to support the County’s many diverse cultural organizations while also raising the awareness of the community as a cultural destination. Through its annual grant process, COCA administers these funds on behalf of the County and makes awards to local culture, arts, and heritage organizations that offer cultural arts programs and activities in the community, such as the activities outlined in the FCRM’s proposal.

As detailed in this item, however, the FCRM’s proposal is in the early concept stage at this time. The FCRM does not currently meet the eligibility requirements for COCA’s grant programs such as completion of at least one full year of programming, documented statistics on attendance which represents a broad community impact and demonstrated community support (grants, in-kind donations, earned income. Since the County dedicates significant funding to support cultural arts and programming through COCA, it is recommended that FCRM pursue grant funding opportunities through COCA during future grant cycles once its proposal is further developed. Accordingly, this item does not recommend the Board’s further consideration of the FCRM’s proposed funding request at this time.

Analysis:

Since the April 12th meeting, County staff engaged with the FCRM regarding its funding request for the proposed civil rights museum titled the Leon County Division of the Florida Civil Rights Museum, Inc. As noted in the project proposal (Attachments #1 and #2), the FCRM is requesting \$240,000 in funding from the County to support a local repository of documents, publications, photographs and artifacts showcasing locally significant civil rights contributions.

Title: Florida Civil Rights Museum Proposal
June 14, 2022
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Each year, Leon County dedicates funding to support cultural arts and programming through COCA with a combination of TDT revenue and general revenue. In FY 2023, the dedicated one-percent of TDT is anticipated to provide over \$1.3 million to support the local arts, cultural and heritage programs through COCA's annual grant process. This investment, through the cultural grant programs administered by COCA, continues to support the programmatic and operating needs of the many diverse cultural organizations in the County. COCA's grant programs have established eligibility requirements that applicants must meet to ensure grant funds are invested into cultural organizations that have demonstrated capacity for success in growing the community as a cultural destination.

Given that the FCRM proposal is in the early stages of conception, the FCRM does not currently meet the eligibility requirements for COCA's grant programs. To be eligible for grant funding, organizations must be a 501c(3) with arts and/or history programming as its primary purpose, and at minimum, have completed at least one full year of programming and demonstrated community support (grants, in-kind donations, earned income). The eligibility requirements in place for COCA's cultural grant programs are to ensure funding is awarded for established programs which demonstrate an ability to generate a return on investment for public funds, enhance the cultural resources in the community, and support the overall growth of the market as a destination.

In May 2021, the FCRM was registered and incorporated as a nonprofit entity. The FCRM has not yet identified or secured a site which is necessary to initiate the implementation of its proposal and, in turn, complete at least one full year of programming as required by COCA. Furthermore, while the FCRM has a list of diverse people that it wishes to recognize in the proposed virtual museum and database, the FCRM currently does not have a formalized list of exhibits to be showcased or formalized plans to acquire such exhibits. Additionally, the FCRM has not secured funding from any other sources, in-kind donations, or local partnerships to sustain the proposed initiative at this time. FCRM intends to explore opportunities to receive grant funding through the State and local entities, such as COCA, in the future.

As noted previously, the County provides financial support to arts and cultural organizations and programs through COCA's annual grants process. Recognizing that the FCRM proposal is in the early stages of conception, COCA's grant programs would be an appropriate funding source for the FCRM to pursue once its proposal becomes further developed. Additionally, there are various County and State-supported entities that currently offer repositories, programming, educational opportunities related to civil rights, emancipation, and African American history and culture in the community. Among these entities include the John G. Riley House Museum, the Meek-Eaton Black Archives Research Center & Museum, the Grove Museum, the Taylor House Museum, and the Knott House Museum. Several of these entities are noted within the FCRM's project overview as having a "connection to Leon County's civil rights and educational pioneers." Recognizing this alignment, there may be future opportunities for the FCRM to engage these partners in furthering the development of its proposal. Given these considerations, this item does not recommend approval of the FCRM's funding request at this time.

Title: Florida Civil Rights Museum Proposal
June 14, 2022
Page 4

Options:

1. Accept the analysis on the Florida Civil Rights Museum Inc.'s proposal and take no further action.
2. Board direction.

Recommendation:

Option #1

Attachments:

1. Florida Civil Rights Museum, Inc. Proposal
2. Florida Civil Rights Museum Proposed Budget

The Florida House of Representatives

Appropriations Project Request - Fiscal Year 2022-23

For projects meeting the definition of House Rule 5.14

1. Title of Project: Florida Civil Rights Museum
2. Date of Submission: 11/13/2021
3. House Member Sponsor: Ramon Alexander

4. Details of Amount Requested:

- a. Has funding been provided in a previous state budget for this activity? No
- b. What is the most recent fiscal year the project was funded?
- c. Were the funds provided in the most recent fiscal year subsequently vetoed?
- d. Complete the following Project Request Worksheet to develop your request.

FY:	Input Prior Year Appropriation for this project for FY 2021-22 <small>(If appropriated in 2021-22 enter the appropriated amount, even if vetoed.)</small>			Develop New Funds Request for FY 2022-23 <small>(Requests for additional RECURRING funds are prohibited.)</small>		
Column:	A	B	C	D	E	F
Funds Description:	Prior Year Recurring Funds	Prior Year Nonrecurring Funds	Total Funds Appropriated	Recurring Base Budget	Additional Nonrecurring Request	TOTAL Nonrecurring plus Recurring Base Funds
Input Amounts:					500,000	500,000

- e. Provide the total cost of the project for FY 2022-23 from all sources of funding (Enter "0" if amount is zero):

Type of Funding	Amount	Percent of Total	Are the other sources of funds guaranteed in writing?
1. Amount Requested from the State in this Appropriations Project Request	500,000	100.0%	N/A
2. Federal	0	0.0%	No
3. State (Excluding the requested Total Amount in #4d, Column F)	0	0.0%	No
4. Local	0	0.0%	No

The Florida House of Representatives

Appropriations Project Request - Fiscal Year 2022-23

For projects meeting the definition of House Rule 5.14

5. Other	0	0.0%	No
TOTAL	500,000	100%	

5. Is this a multi-year project requiring funding from the state for more than one year?

Yes

a. How much state funding would be requested after 2022-23 over the next 5 years?

- <1M
- 1-3M
- >3-10M
- >10M

b. How many additional years of state support do you expect to need for this project?

- 1 year
- 2 years
- 3 years
- 4 years
- >= 5 years

c. What is the total project cost for all years including all federal, local, state, and any other funds? Select the single answer which best describes the total project cost. If funds requested are for ongoing services or for recurring activities, select "ongoing activity".

- ongoing activity – no total cost
- <1M
- 1-3M
- >3-10M
- >10M

6. Which is the most appropriate state agency to place an appropriation for the issue requested? Department of State

a. Has the appropriate state agency for administering the funding, if the request were appropriated, been contacted? Yes

b. Describe penalties for failing to meet deliverables or performance measures which the agency should provide in its contract to administer the funding if appropriated.

Funds dispersed for deliverables unmet will be returned to the Department of State.

The Florida House of Representatives

Appropriations Project Request - Fiscal Year 2022-23

For projects meeting the definition of House Rule 5.14

7. Requester:

- a. Name: Delaitre Hollinger
- b. Organization: Florida Civil Rights Museum, Inc./ NAPAHC
- c. Email: Laitre1993@gmail.com
- d. Phone #: (850)296-5590

8. Contact for questions about specific technical or financial details about the project.

- a. Name: Delaitre Hollinger
- b. Organization: Florida Civil Rights Museum, Inc./ NAPAHC
- c. Email: Laitre1993@gmail.com
- d. Phone #: (850)296-5590

9. Registered lobbyist working to secure funding for this project.

- a. Name: None
- b. Firm: None
- c. Email:
- d. Phone #:

10. Organization or Name of entity receiving funds:

- a. Name: Florida Civil Rights Museum, Inc./NAPAHC
- b. County (County where funds are to be expended): Statewide
- c. Service Area (Counties being served by the service(s) provided with funding): Statewide, Alachua, Broward, Duval, Leon, Miami-Dade, Palm Beach

11. What type of organization is the entity that will receive the funds?

- For Profit
- Non Profit 501(c) (3)
- Non Profit 501(c) (4)
- Local Government
- University or College
- Other (Please describe)

12. What is the specific purpose or goal that will be achieved by the funds being requested?

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For projects meeting the definition of House Rule 5.14

This project is a statewide initiative designed to produce a model community-based curriculum that will educate students and the general public on the lives and legacies of Florida's civil rights leaders and educational pioneers, regardless of race, color, creed or national origin. In addition, funding will be used to develop a statewide consortium of libraries, institutes, senior and community centers, which will provide educational information to Florida's students, K-12

13. Provide specific details on how funds will be spent. (Select all that apply)

Spending Category	Description	Amount Requested (Should equal 4d, Col. E) Enter "0" if request is zero for the category
Administrative Costs:		
<input checked="" type="checkbox"/> a. Executive Director/Project Head Salary and Benefits	To oversee the proposed project	50,000
<input checked="" type="checkbox"/> b. Other Salary and Benefits	To implement the proposed project	50,000
<input type="checkbox"/> c. Expense/Equipment/Travel/Supplies/Other		
<input type="checkbox"/> d. Consultants/Contracted Services/Study		
Operational Costs:		
<input checked="" type="checkbox"/> e. Salaries and Benefits	Staff hired to prepare documents and required reports	60,000
<input checked="" type="checkbox"/> f. Expenses/Equipment/Travel/Supplies/Other	Travel/supplies needed in order to secure historical research and other relevant information	20,000

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<input checked="" type="checkbox"/> g. Consultants/Contracted Services/Study	Obtaining additional information/documents/historical research	320,000
Fixed Capital Construction/Major Renovation:		
<input type="checkbox"/> h. Construction/Renovation/Land/Planning Engineering		
TOTAL		500,000

14. For Fixed Capital Costs requested in Question 13, what type of ownership will the facility be under when complete?

For Profit

Non Profit 501(c) (3)

Non Profit 501(c) (4)

Local Government (e.g., police, fire or local government buildings, local roads, etc.)

State agency owned facility (For example: college or university facility, buildings for public schools, roads in the state transportation system, etc.)

Other (Please describe)

15. Is the project request an information technology project?

No

16. Is there any documented show of support for the requested project in the community including public hearings, letters of support, major organizational backing, or other expressions of support?

Yes

a. Please Describe:

This request has major organizational backing from various local organizations.

17. Has the need for the funds been documented by a study, completed by an independent 3rd party, for the area to be served?

No

18. Will the requested funds be used directly for services to citizens?

Yes

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a. What are the activities and services that will be provided to meet the purpose of the funds?

The Florida Civil Rights Museum will research the contributions of various historical figures to the history of the state. Tours, educational workshops, training sessions, and symposiums will be held statewide to educate K-12 students and the general public.

b. Describe the direct services to be provided to the citizens by the funding requested.

Direct services include the teaching of the history of those civil rights figures significant to the state, through education by means of tutoring, training sessions, annual meetings, workshops, and providing information virtually. Educational materials produced will adhere to state standards, and prepare curricula, which will contribute to tourism/cultural enhancement across all strata statewide.

c. Describe the target population to be served (i.e., "the majority of the funds requested will serve these target populations or groups"). Select all that apply to the target population:

- Elderly persons
- Persons with poor mental health
- Persons with poor physical health
- Jobless persons
- Economically disadvantaged persons
- At-risk youth
- Homeless
- Developmentally disabled
- Physically disabled
- Drug users (in health services)
- Preschool students
- Grade school students
- High school students
- University/college students
- Currently or formerly incarcerated persons
- Drug offenders (in criminal Justice)
- Victims of crime
- General (The majority of the funds will benefit no specific group)
- Other (Please describe)

d. How many in the target population are expected to be served?

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- < 25
- 25-50
- 51-100
- 101-200
- 201-400
- 401-800
- >800

19. What benefits or outcomes will be realized by the expenditure of funds requested? (Select each Benefit/Outcome that applies)

Benefit or Outcome	Provide a specific measure of the benefit or outcome	Describe the method for measuring level of benefit or outcome
<input type="checkbox"/> Improve physical health		
<input type="checkbox"/> Improve mental health		
<input checked="" type="checkbox"/> Enrich cultural experience	Educating the general public, statewide about the contributions of little-known civil rights pioneers who have made significant contributions to the state.	Prepare curriculum-based website to enhance cultural knowledge and uncover shared experiences
<input type="checkbox"/> Improve agricultural production/promotion/education		
<input checked="" type="checkbox"/> Improve quality of education	To educate Florida's students in public, as well as private institutions, as well as K-12, utilizing a newly-prepared, web-based curricula.	Website hits, surveys, and site visitation.
<input type="checkbox"/> Enhance/preserve/improve environmental or fish and wildlife quality		

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<input type="checkbox"/> Protect the general public from harm (environmental, criminal, etc.)		
<input type="checkbox"/> Improve transportation conditions		
<input type="checkbox"/> Increase or improve economic activity		
<input checked="" type="checkbox"/> Increase tourism	The project will increase tourism and cultural enhancement throughout the state. Partnerships with libraries, senior centers, community centers, colleges, universities, and other educational institutions will serve to put heads in beds and increase knowledge among tourists of Floridians who have made significant contributions throughout the state.	Videographers, college/university students majoring in journalism, public relations, and marketing will be utilized to record and visitor experiences and advertise the museum's offerings statewide. Surveys, website hits and museum visitors will play major roles in measuring outcomes.
<input checked="" type="checkbox"/> Create specific immediate job opportunities	Salaried administrative positions will create immediate job opportunities.	Employee records and satisfaction surveys
<input type="checkbox"/> Enhance specific individual's economic self sufficiency		
<input type="checkbox"/> Reduce recidivism		
<input type="checkbox"/> Reduce substance abuse		
<input type="checkbox"/> Divert from Criminal/Juvenile justice system		
<input type="checkbox"/> Improve wastewater management		

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<input type="checkbox"/> Improve stormwater management		
<input type="checkbox"/> Improve groundwater quality		
<input type="checkbox"/> Improve drinking water quality		
<input type="checkbox"/> Improve surface water quality		
<input type="checkbox"/> Other (Please describe):		

ALTERNATIVE BUDGET PROPOSED FOR:

Florida Civil Rights Museum (FCRM)/Leon County Division

Proposed Line Item Budget For Year 1: Justification/Explanations for Projected Expenditures

Budget Line Item Requested	FCRM/LEON Yr 1 (ALT)	
Curator (s)	20280	Supports the costs of lead curatorial team: @ \$26 per hr (30 hrs per week)for 26 weeks
Fringe Ben*	0	No benefits requested
OPS/Temp	4500	One OPS staff: @\$12.50 per hr x 15 hrs per wk (for 24 wks): duties include organizing, scanning documents
Travel	400	Cost estimate for car rental and fuel (two trips to visit museums)
Equipment	5400	Estimated costs for Museum software for website and social media, cameras, frames, easels, etc. (partial purchase)
Rent/Use of Spac	0	Staff would have to work from home (in separate spaces) No funding for rental of space to store,maintain, prepare and present documents/artifacts (St
Security Sys	0	No funding requested for security system to protect building and contents.
Furnishings	420	Partial funding to acquire desks, chairs, work stations, shelving, etc. (Additional items from Goodwill or surplus)
Supplies (Office)	100	Paper, pens, folders, paper cutters, clips, post-it-notes
Supplies (Prog)	163	Hand held recorders, artifact conservation materials (plastic covering and sleeving to protect donations/acquisitions)
Training (Staff)	150	Training in use of equipment and Museum software
Grad Assts/Interns	4860	Two (2) graduate interns: @13.50 per hr (15 hrs per wk) for twelve (12) weeks each. Will be trained to become Museum Curators
Contractual Serv	2434	Rental of commercial copiers and scanners/repair and maintenance of equipment/custom cleaning and restoration of artifacts
Professional Fees	3145	Audio tour and oral histories/media production of documentaries and exhibits for presentation to visitors/music production
Advertising	1000	Placement of ads in Newspapers, Consumer and trade puplications, broadcast outlets (Radio/TV and Google Ads)
Client Incentives	1000	Tokens provided to new members based on level of support (e.g. pencils, pens, cups, tote bags with Museum logo)
Printing	1250	Donor Agreements; Applications for persons seeking inclusion into the gallery; membership cards for donors; ink and toner for copiers;
Display Cases	1125	Est. cost of glass cases to display artifacts on loan to the museum (items will be photographed or videotaped)
Copier/Scanner(s)	2230	Purchase of desk top printers with copying and scanning capabilities; purchase of service agreements
I.T. Support	5585	Domain name and hosting services/determine capacity needed to support and expand platform/trouble shoot
Marketing/Promo	1180	Design, create and produce materials to promote museum and costs associated with fundraising activities and events
Liability Ins	800	Estimated cost to insure artifacts, equipment, etc.
Postage	106	USPS, UPS and FED EX mailing/delivery of large packages
Telephone/Internet	480	Estimated cost for internet service (for 6 months)- \$80 per mo for internet
Vehicle Exp	388	Truck rental/vehicle use and fuel costs to retrieve and return of items/artifacts on loan(temporarily)
Other/Misc	2999	5% contingency for underestimated costs or for costs not listed
Subtotals	59,995	
Indirect Costs	0	
Totals (Requested)*	59,995	

Notes/Assumptions/Salient Issues:

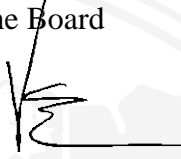
**Further explanations/justifications for proposed line item budget requests/expenditures will be presented during Commission Meeting (as requested).
 Figures presented herein assumes funding from four (4) to six months for staff (does not include rental of building/storage space)
 Alternate Budget Proposal Presented represents a reduced request for seed funding (which equals 25% of original budget)
 FCRM is amenable to receiving 25% of total funding allocation (requested for Year 1) in consideration of Leon County's Budget priorities and financial constraints,
 due to inflation; exhorbitant fuel costs to operate county fleet, and its pledge to increase County employees minimum wage to \$15 per hour.

Leon County Board of County Commissioners

Cover Sheet for Agenda #15

October 14, 2014

To: Honorable Chairman and Members of the Board

From: Vincent S. Long, County Administrator 

Title: Consideration of the City's Counter-Proposal to Reallocate the Tourism Development Tax Currently Dedicated to the Performing Arts Center

County Administrator Review and Approval:	Vincent S. Long, County Administrator
Department/ Division Review:	Alan Rosenzweig, Deputy County Administrator
Lead Staff/ Project Team:	Ken Morris, Director of Economic Development & Business Partnerships

Fiscal Impact:

This item seeks the Board's direction regarding the City's Commission's counter-proposal to reallocate Tourism Development Tax revenues currently dedicated to a performing arts center(s) under a tri-party Interlocal Agreement with the City and Community Redevelopment Agency. Outstanding items to be addressed include: 1) the existing \$5 million balance for a performing arts center(s); 2) the annual recurring one-cent tourist development tax dedicated to a performing arts center; 3) the reimbursement of \$508,425 utilized for the demolition of the Johns Building; and, 4) the reallocation of said funds to support cultural arts and the operation of the proposed convention center.

Title: Consideration of the City's Counter-Proposal to Reallocate the Tourism Development Tax
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Staff Recommendation:

- Option #1: Approve the County's proposal to amend the Interlocal Agreement and reallocate the Tourism Development Tax with the counter-proposal modifications offered by the City (in bold and underline):
- a. The CRA would maintain the \$5 million fund balance (plus what is collected through September 30, 2014) set aside for the performing arts center(s) under the current terms and conditions, which includes recommendations being subject to final approval by the County and City. Projects that may be considered include, but are not limited to:
 - i. The proposed Downtown Theatre Project on College Avenue.
 - ii. Performing arts space as part of convention center project.
 - iii. Or, other performing arts projects as recommended by the CRA.
 - b. Rather than require the City to pay back the \$508,425 owed to the County pursuant to the aforementioned agreement, the County would allow the City **five years** to make improvements of the Capital City Amphitheater and/or Meridian Building for the purpose(s) requested by the County in an amount equal to the \$508,425 utilized for the demolition of the Johns Building; any balance not utilized during this period of time will be reimbursed to the County's Tourist Development Trust Fund.
 - c. A formal acknowledgement that effective September 30, 2014, all future one-cent TDT currently dedicated to the performing arts center(s) shall no longer be dedicated for such purpose and shall be retained by the County to be utilized in accordance with Florida Law.
 - d. Following the amendment of the Interlocal Agreement, the County shall amend the Tourism Plan (Ordinance) to allocate a total of one-cent of TDT to support **both City and County** cultural grants starting in FY 2015.
 - i. **In addition, for five years beginning in FY 2015, the County shall dedicate an additional ¼ cent of the one-cent dedicated to a performing arts center(s) to support cultural grant programs. Monies accrued from the ¼ cent during FY 2015 shall be distributed during FY 2016 and continue through FY 2020. During this five-year term, the City and County will "continue to commit general revenues funds in the amount of about \$150,000 each towards the operation of COCA. The exact amount can be determined during FY 2015 in conjunction with COCA staff."**
 - e. Utilize the remaining **¼ cent** for tourism related expenses as determined by the Board and, upon a future determination by the Board, redirect these funds to support the operations of the convention center once it is operational.
- Option #2: Should the City determine to reduce its general revenue support for cultural grants, the Tourist Development Council shall be utilized to offer guidance on the eligibility of cultural agencies for TDT funds at that time.
- Option #3: Direct the Tourist Development Council to review and provide recommendations on all relevant Interlocal Agreements regarding the reallocation of TDT prior to execution.

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Report and Discussion

Background:

Over the past year, the Board, the City Commission (City) and the Community Redevelopment Agency (CRA) have discussed the reallocation of the one-cent Tourism Development Tax (TDT) currently dedicated for a performing arts center(s), the \$5 million accumulated fund balance set aside for a performing arts center(s), and the \$508,425 owed to the County for the demolition of the Johns building. This item provides information on the most recent actions taken by the Board, the CRA, and the City respectively and seeks Board direction to resolve this matter.

Leon County Action

During the October 29, 2013 Workshop on the Future Uses for the One-Cent of TDT Dedicated to a Downtown Performing Arts Center, the Board acknowledged the substantial likelihood that the proposed performing arts center led by Florida Center of Performing Arts and Education (FCPAE) would not be realized given the lack of adequate private financial support and strong opposition by the Sales Tax Committee (Attachment #1). In addition, the latest extension of the FCPAE's option agreement with the City for the Johns Building site had expired a month prior to the workshop, on September 30, 2013, due to their inability to meet fundraising benchmarks. During this workshop, the Board gave preliminary direction to dedicate a full one-cent of TDT to culture in FY 2015 and authorized the County Administrator to take the necessary steps to return the encumbered balance (\$4.1 million at that time) set aside for a downtown performing art center(s) back into the TDT trust fund pursuant to the Interlocal Agreement.

On February 11, 2014, the Board held a workshop on the Cultural Plan Review Committee's Final Report and Recommendations (Attachment #2). Since 2003, Leon County has partnered with the Council on Culture & Arts (COCA) to implement the Cultural Plan and administer the cultural grant program. Included in this final report were several concerns regarding the current funding formula for COCA including the limitations associated with TDT funds, the desire for more general revenue funding, and the need for a capital grants program. Following a presentation by members of the Cultural Plan Review Committee and County staff, the Board reaffirmed its preliminary direction from the October 29, 2013 workshop to dedicate a full one-cent of TDT to culture in FY 2015 utilizing a portion of the penny currently dedicated to the performing arts center. Pending discussions with the City, the additional \$400,000 investment of County TDT funds would address some of the key priorities articulated in the Cultural Plan including the creation of a capital grants program for cultural institutions. The Board also modified its position with regard to the encumbered balance (\$4.1 million at that time) set aside for a downtown performing art center(s) through its support to keep the balance accumulated through September 30, 2014 under the tri-party Interlocal Agreement. Based on the numerous and overlapping issues associated with the reallocation of the TDT, the Board requested staff to bring back an agenda item reconciling each of the Board's directives for final approval prior to scheduling a joint meeting with City Commissioners.

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Staff presented these issues back to the Board on April 8, 2014, at which time the Board directed staff to prepare an agenda item to propose specific changes to the Interlocal Agreement at the April 24, 2014 CRA meeting as follows (Attachment #3):

- The CRA would maintain the \$4.1 million (currently estimated at \$5 million) fund balance (plus what was collected through September 30, 2014) set aside for a performing arts center(s) under the current terms and conditions. Recommendations would be subject to final approval by the County and City. Projects that may be considered would include, but are not limited to:
 - The proposed Downtown Theatre Project on College Avenue.
 - Performing arts space as part of convention center project.
 - Or, other performing arts projects as recommended by the CRA.
- Rather than require the City to pay back the \$508,425 owed to the County pursuant to the aforementioned agreement, the County would allow the City three years to make improvements of the Capital City Amphitheater and/or Meridian Building for the purpose(s) requested by the County in an amount equal to the \$508,425 utilized for the demolition of the Johns Building; any balance not utilized during this period of time must be reimbursed to the County's Tourist Development Trust Fund.
- A formal acknowledgement by each party to the Interlocal Agreement that effective September 30, 2014, all future one-cent TDT currently dedicated to the performing arts center(s) shall no longer be dedicated for such purpose and shall be retained by the County to be utilized in accordance with Florida Law.
- Following the amendment to the Interlocal Agreement, the Board authorized staff to schedule a public hearing to amend the Tourism Plan (Ordinance) to allocate a total of one-cent TDT to support cultural arts starting in FY 2015 (utilizing approximately ½ cent from the penny dedicated to the performing arts center). The remaining ½ cent was to be utilized for tourism related expenses, as determined by the Board, and potentially redirected to support the convention center once it is operational.
- The Board directed the County Administrator, upon the approval of the sales tax extension, to negotiate with FSU and/or the appropriate parties for a ½ cent of the TDT to be utilized for the operational costs associated with the convention center once it is completed. An agreement would be brought back to the Board for its consideration.

Under the Board's proposal, amending the Interlocal Agreement would have ceased the collection of the one-cent TDT on September 30, 2014 for the purpose of a performing arts center(s) and restored the Board's full and independent discretionary authority for this County revenue source.

Community Redevelopment Agency Action

In response to the Board's actions, the CRA held a meeting April 24, 2014 to discuss matters relating to the performing art center and TDT funding. During the CRA meeting, City Commissioners agreed they wanted an opportunity to discuss this issue as a City body rather than discuss it for the first time at the CRA meeting.

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City of Tallahassee Action

In May 2014, the City held two meetings to discuss matters relating to the performing art center and TDT funding, however Commissioners decided to defer any actions until a later date. On September 22, 2014, the City took up these issues again and recommended changes (indicated in bold and underline) to the Interlocal Agreement for the Board's consideration as follows (Attachment #4):

- The CRA would maintain the \$4.1 million (currently estimated at \$5 million) fund balance (plus what was collected through September 30, 2014) set aside for the performing arts center(s) under the current terms and conditions, which includes recommendations being subject to final approval by the County and City. Projects that may be considered include, but are not limited to:
 - The proposed Downtown Theatre Project on College Avenue.
 - Performing arts space as part of convention center project.
 - Or, other performing arts projects as recommended by the CRA.
- Rather than require the City to pay back the \$508,425 owed to the County pursuant to the aforementioned agreement, the County should allow the City **five years** to make improvements of the Capital City Amphitheater and/or Meridian Building for the purpose(s) requested by the County in an amount equal to the \$508,425 utilized for the demolition of the Johns Building; any balance not utilized during this period of time will be reimbursed to the County's Tourist Development Trust Fund.
- A formal acknowledgement that effective September 30, 2014, all future one-cent TDT currently dedicated to the performing arts center(s) shall no longer be dedicated for such purpose and shall be retained by the County to be utilized in accordance with Florida Law.
- Following the amendment of the Interlocal Agreement, the County shall amend the Tourism Plan (Ordinance) to allocate a total of one-cent of TDT to support **both City and County** cultural grants starting in FY 2015.
 - **In addition, for five years beginning in FY 2015, the County shall dedicate an additional ¼ cent of the one-cent dedicated to a performing arts center(s) to support cultural grant programs. Monies accrued from the ¼ cent during FY 2015 shall be distributed during FY 2016 and continue through FY 2020. During this five-year term, the City and County will "continue to commit general revenues funds in the amount of about \$150,000 each towards the operation of COCA. The exact amount can be determined during FY 2015 in conjunction with COCA staff."**

Under the City's proposal, the Board would be obligated to provide an additional ½-cent to COCA (which the Board has previously supported) and an additional ¼-cent to COCA for a five-year period. Of the one-cent currently dedicated to a performing arts center(s), a ¼ cent would remain available to promote tourism as determined by the Board. The City did not address the Board's recommendation in dedicating a ½-cent to support the operational costs of the convention center from the one-cent currently dedicated to the performing arts center. Staff provides additional information in the analysis relating to the convention center so that the Board has the complete picture of all the moving pieces and recent actions regarding the reallocation of the one-cent dedicated to the performing arts center.

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Analysis:

This analysis seeks to clarify the differences between the positions taken by the Board and the City Commission regarding the TDT currently dedicated to a performing arts center(s). The proposal adopted by the Board on April 8, 2014 sought to relinquish the one-cent TDT from the Interlocal Agreement in order to restore the Board’s full and independent discretionary authority for this County revenue source. In turn, the Board sought to maximize these revenues by striking a balance between desired community projects and available resources by maintaining the existing \$5 million fund balance for a performing arts center(s) and utilizing future TDT revenues for other community efforts such as the implementation of the Cultural Plan and the operational support for the convention center. While there are some differences between the County and City proposals, the City’s proposal would still allow the Board to realize its funding priorities with TDT revenues. The analysis portion of this item examines the County and City Commission's proposals and seeks Board direction to resolve some of the outstanding issues. The table below illustrates the County and City positions and offers staff comments.

Table #1: Comparison of County and City Proposals to Redirect One-Cent of the Tourist Development Tax

Issues	County Proposal	City Proposal	Staff Comments
Formal acknowledgement to no longer dedicate future TDT revenues to a performing art center(s)	Yes	Yes	Consistent with previous Board Direction.
\$5 Million Fund Balance	Remain in CRA, subject to City and County Approval.	Remain in CRA, subject to City and County Approval.	Consistent with previous Board Direction.
\$508,425 owed to County for Johns Building Demolition	City has three years to make improvements to Capital City Amphitheater or Meridian Building.	City has five years to make improvements to Capital City Amphitheater or Meridian Building.	City staff stated that a five-year period would allow for needed improvements. County staff has no objections.
Amend Tourism Plan to Allocate Additional TDT to COCA	Allocate an additional ½ cent to COCA from the one-cent dedicated to the performing arts center. This would provide COCA a total of one-cent of TDT annually (\$900,000).	Allocate an additional ½-cent TDT to COCA (same as County proposal).	Should the Board concur with the City, COCA would receive an additional \$225,000 more than initially proposed by the Board. In addition, the County may not be able to support the future operational needs of the convention center with a ½-cent TDT until 2020.
		Allocate an additional ¼ cent to COCA FY 2015 – FY 2019* for a total of 1¼ cents (\$1.125 million).	
Administrative Funding to COCA	The Board’s FY 2015 budget sustains administrative funding at the historic level of \$150,000. The Board did not discuss modifying its support of administrative funding in any way.	The City proposed a five-year annual commitment “ of about \$150,000 each ” as part of its counter-proposal to the Board.	City proposal makes the historic amounts for funding administration part of the proposed agreement. The proposal is to finalize the exact amount of administrative support during FY 2015 in conjunction with COCA staff.

*Monies accrued from the ¼ cent during FY 2015 shall be distributed in FY 2016 and continue through FY 2020.

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Based on the direction provided on April 8, 2014, the Board sought to increase COCA funding by nearly \$400,000 annually by utilizing approximately a ½ cent from the one-cent currently dedicated to a performing arts center(s), for a total allocation of one-cent or approximately \$900,000 in FY 2015. When combined with the \$150,000 for administrative costs from general revenue, the proposed County budget for cultural arts in FY 2015 was anticipated to be over \$1 million pending the amendment to the Interlocal Agreement. Without the additional funding from the one-cent dedicated to the performing arts center, the Board maintained COCA's funding level in FY 2015 (\$150,000 for administrative costs and \$504,500 in TDT for grants). Table #2 illustrates the difference in COCA grant funding between the County and City proposals.

The distinction between these proposals is the funding level for COCA through 2020 and the availability of TDT for other tourism related expenses under Florida law. Based on the City's counter-proposal to reallocate the one-cent TDT dedicated to a performing arts center(s), COCA would receive an additional ½ cent of the TDT to implement the Cultural Plan starting FY 2015 (as supported by the Board) plus an additional ¼ cent in FY 2016 totaling approximately \$1,125,000 of TDT funds (or 1¼ cents of TDT) annually as reflected in Table #2. The additional ¼-cent allocation proposed by the City would be set aside for COCA starting in FY 2015 but payments would not commence until FY 2016.

Table #2: Proposed Cultural Grant Funding Through COCA (does not include administrative costs)

	FY 2014	FY 2015	FY 2016	
			County Proposal	City Proposal
County Cultural Grant Funding (TDT)	\$504,500	\$900,000* (one-cent TDT)	\$900,000* (one-cent TDT)	\$1,125,000* (1¼ cent TDT)
City Cultural Grant Funding (City GR)	\$403,338	\$403,338	TBD**	TBD**
Total	\$907,838	\$1,303,338	TBD**	TBD**

*Estimated figures based on TDT revenues and contingent upon amending the Interlocal Agreement.

**These figures are dependent on the amount of future general revenue support provided by the City.

COCA is supportive of increasing TDT funds, thereby increasing overall funding levels. However, concerns were raised at the City's meeting on September 22, 2014 about the City's future commitment of general revenue for cultural grants. While the City's proposal calls for a five-year commitment from both the City and County to support COCA's administrative costs, the City's long-term financial commitment of general revenue for cultural grants is unclear at this time. For example, the City's proposal indicates that the additional TDT funds to COCA would support "both the City and County cultural grants starting in FY 2015," which suggests that the additional TDT funds may supplant future City general revenue funding. While the City's FY 2015 budget maintains general revenue support to COCA for various cultural projects in the amount of \$403,338, City Commissioners expressed an interest in reducing that amount in future years with the offset of additional TDT revenues. Further, the Cultural Plan and the City's staff analysis recognize the importance of general revenue funding and the statutory limitations for the use of TDT that could impact local arts and cultural organizations if the TDT "becomes the sole source of funding for the Cultural Grant Program."

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Given the City's proposal to increase TDT funding, COCA would realize a net increase in its budget regardless of the City's level of support with general revenue dollars. In response to COCA's concerns about a reduction in general revenue support and the limitations of the TDT, the City charged its staff to conduct meetings with affected organizations and other community stakeholders over the next year to review their eligibility for TDT funds and potentially identify alternative funding solutions. Should the City determine to reduce its general revenue support for cultural grants, staff would recommend that the Tourist Development Council be utilized to offer guidance on the eligibility of cultural agencies for TDT funds at that time.

Staff believes that additional cultural organizations and programs can be supported with TDT funds. One approach to better utilize existing general revenue funding could be to swap a portion of administrative funds (paid with County/City general revenue) and TDT cultural grants as needed to support local arts and cultural programs. Thus, general revenue would be redirected to support cultural programs that may not be eligible for TDT funds. Despite the best efforts to redirect TDT funds to support additional cultural organizations, the City acknowledges that a reduction in general revenue support could result in some agencies not being able to receive funding through COCA. If the Board were to concur with the City's counter-proposal, it may wish to ensure that the City agrees to backstop the shortfall of funding for cultural organizations and programs that are ineligible for TDT funding. This would help alleviate the concerns raised by COCA and affected organizations by ensuring that adequate resources will be available to support local arts and cultural programs.

Once the Interlocal Agreement is amended and the one-cent TDT is no longer committed to a performing arts center(s), and the penny sales tax referendum has been approved by the voters, the Board has authorized the County Administrator to commence discussions with FSU regarding the utilization of a ½ cent of TDT for the future operating costs associated with the proposed convention center. The Board provided this direction on April 8, 2014 for the County Administrator to bring back a discussion item outlining the due diligence and financial viability of the project so that the Board can make a final determination and commitment of ½ cent TDT for the future operational costs of the convention center. Once that determination is made by the Board, an agreement would be brought back for final approval at the appropriate time.

Should the Board concur with the City's counter-proposal, only a ¼ cent would remain for reallocation to the convention center until 2020 due to the proposed additional ¼-cent commitment to COCA. This may not be a significant concern as the construction of the proposed convention center is dependent on the renewal of the penny sales tax, which would not be collected until 2020, and the operational support with TDT would commence sometime thereafter. Under the City's proposal, should the Board wish to support the operational costs associated with the convention center once staff has performed its due diligence, a ¼ cent would be immediately available but a ½ cent TDT would not be available from the TDT funds currently dedicated to a performing arts center(s) until 2020. Given the Board's direction to commence preliminary discussions with FSU following the sales tax referendum, the need to amend the Interlocal Agreement to avail the TDT funds, and the unknown financial needs and timeline for the convention center, staff does not recommend any immediate action with regard to the convention center at this time.

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Conclusion

The analysis finds that the County and City proposals share common goals including the formal acknowledgement to no longer dedicate TDT revenues to a performing arts center(s), retaining the \$5 million fund balance with the CRA under all of the current terms and conditions of the Interlocal Agreement, and utilizing the \$508,425 owed to the County for the Johns Building for improvements to the Capital City Amphitheater or Meridian Building within five years rather than three years as proposed by the County. Both the County and City seek to increase support for cultural grant programs utilizing TDT revenues but the City is seeking the Board's concurrence to allocate an additional ¼ cent of TDT to COCA above and beyond the full one-cent initially approved by the Board.

As noted in this analysis, COCA has concerns about the City reducing its general revenue support for cultural grants due to the statutory limitations associated with TDT funds. Staff believes that there are several approaches available to support additional cultural organizations and programs with TDT funds but a complete elimination of City general revenue support may result in some agencies not being able to receive funding through COCA. Given the City's acknowledgement of these concerns, staff would recommend that the Tourist Development Council be utilized to offer guidance on the eligibility of cultural agencies for TDT funds at such time that the general revenue reduction occurs.

And finally, the City is proposing a five-year annual commitment of about \$150,000 each in general revenue for COCA's administrative operations. While the Board had not specifically addressed its support of administrative funding as part of its negotiations with the City to amend the Interlocal Agreement, the County's FY 2015 budget does sustain administrative funding at its historic level of \$150,000. Therefore, the City is simply seeking to formalize what has been the Board's practice in recent years.

In summary, the County and City agree to increase COCA funding utilizing TDT revenues to \$900,000 (one-cent) in FY 2015, nearly \$400,000 more than what is currently budgeted. Under the City's counter-proposal, a total of ¾ of the one-cent TDT currently dedicated to a performing arts center(s) would be redirected to COCA in addition to the \$504,500 of TDT the Board currently provides for a total of 1¼ cents (approximately \$1.125 million annually) over a five year period starting in FY 2016. COCA's receipt of the additional ¼ cent under the City's proposal would expire in 2020 just as the penny sales tax (if approved by voters) revenue would start being collected, which may include approximately \$250,000 annually for the Quantum Leaps Program to support cultural arts programs. The remaining ¼ cent from the one-cent TDT dedicated to a performing arts center(s) would no longer be subject to the Interlocal Agreement and would revert to the Division of Tourism Development for tourism related expenses based upon prior Board guidance.

Should the Board concur with the City's counter-proposal, staff will prepare a modified Interlocal Agreement(s), which may be reviewed by the Tourist Development Council prior to being executed by Board, the City, and the CRA. Following the execution of the modified Interlocal Agreement to address any concerns related to the TDT, staff will schedule a public hearing to then modify the Tourism Plan (Ordinance) to reflect the Board's guidance.

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Should the Board choose not to concur with the City's counter-proposal, the Board may wish to direct staff to schedule a meeting with the City Commission and/or CRA for further deliberation on this issue. In such a case, TDT funds will continue to be collected in the performing arts center(s) fund and COCA will proceed with the same funding level as last year until future action is taken. The Board may also wish to seek the counsel of the Tourist Development Council, which includes two City Commissioners and industry stakeholders, prior to taking any action on this matter.

Options:

1. Approve the County's proposal to amend the Interlocal Agreement and reallocate the Tourism Development Tax with the counter-proposal modifications offered by the City (in bold and underline):
 - a. The CRA would maintain the \$5 million fund balance (plus what is collected through September 30, 2014) set aside for the performing arts center(s) under the current terms and conditions, which includes recommendations being subject to final approval by the County and City. Projects that may be considered include, but are not limited to:
 - i. The proposed Downtown Theatre Project on College Avenue.
 - ii. Performing arts space as part of convention center project.
 - iii. Or, other performing arts projects as recommended by the CRA.
 - b. Rather than require the City to pay back the \$508,425 owed to the County pursuant to the aforementioned agreement, the County would allow the City **five years** to make improvements of the Capital City Amphitheater and/or Meridian Building for the purpose(s) requested by the County in an amount equal to the \$508,425 utilized for the demolition of the Johns Building; any balance not utilized during this period of time will be reimbursed to the County's Tourist Development Trust Fund.
 - c. A formal acknowledgement that effective September 30, 2014, all future one-cent TDT currently dedicated to the performing arts center(s) shall no longer be dedicated for such purpose and shall be retained by the County to be utilized in accordance with Florida Law.
 - d. Following the amendment of the Interlocal Agreement, the County shall amend the Tourism Plan (Ordinance) to allocate a total of one-cent of TDT to support **both City and County** cultural grants starting in FY 2015.
 - i. **In addition, for five years beginning in FY 2015, the County shall dedicate an additional ¼ cent of the one-cent dedicated to a performing arts center(s) to support cultural grant programs. Monies accrued from the ¼ cent during FY 2015 shall be distributed during FY 2016 and continue through FY 2020. During this five-year term, the City and County will "continue to commit general revenues funds in the amount of about \$150,000 each towards the operation of COCA. The exact amount can be determined during FY 2015 in conjunction with COCA staff."**
 - e. Utilize the remaining **¼ cent** for tourism related expenses as determined by the Board and, upon a future determination by the Board, redirect these funds to support the operations of the convention center once it is operational.

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2. Should the City determine to reduce its general revenue support for cultural grants, the Tourist Development Council shall be utilized to offer guidance on the eligibility of cultural agencies for TDT funds at that time.
3. Direct the Tourist Development Council to review and provide recommendations on all relevant Interlocal Agreements regarding the reallocation of TDT prior to execution.
4. Do not concur with the City of Tallahassee's modifications and prepare an agenda item for discussion at a future CRA meeting.
5. Direct the Tourist Development Council to review this matter and provide a recommendation to the Board.
6. Board direction.

Recommendation:

Options #1, #2, and #3.

Attachments:

1. October 29, 2013 Ratification of the Actions Taken at the Workshop of the Future Uses for the One-Cent of TDT Dedicated to a Downtown Performing Arts Center.
2. February 11, 2014 Workshop for the Consideration of the Cultural Plan Review Committee's Final Report and Recommendation.
3. April 8, 2014 Agenda Item #13 Approval to Advance the Board's Direction on Projects Relating to the One Cent of Tourist Development Tax, Currently Dedicated to the Performing Arts Center, for Consideration by the Community Redevelopment Agency & Follow-Up.
4. September 22, 2014 City Agenda Item 13.01 Discussion Regarding Tourist Development Tax Funds.



Agenda Item Details

Meeting	Feb 24, 2022 - CRA Board Meeting
Category	9. Both Districts Policy Formation and DirectionNew Category
Subject	9.01 Discussion on TLH Arts, Inc. Tourist Development Tax (TDT) Funding – Sheila T. Williams, CRA
Type	Action, Discussion
Fiscal Impact	No
Budgeted	Yes
Budget Source	Tourist Development Tax (TDT) funds
Recommended Action	Option 1. Rescind the grant award to TLH Arts, Inc. for construction of a performing arts venue in Railroad Square

For more information, please contact: Stephen Cox, Executive Director, 850-891-8357 or Sheila T. Williams, Community Redevelopment Coordinator, 850-891-8355.

Statement of Issue

This agenda item seeks CRA Board direction regarding the TLH Arts, Inc. project TDT funding, in response to the information received from the representative. Per the 4th Amendment to the Interlocal Agreement (Attachment 1) governing the creation and operations of the CRA's Downtown District, the use of and/or non-use of the CRA managed TDT Arts Grant Funds must be recommended by the CRA and approved by both the Leon County Board of Commissioners and the City of Tallahassee Commission.

In July 2018, the City of Tallahassee Community Redevelopment Agency (CRA), the Tallahassee City Commission and the Leon County Commission approved the award of \$1.8 million in Tourist Development Tax (TDT) funds to TLH Arts Inc (TLH Arts) for the development of a multi-purpose and performing arts facility. In early 2021, issues with control of the property proposed for the facility resulted in TLH Arts revising their concept and identifying an alternate location.

At their May 13, 2021 meeting, the CRA Board approved a revised TLH Arts, Inc. (TLH) multi-purpose and performing arts project concept (Attachments 2 and 3) that, among other things, relocated the facility to Railroad Square in the Greater Frenchtown/Southside District. The CRA Board approval included the requirement that the draft TLH Arts, Inc. development agreement be returned to the CRA Board for review. The draft agreement disposition was scheduled to be presented to the CRA Board at their July 1, 2021 meeting.

On June 8, 2021 the Leon County Commission approved the revised TLH Arts concept with two conditions: (1) the city take ownership of the proposed site to ensure the public entity ownership requirement required by Section 125.0104(5)(a), Florida Statutes; and (2) the County Commission reviews the final agreement between the City and TLH Arts related to planned expenditures of the TDT funds (Attachment 4).

At their July 1, 2021 meeting, the CRA Board approved the draft agreement (Attachment 5) with the applicable identified terms and project timelines, among other things. There were questions from the County regarding City ownership of the proposed site and ensuring the TDT funds were used according to state statutes. Those questions would be addressed at the July 7, City Commission meeting.

At their July 7, 2021 meeting, the City Commission voted unanimously to approve (1) the revised TLH Arts Inc. (TLH Arts) plan for the development of a multi-purpose and performing arts facility, and to (2) approve the revised concept with Leon County Commission conditions; and directed the City Manager to negotiate conditions for a lease agreement with TLH Arts ensuring for short- and long-term maintenance and operational costs of the new City facility.

TLH Art, Inc. was provided with the Draft Agreement several months ago, late 2021. The draft agreement has not been executed. Staff followed up regarding the status of the project and agreement with Jake Kiker THL Arts, Inc. representative on January 19 and January 26, 2022 respectively. Staff received response from Jake Kiker on January 26, 2022 (Attachment 6) which was addressed to Wayne Tedder, City of Tallahassee Assistant City Manager.

On February 16, 2022 CRA staff had discussion with Jake Kiker, THL Arts, Inc. representative who understands and is amenable to the \$1.8 million dollars in funding being rescinded.

Recommended Action

Option 1. Rescind the grant award to TLH Arts, Inc. for construction of a performing arts venue in Railroad Square.

Fiscal Impact

There is no additional fiscal impact associated with this agenda item at this time. TLH Arts, Inc. was approved for \$1.8 million in TDT Arts funds in July 2018. If the CRA, City Commission and Leon County Commission decides to not further extend the TLH Arts, Inc. concept, the \$1.8 million in grant funds would remain available for programming consistent with the Interlocal Agreement.

Supplemental Material/Issue Analysis

History/Facts & Issues

The use of the TDT Arts Funds is governed by Section 125.0104(5)(a), Florida Statutes (Attachment 7), as well as the 4th Amendment to the Interlocal Agreement governing the creation and operations of the CRA's Downtown District.

Section 125.0104(5)(a) describes the authorized use of the TDT funds, which includes the requirement that the property be publicly owned. The proposed site for the TLH Arts center at 618 McDonnell Drive in Railroad Square is owned by Railroad Square, LLC, a for profit limited liability corporation. The property owner has offered to donate the property to either the City, County or CRA to comply with the publicly owned requirement. This transfer will have to occur prior to the use of any TDT funds toward the renovation of the TLH Arts center.

Section 6a(3) of the 4th Amendment to the Interlocal Agreement states the use of the funds is recommended by the CRA and is subject to approval by the City and County Commissions. The funds can be used for projects, programs and expenses related to culture, visual arts, and heritage programs; performing arts space as part of the convention center project; or other performing arts projects. A summary of the review process is provided below.

- The CRA Board recommended the proposed change in the use of the TLH Arts Funds on April 21, 2021. As part of this approval, the CRA Board required the draft TLH Arts development agreement be returned for the CRA Board for review. The CRA Board at its' July 1, 2021 meeting unanimously approved the draft agreement which completed the CRA review required on the use of the TDT funds per Section 6a(3) of the interlocal agreement.
- On June 11, 2021, the Leon County Commission approved the proposed change in the use of the TLH Arts Funds, with the conditions introduced above and discussed in more detail below. The CRA and City agreed to the terms which completed the County's required approval per Section 6a(3) of the Interlocal Agreement.
- On July 7, 2021 the City approved the changes to the approval recommended by the County. The County's requirement entailed that the City take ownership of the Railroad Square property as a condition to award the \$1.8 million in TDT Arts

funds to TLH Arts, Inc. and the condition that the County review the final agreement between the City/CRA and TLH Arts related to the planned expenditure of the TDT funds. Per Section [125.0104\(5\)\(a\)](#) of the Florida Statutes, TDT funds are collected and administered by the County.

- On July 7, 2021, the City Commission determined that the City will own the structure and the City Manager was directed to establish a lease agreement with TLH Arts, Inc. to provide for both short term and long term maintenance and operation funding needs of the potential new City asset.
- The City Commission agreed to the two conditions as provided by the Leon County Commission to complete the review process required by Section 6a(3) of the Interlocal Agreement.
- TLH Arts, Inc. was provided with the draft agreement, mid-to-late 2021. The draft agreement has not been executed. Follow-up regarding the status of the project and execution of the draft agreement was sent January 2022.
- TLH Arts, Inc. provided response indicating “TLH Arts has temporarily placed its work and plans for the RRSQ facility on hold in order to direct its’ immediate focus on expedited efforts to further explore and support this opportunity—and specifically, at the invitation of the Sheridan Center leadership, to directly engage and pursue formalization of a community partnership.”
- The Sheridan Center in the Northwood Center is not located within a CRA District and cannot receive CRA-administered funds (under the existing interlocal agreement with Leon County).
- On February 16, 2022 CRA staff had discussion with THL Arts, Inc representative Jake Kiker who understands and is amenable to the CRA Board/City Commission and County Commission rescinding the \$1.8 million dollar grant award.

Next Steps

- Further discussion/recommendation between the CRA Board/City Commission and County Commission will be necessary which will extend or change the process regarding the TLH Arts, Inc. project and TDT funding.

Department(s) Review

This agenda item has been reviewed by the City Attorney’s Office and Resource Management.

Options

1. Rescind the grant award to TLH Arts, Inc. for construction of a performing arts venue in Railroad Square.
2. Board direction.

Attachments/References

1. Draft Development Renderings - May 2021
2. CRA TLH Arts Approval Letter to Leon County
3. Leon County TLH Arts Approval Letter to City of Tallahassee
4. Draft Development Agreement
5. 4th Amendment to Downtown Interlocal Agreement
6. Excerpt from Section 125.0104(5)(a), Florida Statutes
7. Letter/Memo TLH Arts, Inc. Project Status – January 26, 2022

Attachment 1.pdf (2,217 KB)

Attachment 2.pdf (666 KB)

Attachment 3.pdf (82 KB)

Attachment 4.pdf (136 KB)

Attachment 5.pdf (251 KB)

Attachment 6.pdf (140 KB)

Attachment 7.pdf (735 KB)

