Florida County & Municipal Economic Development Incentives - 2014 Survey Results

A summary of Local Government responses to the reporting requirements outlined in sections 125.045 and 166.021, Florida Statutes.

The Florida Legislature
Office of Economic and
Demographic Research
850.487.1402
http://edr.state.fl.us

This page intentionally left blank.

Summary

The 2010 Legislature passed ch. 2010-147, Laws of Florida, relating to economic development. The legislation amended sections 125.045 and 166.021, F.S., creating new economic development reporting requirements for county and municipal governments.

The legislation requires:

- an agency or entity that receives county or municipal funds for economic development purposes pursuant to a contract between the economic development agency/entity and the local government to submit a report on the usage of the local funds, and requires the county or municipality to post a copy of that report on its own website;
- counties and municipalities that granted economic incentives in excess of $25,000 to report the amount and types of incentives provided to the Office of Economic and Demographic Research (EDR) by January 15 of every year;
- the Office of Economic and Demographic Research to compile the economic development incentives provided by each local government in a manner that shows the total of each class of economic development incentives provided by each local government.

The Office of Economic and Demographic Research has compiled the economic development data submitted by county and municipal governments in accordance with the statutes. The economic development incentives report includes (1) the total of each class of economic development incentives provided by each county and municipal government, and (2) the total of each class of economic development incentives for all counties and all municipalities. A copy of this report will be provided to the President of the Senate, the Speaker of the House of Representatives and the Department of Economic Opportunity. The report will also be posted to the EDR website at http://edr.state.fl.us .

In an effort to increase compliance, EDR staff attempted to communicate with local governments about their reporting requirements by either phone or email. A concentrated effort was made to encourage responses by counties with a population over 100,000 and municipalities with a population over 50,000. The 2014 report includes responses from 33 of the 34 counties with a population over 100,000, and 44 of the 50 municipalities with a population over 50,000.

A total of 103 local government entities (37 counties and 66 municipalities) completed the survey questionnaire. Of the 37[1] counties that completed the survey, 2 counties did not issue economic development incentives which met the statutory reporting requirement (incentives greater than $25,000 during the previous fiscal year). Incentives in the amount of $48.5 million were reported by the counties that met the requirements. The largest dollar percentage of the incentives granted was in the form of direct financial incentives accounting for $27.3 million of the total incentives (56%).

Of the 66 municipalities that reported, 33 municipalities did not issue economic development incentives which met the statutory reporting requirement (incentives greater than $25,000 during the previous fiscal year). The remaining 33 municipalities reported $25.1 million in incentives granted. The largest percentage of the incentives granted was in the form of below market leases and deeds,

[1] Okaloosa County reported after the survey's deadline. The amounts they reported are not included in the tables. They indicated they granted property tax abatement in the amount of $111,587 to 2 businesses.

accounting for $9.2 million of the total incentives (37%). For both municipalities and counties, manufacturing continues to be the most targeted industry.

Background

The goal of economic development by local, state or national governments is to expand economic activity, primarily through capital investment and the creation of new job opportunities – preferably at above-average wages. New economic activity creates new wealth, which when spent in the economy, induces the creation of additional jobs. To the extent this goal is achieved, the tax base is expanded and governments may realize an increase in tax revenues.

Economic development is facilitated by investments in public infrastructure, expansion of public services, promoting community development, improving the general business climate or through the provision of economic development incentives to individual businesses.

Incentives are public subsidies intended to induce an economic activity or capital investment by a private business in a jurisdiction in which such activity or investment would not otherwise take place. From the business perspective, economic development incentives are public resources that reduce its capital or operating costs and may facilitate location or expansion decisions.

County and Municipal Incentives

To the extent granted or unrestricted by the Florida Law, counties and municipalities have authority to promote economic development in their jurisdictions through a variety of strategies.[2] Since 1995, the Florida Statutes has provided explicit authority for counties and municipalities to "expend public funds to attract and retain business enterprises, and the use of public funds toward the achievement of such economic development goals constitutes a public purpose."[3] This authority also includes "making grants to private enterprises for the expansion of businesses existing in the community or the attraction of new businesses to the community."

For this report, local government economic development incentives are classified into four general categories:

- Direct financial incentives;
- Indirect incentives;
- Tax-based & fee-based incentives; and
- Below-market rate leases or deeds for real property.

To the extent that counties and municipalities expend funds or forego revenue through these means, they qualify as economic development incentives for the purposes of this report.

Direct Financial Incentives

Direct financial incentives provide direct monetary assistance to a business from the local government or through a local government funded economic development organization. The

[2] *See* Article VIII, Section s 1 and 2 of the State Constitution; Section 125.001(3), F.S., which provides a general law grant of expansive home rule authority to all Florida counties. Statutory preemptions and charter limitations impose limitations on this expansive authority. In addition, Article VII, Section 1 of the State Constitution preempts all taxing authority (with the exception of ad valorem taxes) to the state.

[3] *See* s. 125.045, F.S., and s. 166.021(8), F.S.

assistance is provided through grants, loans, equity investments, loan insurance and guarantees. These programs generally address business financing needs but also may be invested in workforce training, market development, modernization, and technology commercialization activities. Direct financial incentives are generally project specific, contingent on pre-award review and evaluation, and typically performance-based.

Indirect Incentives

Indirect incentives include grants and loans to local government entities, non-profits, and organizations to support business investment or development. The recipients include communities, financial institutions, universities, community colleges, training providers, venture capital investors, business incubators, and childcare providers. In many cases, the funds are tied to one or more specific business locations or expansion projects. Other programs are targeted toward addressing the general needs of the business community, including infrastructure, technical training, new and improved highway access, airport expansions and other facilities. Funds are provided to the intermediaries in the form of grants, loans, and loan guarantees. Indirect incentives may also be used to leverage private investment in economic development. For instance, linked deposit programs in which local government funds are deposited in a financial institution in exchange for providing capital access or subsidized interest rates to qualified business borrowers. Indirect financial incentives are generally contingent on pre-award review and evaluation, and may be performance-based.

Tax-Based and Fee- Based Incentives

Tax-based incentives use the tax code as the source of direct or indirect subsidy to qualified businesses. They tend to have greater life spans and be less visible than direct financial or indirect incentives because they do not require an annual appropriation. In most instances, tax-based incentives are awarded upon verification of eligibility and may not be subject to pre-award review and evaluation like direct incentives.[4]

Florida's counties and municipalities are limited in their ability to offer tax-based incentives, either for economic development or for other purposes. With the exception of ad valorem taxes, Florida's Constitution preempts all taxing authority to the state. Local taxes authorized by the constitution or by the Legislature may only be levied pursuant to the specifications in the governing statute. Unless specifically authorized, relief from these local taxes (credits, refund or exemptions) may not be granted.

Of all the local taxes, only three provide authority for counties or municipalities to offer relief (specifically, exemptions[5]) at the option of the respective county or municipality:

- Economic Development Ad Valorem Tax Exemption: Article VII, Section 3 of the State Constitution, and s. 196.1995, F.S., authorize counties and municipalities to grant, after referendum approval and passage of an ordinance, ad valorem tax relief from its respective levy to new or expanding businesses that meet certain job-creation and other requirements. The exemption is limited to ten years and may be restricted to businesses located in an enterprise zone or brownfield area. In addition, the exemption is contingent on pre-award review and evaluation and approval by ordinance.

[4] The Constitutional Economic Development Ad Valorem Tax Exemption is the most prominent exception.

[5] Exemptions provide freedom of payment of taxes normally applied to specific business activities. Exemptions are distinguishable from Credits (which provide a reduction in taxes due, after verification that statutory or contractual terms have been met) and Refunds (which provide a return of taxes paid, after verification that statutory or contractual terms have been met.)

- Local Business Tax: s. 205.054, F.S., authorizes counties and municipalities to grant a general exemption of 50 percent for "any business, profession or occupation" with a permanent business location in an Enterprise Zone.
- Public Service Tax: s. 166.231-234, F.S., authorizes municipalities and charter counties to grant a general exemption from the tax for residential use (limited), agricultural use, public bodies, nonprofit corporations, industrial consumers, and electrical energy used by qualified businesses located in Enterprise Zones.

Fee-Based Incentives use "Home-Rule" revenues as the source of direct or indirect subsidy to qualified businesses. Unless limited by law, counties and municipalities have broad authority to levy proprietary and regulatory fees and special assessments within their jurisdictions. Unless restricted by law or contract (such as bond provisions), they may also grant exemptions or waivers, or provide refunds or credits from these levies, either as an economic development incentive or for any other purpose. Proprietary Fees may include Admissions Fees, Franchise Fees, User Fees, and Utility Fees. Regulatory Fees may include Building Permit Fees, Impact Fees, Inspection Fees and Stormwater Fees. While they may be collected like property taxes, Special Assessments are "based on the special benefit accruing to such property from such improvements when the improvements funded by the special assessment provide a benefit which is different in type or degree from benefits provided to the community as a whole" (s. 170.01(2), F.S.).

Below Market Leases or Deeds for Real Property

Below Market Leases or Deeds may be awarded to businesses as an incentive to remain, expand or locate in a jurisdiction. These can be provided either directly by the local government or indirectly through an organization authorized by the local government.

Other Strategies

Florida law provides counties and municipalities with other strategies to facilitate economic or community development in their jurisdictions. For the purposes of this report, the funding provided through the following programs are not classified as economic development incentives, primarily because they do not require annual appropriation through the county or municipal budget, are programs that provide services to the general business community, or are state or federal pass-through funds primarily for community development:

- Community Redevelopment Agencies (CRAs);[6]
- Industrial Development Authorities (IDAs);[7]
- Small Business Development Center (SBDC);[8]

[6] Part III of ch. 163, F.S. authorizes counties and municipalities to create a community redevelopment agency, a dependent special district, to carry out redevelopment of designated slum or blighted areas. Redevelopment of the designated area is financed by revenue bonds issued by the county or municipality on behalf of the CRA. The taxable value of property within the area is fixed at a certain date, and the annual "increment" increase in tax revenue to the county and municipality resulting from the redevelopment is pledged to repay the bonds. The Florida Redevelopment Association reports there are currently 178 Community Redevelopment Areas in the State of Florida. Also see: http://redevelopment.net/cra-resources/q-a-for-cras/

[7] Part III of ch. 159, F.S., authorizes each county to have an industrial development authority (IDA). The IDAs may be created by resolution of the county commission. IDAs are created for the purpose of financing and refinancing projects for the public purposes described in the Florida Industrial Development Financing Act and by s. 159.44-53 F.S., for fostering the economic development of a county. (Section 159.46, F.S.). Industrial development authorities are authorized to secure the issuance and repayment of industrial development bonds by a lease, mortgage, or other security instrument, subject to the approval or disapproval of the county commission. As of 2008, there were 26 counties with active Industrial Development Authorities, including Hillsborough, Martin, Miami-Dade, Orange, Pinellas and others.

[8] While SBDC's may provide services to expanding or relocating businesses targeted by local governments, their mission is more comprehensive, serving the general business community. Unlike targeted awards to specific businesses, the local government's contribution is diffused among the many clients served by the area SBDC (unless specified otherwise). See http://floridasbdc.org/Main.php for additional information.

- State funded programs; and
- Federally funded programs, such as Community Development Block Grants (CDBG),[9] Small Business Innovation Research (SBIR) or Small Business Technology Transfer (STTR) grants, or grant funded by the U.S. Department of Housing and Urban Development (HUD).

Survey Results

The analysis in this report is based on survey results provided by county and municipal governments between mid-October 2013 and March 2014. Local government financial managers and directors received emails providing details of the statutory requirement and instructions for completing the survey questionnaire. The Office of Economic and Demographic Research provided access to a survey for counties and municipalities through the EDR website. To review the survey questionnaire, see http://edr.state.fl.us/Content/local-government/economic-development-incentives/2012_13-surveyfinal.pdf

Respondents were asked to report incentives by type, as shown below:

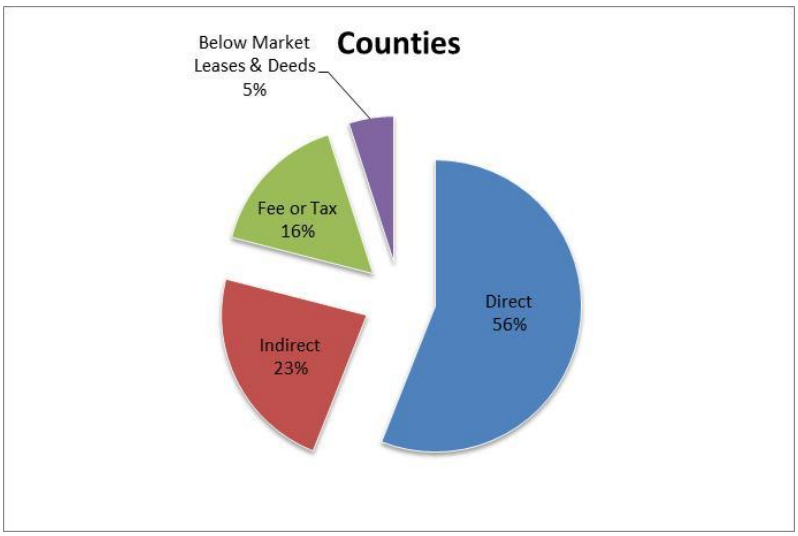
- Direct Incentives … monetary assistance provided to one or more businesses or through an organization authorized by the local government. Direct incentives include grants, loans, equity investments, loan insurance and guarantees, and training subsidies.
- Indirect Incentives … grants or loans provided to businesses or community organizations that provide support to businesses or promote business investment or development.
- Fee or Tax Based Incentives… credits, refunds, or exemptions granted towards local fee or tax obligations.
- Below Market Rate Leases or Deeds for Real Property… provided to businesses from the local government to promote economic development.

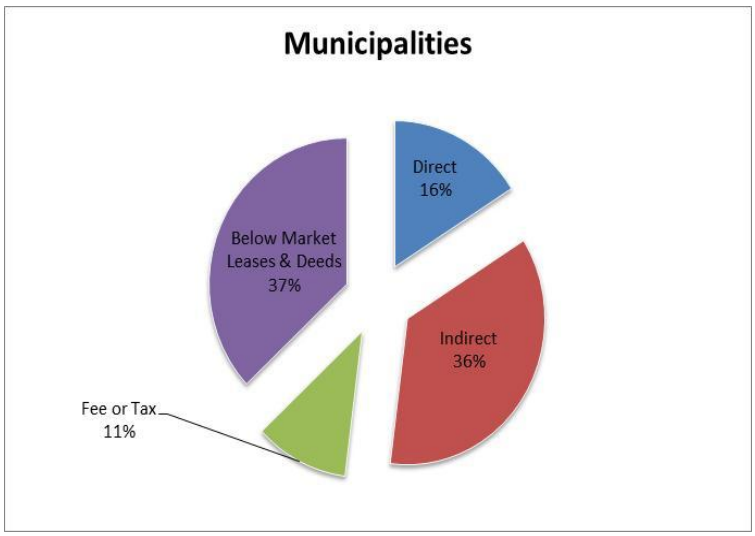
A total of 103 local government entities (37 counties and 66 municipalities) completed the survey questionnaire. Of the 37[10] counties that completed the survey, 2 counties did not issue economic development incentives which met the statutory reporting requirement (incentives greater than $25,000 during the previous fiscal year). Incentives in the amount of $48.5 million were reported by the counties that met the requirements. The largest dollar percentage of the incentives granted was in the form of direct financial incentives accounting for $27.3 million of the total incentives (56%).

Of the 66 municipalities that reported, 33 municipalities did not issue economic development incentives which met the statutory reporting requirement (incentives greater than $25,000 during the previous fiscal year). The remaining 33 municipalities reported $25.1 million in incentives granted. The largest percentage of the incentives granted was in the form of below market leases and deeds, accounting for $9.2 million of the total incentives (37%).

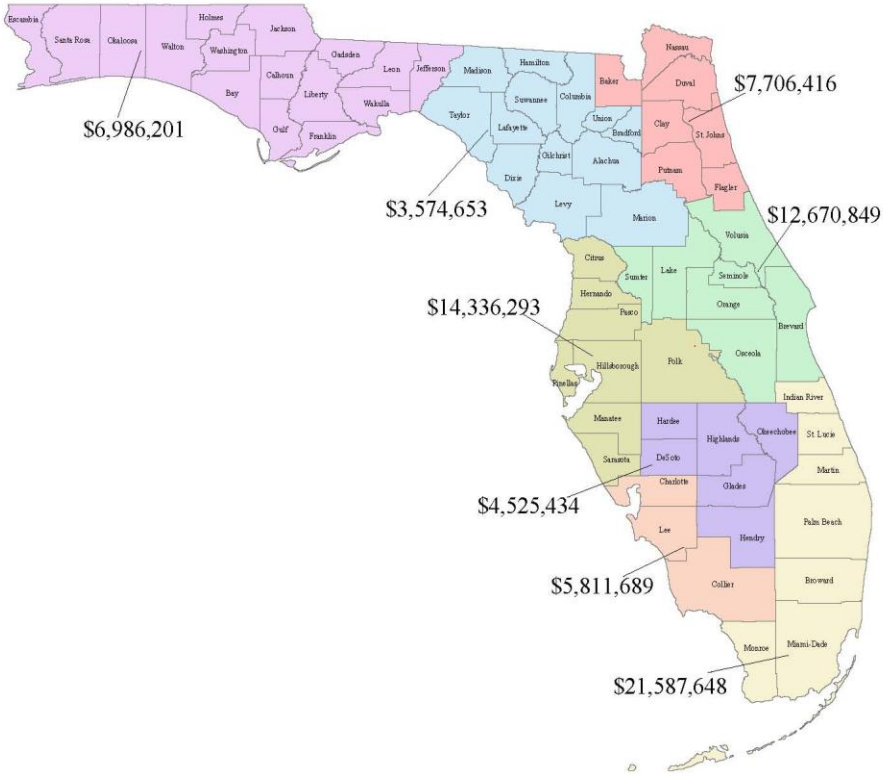
[9] The Federal Department of Housing and Urban Development distributes CDBG funding to local governments in Florida, either directly or indirectly through the state, to fund projects that develop viable communities by providing adequate housing and a suitable living environment by expanding economic opportunities, principally for persons of low and moderate income.
[10] Okaloosa County reported after the survey's deadline. The amounts they reported are not included in the tables. They indicated they granted property tax abatement in the amount of $111,587 to 2 businesses.

There were a small number of local governments who started the survey but did not complete it. If the survey was not completed, they were not included in the totals.





Economic Development Incentives – Totals by Region



Counties

[Note: Totals are unduplicated.]

Counties Over 100,000 Population						
County	Countywide Population	Value of Direct Incentives	Value of Indirect Incentives	Value of Fee and Tax Based Incentives	Value of Below Market Leases or Deeds	Total Incentives
Miami-Dade	2,582,375	$1,396,683	$0	$1,136,500	$0	$2,533,183
Broward	1,784,715	$0	$874,650	$0	$0	$874,650
Palm Beach	1,345,652	$95,500	$1,045,460	$1,302,147	$0	$2,443,107
Hillsborough	1,276,410	$1,933,278	$1,091,825	$23,769	$0	$3,048,872
Orange	1,202,978	$418,200	$1,021,813	$200,475	$0	$1,640,488
Pinellas	926,610	$0	$452,100	$19,726	$0	$471,826
Duval/JAX	876,075	$3,642,596	$98,940	$0	$0	$3,741,536
Lee	643,367	$4,716,000	$0	$0	$0	$4,716,000
Polk	613,950	$166,250	$0	$0	$0	$166,250
Brevard	548,424	$0	$1,500,050	$216,186	$0	$1,716,236
Volusia	498,978	$78,000	$7,500	$104,600	$0	$190,100
Pasco	473,566	$102,800	$128,000	$7,398	$0	$238,198
Seminole	431,074	$3,620,600	$0	$0	$0	$3,620,600
Sarasota	385,292	$386,230	$652,102	$24,897	$1,500,000	$2,563,229
Marion	335,008	$1,260,000	$579,722	$579,722	$0	$2,419,444
Manatee	333,880	$527,000	$401,014	$53,216	$0	$981,230
Collier	333,663	$143,168	$0	$0	$0	$143,168
Lake	303,317	$150,000	$0	$0	$0	$150,000
Escambia	301,120	$0	$1,622,845	$1,565,014	$0	$3,187,859
Osceola	288,361	$271,717	$135,000	$0	$56,700	$463,417
St. Lucie	281,151	$1,583,253	$0	$529,126	$0	$2,112,379
Leon	278,377	$0	$174,500	$180,531	$0	$355,031
Alachua	248,002	$481,635	$0	$0	$0	$481,635
St. Johns	201,541	$25,996	$165,000	$0	$0	$190,996
Clay	192,843	$56,288	$75,000	$0	$0	$131,288
Okaloosa	188,349					NR
Hernando	173,808	$140,600	$0	$0	$0	$140,600
Bay	169,866	$0	$0	$951,953	$0	$951,953
Charlotte	163,679	$401,751	$0	$0	$0	$401,751
Santa Rosa	157,317	$27,979	$10,000	$27,979	$1,047,300	$1,113,258
Martin	148,077	$465,000	$0	$0	$15,000	$480,000
Citrus	140,519					$0 or < 25K
Indian River	139,586	$277,551	$789,285	$286,590	$0	$1,353,426
Sumter	105,104					$0 or < 25K
NR - No Response						

Counties Under 100,000 Population						
County	Countywide Population	Value of Direct Incentives	Value of Indirect Incentives	Value of Fee and Tax Based Incentives	Value of Below Market Leases or Deeds	Total Incentives
Highlands	99,092					NR
Flagler	97,843					NR
Nassau	74,661					NR
Monroe	73,560					NR
Putnam	72,605					NR
Columbia	67,489	$86,000	$0	$121,828	$0	$207,828
Walton	57,779					NR
Jackson	50,166					NR
Gadsden	47,588					NR
Suwannee	43,873					NR
Levy	40,304					NR
Okeechobee	39,762					NR
Hendry	37,808	$0	$78,852	$0	$0	$78,852
DeSoto	34,367					NR
Wakulla	30,869					NR
Hardee	27,682	$4,192,122	$0	$254,460	$0	$4,446,582
Bradford	27,217					NR
Baker	26,881					NR
Washington	24,793					NR
Taylor	23,018					NR
Holmes	20,022					NR
Madison	19,395					NR
Gilchrist	16,880					NR
Dixie	16,263					NR
Gulf	16,106					NR
Union	15,483					NR
Calhoun	14,621					NR
Jefferson	14,554					NR
Hamilton	14,507					NR
Glades	12,658					NR
Franklin	11,562					NR
Lafayette	8,618					NR
Liberty ☆	8,483	$700,890	$0	$0	$0	$700,890
NR - No Response						

*Liberty County indicated in subsequent conversations that the amount reported was the value of property tax exemptions granted.

Total Incentives by Class of Incentive

Incentive Type	Counties Granting Incentives	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Direct	28	$27,347,087	56%	171	$159,924
Indirect	20	$10,903,658	23%	62	$175,865
Fee or Tax Based	19	$7,586,117	16%	120	$63,218
Below Market Lease or Deed	4	$2,619,000	5%	4	$654,750
Total	38	$48,455,862	100%	357	$135,730

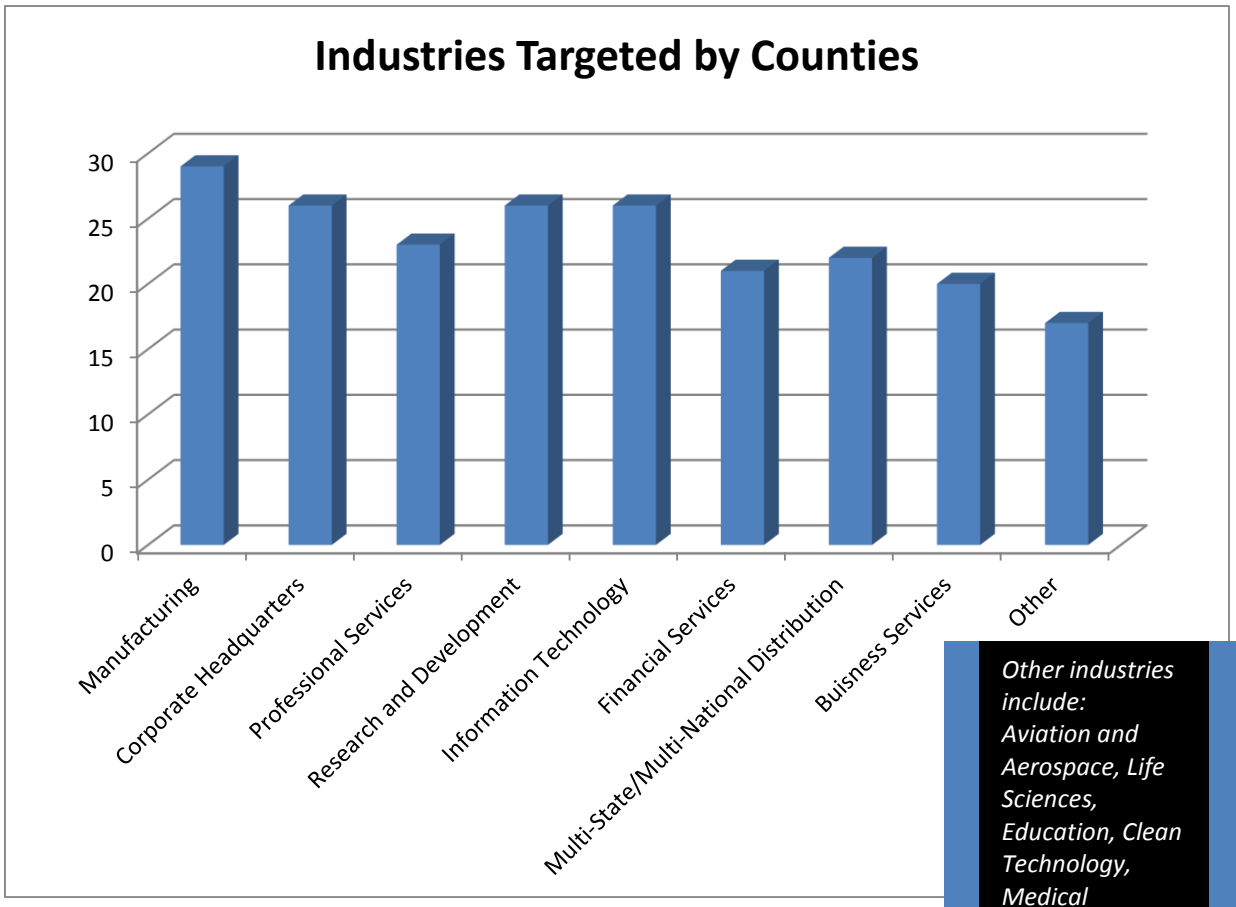
Totals By Incentive Type

Direct Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Grants	21	$25,016,995	91%	130	$192,438
Loans	2	$161,000	1%	12	$13,416
Equity Invest.	0	$0	0%	0	$0
Loan Insurance	0	$0	0%	0	$0
Loan Guarantees	0	$0	0%	0	$0
Training	1	$27,588	1%	5	$5,517.60
Other	9	$2,141,504	7%	24	$89,229
Total	33	$27,347,087	100%	171	$159,924

Indirect Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Grants	11	$5,937,039	54%	36	$164,917
Loans	1	$128,000	1%	1	$128,000
Other	9	$4,838,619	45%	26	$186,100
Total	21	$10,903,658	100%	62	$175,865

Fee or Tax Based Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Credits	2	$734,653	10%	4	$183,663
Refunds	11	$2,241,556	30%	41	$54,672
Exemptions	4	$2,343,377	30.5%	29	$80,806
Property Tax Abatement	5	$2,195,815	29%	40	$54,672
Property Tax Reduction	0	$0	0%	0	$0
Other	2	$81,195	.5%	6	$13,532
Total	24	$7,586,117	100%	120	$63,304

Below Market Leases or Deeds	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Leases	3	$1,571,700	70%	3	$523,900
Deeds	1	$1,047,300	30%	1	$1,047,300
Total	4	$2,619,000	100%	4	$654,750



Other industries include: Aviation and Aerospace, Life Sciences, Education, Clean Technology, Medical Technologies, and Renewable Energy

Municipalities

[Note: Totals are unduplicated.]

Municipalities Over 50,000 Population						
Municipality	Municipal Population	Value of Direct Incentives	Value of Indirect Incentives	Value of Fee and Tax Based Incentives	Value of Below Market Leases or Deeds	Total Incentives
Miami	419,777					$0 or < $25K
Tampa	346,609	$212,803	$0	$22,932	$0	$235,735
Orlando	250,415	$93,006	$1,009,541	$748,082	$0	$1,850,629
St. Petersburg	249,704	$0	$169,500	$7,948	$267,762	$445,210
Hialeah	229,766					$0 or < $25K
Tallahassee	183,727	$0	$130,000	$93,405	$0	$223,405
Fort Lauderdale	170,065	$53,417	$484,807	$4,500	$0	$542,724
Port St. Lucie	167,914	$0	$5,360,504	$45,077	$4,109,800	$9,515,381
Cape Coral	161,069					$0 or < $25K
Pembroke Pines	155,565					$0 or < $25K
Hollywood	143,935					$0 or < $25K
Miramar	126,619					$0 or < $25K
Gainesville	124,391	$0	$0	$28,900	$0	$28,900
Coral Springs	122,994	$400,000	$0	$0	$0	$400,000
Clearwater	109,065					$0 or < $25K
Miami Gardens	107,399					$0 or < $25K
Palm Bay	104,693	$31,390	$0	$9,598	$0	$40,988
Pompano Beach	103,189					$0 or < $25K
West Palm Beach	103,038					NR
Lakeland	98,773	$612,079	$0	$0	$0	$612,079
Davie	93,599	$128,652	$128,652	$0	$0	$257,304
Miami Beach	90,848					$0 or < $25K
Sunrise	86,685					$0 or < $25K
Plantation	85,496					$0 or < $25K
Deltona	85,469					$0 or < $25K
Largo	78,488					$0 or < $25K
Melbourne	77,394	$349,474	$20,000	$105,610	$0	$475,084
Palm Coast	77,068					$0 or < $25K
Deerfield Beach	75,840					NR
Boynton Beach	70,131	$134,500	$156,000	$0	$23,000	$313,500
Fort Myers	67,081					NR
Lauderhill	66,952					$0 or < $25K
Weston	65,677					$0 or < $25K
Homestead	64,444	$0	$0	$0	$0	$0
Kissimmee	63,662	$0	$200,000	$0	$0	$200,000
Daytona Beach	61,998	$0	$0	$371,229	$0	$371,229
Delray Beach	61,801	$40,000	$30,000	$0	$0	$70,000
Tamarac	61,110					$0 or < $25K
North Miami	60,263					NR
North Port	59,231					$0 or < $25K
Wellington	58,108					$0 or < $25K
Ocala	57,387	$48,096	$188,750	$200,000	$0	$436,846
Port Orange	57,060					$0 or < $25K
Jupiter	56,577	$579,000	$0	$0	$18,590	$597,590
Margate	55,245					NR
Sanford	53,867					NR
Coconut Creek	53,783	$49,400	$0	$113,078	$0	$162,478
Sarasota	52,689	$0	$43,000	$70,863	$4,529,819	$4,643,682
Pensacola	52,188					$0 or < $25K
Bradenton	50,475	$450,000	$0	$0	$0	$450,000
NR - No Response						

Municipalities Under 50,000 Population That Responded						
Municipality	Municipal Population	Direct Incentives	Indirect Incentives	Fee and Tax Based	Market Leases or Deeds	Total Incentives
Palm Beach Gardens	49,434					$0 or < $25K
Bonita Springs	45,229	$33,500	$0	$203,770	$0	$237,270
Titusville	43,709	$84,431	$0	$40,107	$0	$124,538
Ormond Beach	38,557	$200,000	$0	$6,208	$0	$206,208
Greenacres	38,172					$0 or < $25K
Ocoee	37,615					$0 or < $25K
Panama City	35,720	$176,139	$0	$0	$0	$176,139
Dunedin	35,558	$120,835	$21,200	$21,200	$0	$163,235
Plant City	35,313	$0	$68,347	$0	$0	$68,347
Oviedo	34,965	$24,000	$880,000	$0	$0	$904,000
Royal Palm Beach	34,925					$0 or < $25K
New Smyrna Beach	23,119	$25,000	$0	$656,937	$0	$681,937
Venice	21,117					$0 or < $25K
Leesburg	20,761					$0 or < $25K
Fort Walton Beach	20,256	$0	$14,000	$16,357	$247,309	$277,666
Lynn Haven	18,911					$0 or < $25K
Oldsmar	13,725					$0 or < $25K
Holly Hill	11,632	$76,383	$0	$0	$0	$76,383
Indian Harbour Beach	8,406					$0 or < $25K
Lauderdale-By-The-Sea	6,135	$39,838	$0	$0	$0	$39,838
Lake Helen	2,630					$0 or < $25K
Cloud Lake	133					$0 or < $25K

Total Incentives by Class of Incentives

Incentive Type	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Direct	24	$4,126,543	16%	99	$41,682
Indirect	17	$8,957,301	36%	38	$235,718
Fee or Tax Based	20	$2,818,801	11%	136	$20,726
Below Market Lease or Deed	7	$9,198,080	37%	50	$183,862
Total	36	$25,100,725	100%	323	$77,711

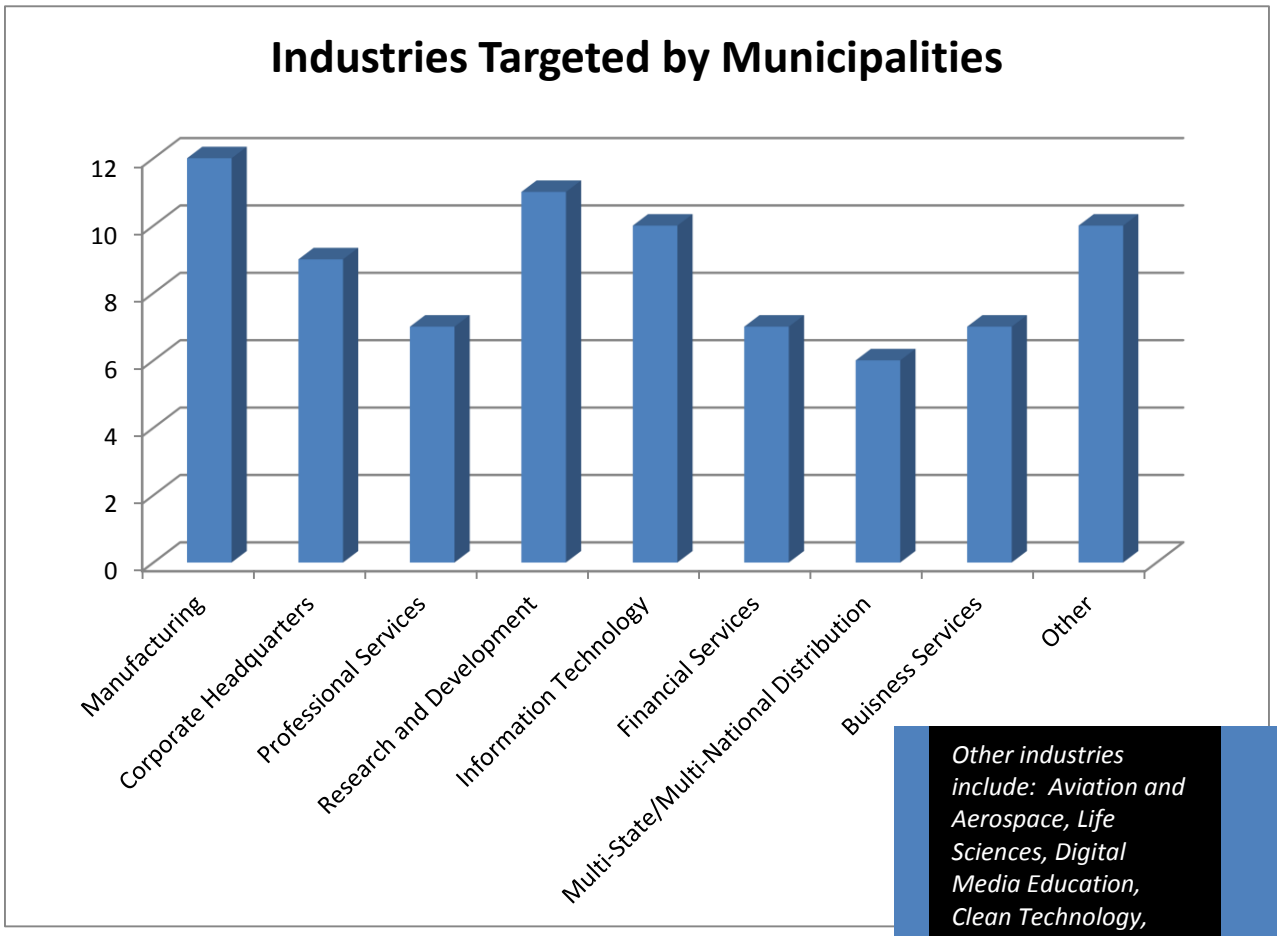
Totals by Incentive Type

Direct Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Grants	18	$2,404,933	58%	84	$28,630
Loans	2	$482,614	12%	6	$80,436
Equity Invest.	0	$0	0%	0	$0
Loan Insurance	0	$0	0%	0	$0
Loan Guarantees	1	$115,000	3%	1	$115,000
Training	0	$0	0%	0	$0
Other	5	$1,123,996	27%	8	$140,500
Total	26	$4,126,543	100%	99	$41,682

Indirect Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Grants	10	$2,195,750	25%	25	$87,830
Loans	1	$8,000	.05%	1	$8,000
Other	8	$6,753,551	74.5%	12	$562,796
Total	19	$8,957,301	100%	38	$235,718

Fee or Tax Based Incentives	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Credits	2	$211,770	8%	4	$52,943
Refunds	9	$418,320	15%	22	$19,015
Exemptions	3	$1,248,244	44%	43	$29,029
Property Tax Abatement	5	$505,582	18%	11	$45,962
Property Tax Reduction	1	$2,170	0%	1	$2,170
Other	7	$432,715	15%	55	$7,868
Total	27	$2,818,801	100%	136	$20,726

Below Market Leases or Deeds	Number of Incentives Granted	Total Amount Granted	Percent	Businesses Receiving Incentives	Average Incentive Per Business
Leases	7	$9,198,080	100%	50	$183,822
Deeds	0	$0	0%	0	$0
Total	7	$9,198,080	100%	50	$183,822



Other industries include: Aviation and Aerospace, Life Sciences, Digital Media Education, Clean Technology, Medical Technologies, Retail, and Renewable Energy

Three Year Comparison of Survey Results

	Total Incentives				Number of Businesses Receiving Incentives			
County	2011	2012	2013	2011-2013	2011	2012	2013	2011-2013
Alachua			$481,635	$481,635			6	6
Bay	$1,198,696		$951,953	$2,150,649	13		12	25
Brevard	1578330	$2,719,728	$1,716,236	$6,014,294	25	20	27	72
Broward	1136638		$874,650	$2,011,288	8		1	9
Charlotte	$85,902	$60,058	$401,751	$547,711	1	1	1	3
Citrus		$42,000		$42,000		1		1
Clay	162529	$130,711	$131,288	$424,528	8	8	7	23
Collier			$143,168	$143,168			4	4
Columbia			$207,828	$207,828			2	2
Duval	$4,330,653		$3,741,536	$8,072,189	23		15	38
Escambia	4915794	$5,247,353	$3,187,859	$13,351,006	29	24	32	85
Gulf	$440,000			$440,000	4			4
Hardee	202954	$4,813,393	$4,446,582	$9,462,929	3	7	4	14
Hernando			$140,600	$140,600			4	4
Hendry		$125,000	$78,852	$203,852		1	1	2
Hillsborough	$4,259,247	$2,310,543	$3,048,872	$9,618,662	34	51	21	106
Indian River	857601	$945,434	$1,353,426	$3,156,461	9	11	12	32
Lake	1732088		$150,000	$1,882,088	51		4	55
Lee	$6,788,000	$341,000	$4,716,000	$11,845,000	6	4	2	12
Leon	$802,963	$97,177	$355,031	$1,255,171	82	10	7	99
Liberty			$700,890	$700,890	0		1	1
Manatee	$633,320	$1,549,299	$981,230	$3,163,849	16	15	29	60
Marion			$2,419,444	$2,419,444			10	10
Martin			$480,000	$480,000			3	3
Miami-Dade	$2,965,269	$1,351,350	$2,533,183	$6,849,802	26	24	24	74
Nassau		$2,700,000		$2,700,000		2		2
Okaloosa	139968	$115,835		$255,803	1	2		3
Orange	2279563	2943276	$1,640,488	$6,863,327	17	23	34	74
Osceola	$191,000	$965,149	$463,417	$1,619,566	3	6	16	25
Palm Beach	$1,723,280	$2,307,754	$2,443,107	$6,474,141	14	10	16	40
Pasco			$238,198	$238,198			8	8
Pinellas	$47,952	$312,825	$471,826	$832,603	10	8	7	25
Polk		$162,793	$166,250	$329,043	0	3	2	5
Putnam				$0	0			0
St. Johns	$585,370	$196,376	$190,996	$972,742	9	5	4	18
St. Lucie	$3,554,335	$5,343,860	$2,112,379	$11,010,574	7	8	10	25
Santa Rosa			$1,113,258	$1,113,258			4	4
Sarasota	5405997	2876042	$2,563,229	$10,845,268	23	26	14	63
Seminole		$429,600	$3,620,600	$4,050,200	0	11	8	19
Volusia	$64,900	$110,000	$190,100	$365,000	4	3	5	12
Walton	165000	$137,128	$0	$302,128	1	1		2
Total	$46,247,349	$38,333,684	$48,455,862	$133,036,895	427	285	357	1069

	Total Incentives				Number of Businesses			
Municipality	2011	2012	2013	2011-2013	2011	2012	2013	2011-2013
Boca Raton	$111,250		$164,600	$275,850	2		5	7
Bonita Springs	$92,219	$110,973	$237,270	$440,462	2	4	4	10
Boynton Beach			$313,500	$313,500			9	9
Bradenton			$450,000	$450,000			1	1
Casselberry		$50,000		$50,000		1		1
Coconut Creek	$122,229	$118,543	$162,478	$403,250	1	1	5	7
Coral Springs		$258,680	$400,000	$658,680		1	1	2
Davie	$0	$152,855	$257,304	$410,159		2	4	6
Daytona Beach	$334,497	$177,255	$371,229	$882,981	2	2	5	9
DeBary		$52,000		$52,000		2		2
DeLand	$25,000			$25,000	1			1
Delray Bearch			$70,000	$70,000			2	2
Dunedin			$163,235	$163,235			3	3
Eustis		$9,939		$9,939		1		1
Fort Lauderdale	$938,529		$542,724	$1,481,253	9		6	15
Fort Walton Bch.	$275,894	$275,669	$277,666	$829,229	8	8	8	24
Gainesville			$28,900	$28,900				0
Holly Hill			$76,383	$76,383			7	7
Jupiter		$896,090	$597,590	$1,493,680		9	5	14
Kissimmee			$200,000	$200,000			3	3
Lake Park	$98,342	$43,458		$141,800	7	2		9
Lakeland	$576,880		$612,079	$1,188,959	11		4	15
Lauderdale-by-the-Sea			$39,838	$39,838			9	9
Lynn Haven	$99,509	$11,036		$110,545	2	1		3
Maitland	$115,000	$18,675		$133,675	3	2		5
Melbourne	$129,327	$434,542	$475,084	$1,038,953	6	5	4	15
New Smyrna Beach	$133,164		$681,937	$815,101	9		15	24
North Port	$119,000	$22,000		$141,000	5	3		8
Ocala	$496,284	$244,050	$436,846	$1,177,180	13	3	8	24
Orlando	$1,091,174	$1,236,992	$1,850,629	$4,178,795	29	36	52	117
Oviedo			$904,000	$904,000			2	2
Ormond Beach	$65,000	$205,617	$206,208	$476,825	3	5	6	14
Palm Bay	$140,963	$91,258	$40,988	$273,209	22	17	4	43
Palm Beach Gardens	$50,000			$50,000	1			1
Panama City	$0		$176,139	$176,139			22	22
Pinellas Park	$118,559		$107,800	$226,359	14		6	20
Plant City	$0		$68,347	$68,347			1	1
Port St. Joe		$75,610		$75,610		1		1
Port St. Lucie	$12,477,089		$9,515,381	$21,992,470	5		52	57
St. Petersburg	$349,252	$1,512,331	$445,210	$2,306,793	11	31	24	66
Sanford	$408,232	$358,530		$766,762	14	22		36
Sarasota	$4,972,658	$5,095,761	$4,643,682	$14,712,101	29	29	24	82
Tallahassee	$1,172,463		$223,405	$1,395,868	82		3	85
Tampa	$754,550		$235,735	$990,285	14		9	23
Titusville	$460,869		$124,538	$585,407	16		10	26
Venice	$29,085			$29,085	1			1
Total	$25,757,018	$11,451,864	$25,100,725	$62,309,607	322	188	323	833

Counties

Incentive Type	Counties Granting Incentives			Total Amount Granted			Businesses Receiving Incentives		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Direct	19	19	28	$24,512,033	$14,644,181	$27,347,087	118	155	171
Indirect	18	14	20	$9,995,726	$9,808,104	$10,903,658	60	62	62
Fee or Tax Based	14	14	19	$10,239,590	$11,674,310	$7,586,117	111	209	120
Below Market Lease or Deed	1	3	4	$1,500,000	$2,207,089	$2,619,000	4	1	4
Total				$46,247,349	$38,333,684	$48,455,862	293	427	357

Municipalities

Incentive Type	Municipality Granting Incentives			Total Amount Granted			Businesses Receiving Incentives		
	2011	2012	2013	2011	2012	2013	2011	2012	2013
Direct	18	12	24	$4,408,077	$3,721,784	$4,126,543	97	87	99
Indirect	15	11	17	$8,605,393	$1,770,708	$8,957,301	48	28	38
Fee or Tax Based	21	16	20	$2,733,072	$953,416	$2,818,801	137	33	136
Below Market Lease or Deed	7	4	7	$10,010,476	$6,639,054	$9,198,080	40	57	50
Total				$25,757,018	$13,084,962	$25,100,725	322	205	323

Recommendations for Further Research

Recently enacted legislation directs the Office of Economic and Demographic Research (EDR) and the Office of Program Policy Analysis and Government Accountability (OPPAGA) to analyze and evaluate 18 state economic development incentive programs on a recurring three-year schedule.[11] EDR is required to evaluate the economic benefits (or return-on-investment) of each program, using project data from the most recent three-year period, and to provide an explanation of the model used in its analysis and the model's key assumptions.

In January 2014, EDR published "Return-on-Investment for Select State Economic Development Incentives Programs" (ROI Report) in response to this requirement.[12] The report noted that projects funded by state incentives may require local matching funds or may also receive other local incentives.

In OPPAGA's survey of businesses that received state incentives during the review period, they asked respondents to identify the local or federal incentives they received in conjunction with the state's project award. Of the 54 businesses that responded to the survey, four companies received both local and federal incentives, 17 companies stated they received local incentives, and five responded they received incentives from federal agencies.

EDR included statutorily required local matches in its calculation of ROI for these incentive programs. However, specific information linking other local incentives to projects in the programs under review was unavailable and could not be included in the calculation. Excluding the other local incentives from the calculation likely overstated the ROI and other economic outcomes attributed to the state incentive.

It would be useful to identify the local incentives that are used with state incentives for projects included in the next review cycle. EDR is exploring methods to link the economic development incentives identified, going forward, in this annual report with projects to be reviewed in 2016, the next scheduled review of the select state economic development programs.

[11] Section 288.0001, F.S., as created by s. 1, ch. 2013-39, Laws of Florida & s. 1, ch. 2013, Laws of Florida.
[12] See http://edr.state.fl.us/Content/special-research-projects/economic/EDR%20ROI.pdf

Appendix A

Ad Valorem Economic Development Exemption Value - Historical Summary

DOR 1/15/14

County	2010	2011	2012	2013
Alachua	0	0	0	0
Baker	0	0	0	0
Bay	232,133,541	248,908,372	260,571,259	67,762,342
Bradford	0	0	0	0
Brevard	28,787,380	28,230,480	31,015,447	37,929,370
Broward	0	32,160	27,840	923,710
Calhoun	517,421	400,151	400,151	0
Charlotte	0	0	0	0
Citrus	0	0	0	0
Clay	0	0	0	0
Collier	0	0	0	0
Columbia	0	108,455,345	86,775,142	91,775,298
Dade	67,053,764	58,803,043	0	0
DeSoto	0	0	0	0
Dixie	0	0	0	0
Duval	0	0	0	0
Escambia	279,392,755	256,328,355	247,381,029	236,521,576
Flagler	0	0	0	0
Franklin	0	0	0	0
Gadsden	0	0	0	0
Gilchrist	0	0	0	0
Glades	0	0	0	0
Gulf	362,894	362,894	314,697	296,762
Hamilton	0	0	0	0
Hardee	27,542,457	23,726,264	1,989,194	634,159
Hendry	2,246,960	2,002,193	0	0
Hernando	0	0	0	0
Highlands	0	0	0	1,893,725
Hillsborough	0	0	0	2,084,658
Holmes	0	0	0	0
Indian River	0	3,416,720	3,375,060	1,561,390
Jackson	49,419,465	46,931,888	43,212,815	42,657,763
Jefferson	0	0	0	0
Lafayette	0	0	0	0
Lake	0	0	0	0
Lee	0	0	0	0
Leon	0	0	0	0

Levy	0	0	0	0
Liberty	30,932,427	24,484,340	13,894,225	7,008,908
Madison	598,608	645,550	1,511,078	1,467,944
Manatee	0	0	0	0
Marion	0	0	0	0
Martin	0	0	0	0
Monroe	0	0	0	0
Nassau	0	0	0	0
Okaloosa	0	293,479	293,479	0
Okeechobee	0	0	0	0
Orange	0	0	0	0
Osceola	0	0	0	0
Palm Beach	7,424,114	6,930,353	3,573,436	3,064,523
Pasco	0	0	0	0
Pinellas	0	0	0	0
Polk	0	0	0	0
Putnam	0	0	0	0
Saint Johns	0	0	0	0
Saint Lucie	17,756,979	9,701,479	72,456,689	66,921,442
Santa Rosa	2,613,424	2,424,383	1,507,106	528,333
Sarasota	0	0	19,119,164	16,041,511
Seminole	0	0	0	0
Sumter	0	0	0	0
Suwannee	0	0	0	0
Taylor	0	0	0	0
Union	0	0	0	0
Volusia	0	0	0	0
Wakulla	0	0	0	0
Walton	0	0	0	0
Washington	441,581	0	0	0
Statewide	**747,223,770**	**822,077,449**	**787,417,811**	**579,073,414**

Extract from DR-403V & tax rolls provided by Property Appraisers as of November 2013