



To: Mayor Jerry Demings
-AND-
County Commissioners

From: Commissioner Emily Bonilla, District 5

Date: July 25, 2023

Subject: Open Discussion on the TDT

TDT

- **Visit Orlando-** The allocation of TDT revenues to Visit Orlando towards the promotion of tourism in Orange County has undeniably played a crucial role in raising awareness and driving tourism to our region. While the current spending on Visit Orlando has been instrumental, we must also recognize the significance of investing in initiatives that directly bolster the growth and well-being of our local economies beyond the theme park corridors. Presently, we contribute 30% of the TDT revenues to Visit Orlando, and while paying by percentage has increased our contribution in alignment with revenue growth, we must be mindful of the concept of Market Saturation. Market Saturation refers to a point where, despite increasing investments, we may not witness a proportional increase in returns on our investment. Therefore, it is prudent to consider a cap on our contributions based on the point of market saturation, where additional funds might not yield the desired outcomes.

I firmly believe that we should prioritize a more balanced approach to allocating TDT revenues. This entails reducing our percentage contribution to Visit Orlando and diverting a portion of those funds towards projects that directly benefit our local communities and foster economic development in other areas of the county. By doing so, we can ensure that the benefits of tourism and economic prosperity reach all corners of Orange County.



- **Sports-** According to Economist Andrew Zimbalist, there are many cons of public funding allocation to Sports Teams for bigger arenas and stadiums. The proposals brought on by the Amway Center, Baseball team, and FCS do not consider the drawbacks of Orange County allocating Tourist Development Tax (TDT) funds to sports teams for bigger arenas and stadiums. Numerous economic analyses of the impact that stadiums and arenas have on cities' economies have led to several conclusions that raise concerns about the overall efficacy of such investments.

Limited Economic Impact: Research has shown that stadiums and arenas do not significantly contribute to raising per capita income or employment levels. Despite the large infrastructure and operational costs involved in constructing and maintaining these facilities, the actual economic impact on local communities is relatively modest.

Employment Opportunities: While sports teams do provide some employment opportunities, they are relatively small employers, hiring between 100 and 250 people. On game days, around 2,000 staff may be hired in the stadium, but the number of game days per year is limited. Consequently, the overall job creation is not substantial when compared to other sectors.

Diversion of Spending: High ticket pricing and costly concessions at stadiums and arenas can divert spending away from other local businesses. Families may allocate their entertainment budget towards tickets and concessions, resulting in reduced spending at theaters, restaurants, bowling alleys, and other local establishments that may have a more significant impact on the local economy.

Distribution of Spending: A significant portion of the money spent at sports events goes to players and executives, who are high-earning individuals subject to higher tax rates. This means that a considerable portion of the funds circulates back out to the federal government and may not have a substantial direct impact on the local economy. On the other hand, investments in restaurants, community events, and local businesses would benefit a broader segment of the population, including those with lower incomes who live and spend within the county.

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Player Residences: Sports players and executives often have homes outside of the city, especially if they do not play for their hometown team. This means that the economic benefits of their high salaries may not stay within the local community but instead contribute to other regions' economies.

Considering the above points, it is evident that the allocation of TDT funding to sports teams for bigger arenas and stadiums may not provide the desired return on investment for Orange County. Instead, it is prudent to focus on projects and initiatives that benefit a more significant portion of the local population and promote sustainable economic growth throughout the county. Dependence on sports facilities as a primary driver of economic growth carries risks, as it links the city's prosperity to the uncertain outcomes of sports teams and events. Diversifying investments across various sectors, particularly those with steady long-term potential, offers a more reliable and sustainable approach to economic development. Emphasizing community-focused initiatives can further bolster local businesses and foster entrepreneurship. By directing investments towards the community's essential needs, we foster a thriving environment where small businesses can thrive, leading to job creation and lasting economic expansion.

Finally, we only have to look at our own Downtown Orlando to see if this has been successful for us or not. How long has downtown been struggling to improve economically even though it has the Amway Center, Camping World Stadium and the Soccer Stadium? I think the answer to this question proves these points.



- **Convention Center-** The Orange County Convention Center (OCCC) has been a subject of discussion regarding the allocation of Tourist Development Tax (TDT) funding. Our office sought specific information about the OCCC to assess its impact on our county's economic development. Unfortunately, the data provided falls short on various crucial points, which raises concerns about its status as a primary economic driver for Orange County.

One significant concern is the lack of detailed information about the purpose of visits to Orlando or Orange County in general. Specifically, we need to understand how many tourists come to our region solely to attend events at the OC Convention Center. When this question was posed, the response suggested that a substantial portion of the approximately 1.5 million event attendees also visit other attractions, such as the Orange County theme parks. We are aware, theme parks, particularly Disney, play a crucial role in driving our county's economy. Therefore, attributing the OC Convention Center as a primary economic driver without specific data on its standalone impact is misleading. It seems that the OCCC is dependent on the theme parks, rather than the other way around. Only the properly collected data, can provide the answers.

Moreover, it is essential to consider that the OCCC is not the sole convention center in Orange County. Preexisting hotel convention spaces existed before the construction of the OCCC, and there are other hotel convention spaces in operation today. The claim that the OCCC competes nationally for event space holds true, but it also competes with other hotel convention spaces within our county. Notably, there are numerous elaborate hotel convention spaces within Orange County that collectively contribute more to tourism-driven economic development than the OCCC, distributing benefits throughout the county instead of concentrating solely on the I-Drive Corridor, which is currently the primary focus of the OCCC.

Despite being the second-largest convention center in the United States, the OCCC hosts only 230 events per year. With 74 meeting rooms, 235 breakouts, and the Tangerine Ballroom providing 48,961 square feet of space, it is reasonable to inquire about the frequency of these facilities' bookings given the limited number of events. Understanding this aspect is crucial before considering any expansion plans. Even the more successful wings of the convention center are not booked at capacity.

Expanding the Convention Center must be approached with caution. The data raises questions about how such an expansion would lead to an increase in the number of events, considering

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the existing challenges faced by the OCCC in attracting a higher volume of events despite it already being the second largest in the United States.

In light of the concerns mentioned above, it is evident that we need more comprehensive and accurate statistics to evaluate the OCCC's true economic impact. This includes data on the purpose of visits for OCCC attendees, a detailed breakdown of events hosted, utilization rates of the available meeting spaces, and a clear strategy to justify any potential expansion.

As representatives of Orange County, it is our duty to prioritize the most effective and equitable use of TDT funding for the betterment of our residents and businesses. The decision to allocate funds to the OCCC should be based on transparent and reliable data, ensuring that our investments align with the long-term economic interests of our diverse community.

Cc: Byron W. Brooks, County Administrator

The Economic Impact of Nonprofit Arts and Cultural Organizations and Their Audiences in Orange County, FL (Fiscal Year 2015)

Direct Economic Activity	Arts and Cultural Organizations	+	Arts and Cultural Audiences	=	Total Industry Expenditures
Total Industry Expenditures	\$154,347,536		\$110,252,239		\$264,599,775

Economic Impact of Spending by Arts and Cultural Organizations and Their Audiences

Total Economic Impact of Expenditures	Economic Impact of Organizations	+	Economic Impact of Audiences	=	Total Economic Impact
Full-Time Equivalent (FTE) Jobs Supported	5,633		3,997		9,630
Household Income Paid to Residents	\$148,042,000		\$70,199,000		\$218,241,000
Revenue Generated to <u>Local</u> Government	\$4,390,000		\$5,463,000		\$9,853,000
Revenue Generated to <u>State</u> Government	\$5,726,000		\$6,537,000		\$12,263,000

Event-Related Spending by Arts and Cultural Audiences Totaled \$110.3 million (excluding the cost of admission)¹

Attendance to Arts and Culture Events	Resident² Attendees	+	Nonresident² Attendees	=	All Cultural Audiences
Total Attendance to Arts and Culture Events	2,004,560		1,728,326		3,732,886
Percentage of Total Attendance	53.7%		46.3%		100.0%
Average Event-Related Spending Per Person	\$24.35		\$37.58		\$30.48
Total Event-Related Expenditures	\$44,976,953		\$65,275,286		\$110,252,239

Nonprofit Arts and Cultural Event Attendees Spend an Average of \$30.48 Per Person (excluding the cost of admission)

Category of Event-Related Expenditure	Resident² Attendees	Nonresident² Attendees	All Cultural Audiences
Meals and Refreshments	\$16.54	\$17.62	\$17.04
Souvenirs and Gifts	\$2.47	\$2.69	\$2.57
Ground Transportation	\$2.41	\$4.69	\$3.46
Overnight Lodging (one night only)	\$0.36	\$9.08	\$4.40
Other/Miscellaneous	\$2.57	\$3.50	\$3.00
Average Event-Related Spending Per Person	\$24.35	\$37.58	\$30.48

Source: *Arts & Economic Prosperity 5: The Economic Impact of Nonprofit Arts and Cultural Organizations and Their Audiences in Orange County*. For more information about this study or about other cultural initiatives in Orange County, visit United Arts of Central Florida's web site at www.unitedarts.cc.

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About This Study

This Arts & Economic Prosperity 5 study was conducted by Americans for the Arts to document the economic impact of the nonprofit arts and culture industry in 341 communities and regions (113 cities, 115 counties, 81 multicounty or multicounty regions, 10 states, and 12 individual arts districts)—representing all 50 U.S. states and the District of Columbia. The diverse communities range in population (1,500 to more than 4 million) and type (small rural to large urban). Project economists from the Georgia Institute of Technology customized an input-output analysis model for each participating region to provide specific and localized data on four measures of economic impact: full-time equivalent jobs, household income, and local and state government revenue. These localized models allow for the uniqueness of each local economy to be reflected in the findings.

Americans for the Arts partnered with 250 local, regional, and statewide organizations that represent the 341 study regions (30 partners included multiple study regions as part of their participation). **To complete this customized analysis for Orange County, United Arts of Central Florida joined the study as one of the 250 partners.**

Surveys of Nonprofit Arts and Cultural ORGANIZATIONS

Each of the 250 partner organizations identified the universe of nonprofit arts and cultural organizations that are located in its region(s) using the Urban Institute's National Taxonomy of Exempt Entity (NTEE) coding system, a definitive classification system for nonprofit organizations recognized as tax exempt by the Internal Revenue Code. In addition, the study partners were encouraged to include other types of eligible organizations if they play a substantial role in the cultural life of the community or if their primary purpose is to promote participation in, appreciation for, and understanding of the visual, performing, folk, and literary and media arts. These include government-owned or government-operated cultural facilities and institutions; municipal arts agencies and councils; private community arts organizations; unincorporated arts groups; living collections (such as zoos, aquariums, and botanical gardens); university presenters, programs, and facilities; and arts programs that are embedded under the umbrella of a nonarts organization or facility (such as a hospital or church). In short, if it displays the characteristics of a nonprofit arts and cultural organization, it is included. *For-profit businesses (e.g., Broadway, motion picture theaters) and individual artists were excluded from this study.*

Nationally, data was collected from a total of 14,439 organizations for this study. Response rates among all eligible organizations located in the 341 study regions was 54.0 percent, and ranged from 9.5 percent to 100 percent. Responding organizations had budgets ranging from \$0 to \$785 million (Smithsonian Institution). It is important to note that each study region's results are based solely on the actual survey data collected. There are no estimates made to account for nonresponding organizations. Therefore, the less-than-100 percent response rates suggest an understatement of the economic impact findings in most of the individual study regions.

In Orange County, 90 of the 198 eligible nonprofit arts and cultural organizations participated in this study—an overall participation rate of 45.5 percent. A list of the participating organizations can be obtained from United Arts of Central Florida.

Surveys of Nonprofit Arts and Cultural AUDIENCES

Audience-intercept surveying, a common and accepted research method, was completed in all 341 study regions to capture information about spending by audiences at nonprofit arts and culture events. Patrons were selected randomly and asked to complete a short survey while attending an event. A total of 212,691 attendees completed the survey. The respondents provided itemized travel party expenditure data on attendance-related activities such as meals, souvenirs, transportation, and lodging. Data was collected throughout the year to guard against seasonal spikes or drop-offs in attendance, and at a broad range of events (because a night at the opera will typically yield more spending than a Saturday children's theater production). Using total attendance data for 2015 (collected from the participating organizations), standard statistical methods were then used to derive a reliable estimate of total arts event-related expenditures by attendees in each study region.

In Orange County, a total of 3,134 valid audience-intercept surveys were collected from attendees to nonprofit arts and cultural performances, events, and exhibitions during 2016.

Studying Economic Impact Using Input-Output Analysis

To derive the most reliable economic impact data, input-output analysis was used to measure the impact of expenditures by nonprofit arts and cultural organizations and their audiences. This highly-regarded type of economic analysis has been the basis for two Nobel Prizes in economics. The models are systems of mathematical equations that combine statistical methods and economic theory in an area of study called econometrics. The analysis traces how many times a dollar is respent within the local economy before it leaves the community, and it quantifies the economic impact of each of those rounds of spending. Project economists customized an input-output model for each of the 341 participating study regions based on the local dollar flow among 533 finely detailed industries within its economy. This was accomplished by using detailed data on employment, incomes, and government revenues provided by the U.S. Department of Commerce (County Business Patterns, the Regional Economic Information System, and the Survey of State and Local Finance), state and local tax data (e.g., sales taxes, lodging tax, property taxes, income tax, and miscellaneous local option taxes), and the survey data collected from the responding arts and cultural organizations and their audiences.

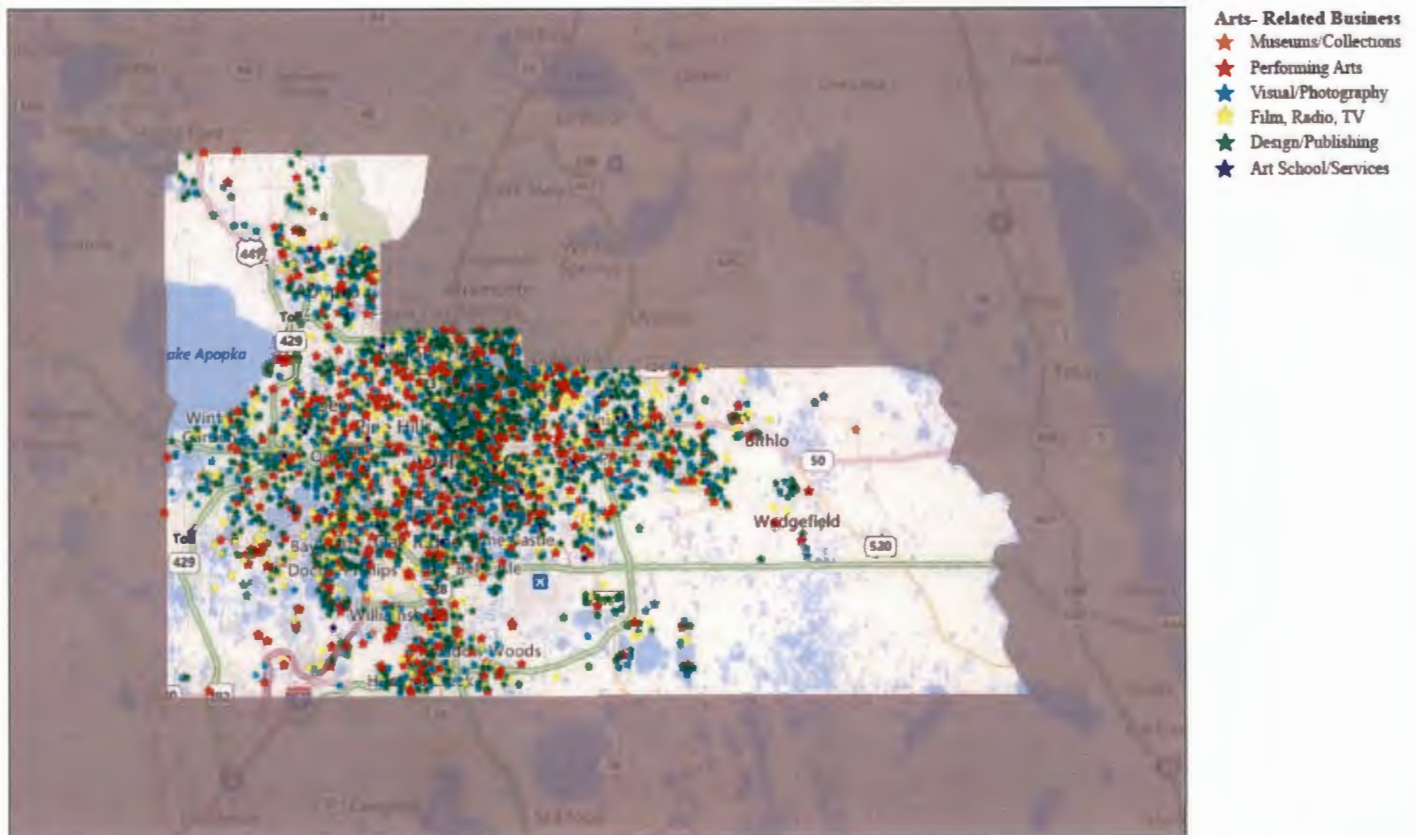
¹ To calculate the total estimated audience expenditures in Orange County, first the audience expenditure findings for any individual participating study regions that are located within Orange County were summed. Next, the residency percentages and the average per person arts-related expenditure for residents and nonresidents were applied to any additional attendance data collected from organizations located within Orange County but outside of the individual participating study region(s). Finally, the results were added to the aggregate of the individual participating region(s). Therefore, the total audience expenditures for Orange County do not equal the average per person event-related expenditure for residents multiplied by the total estimated attendance by residents plus the average per person event-related expenditure for nonresidents multiplied by the total estimated attendance by nonresidents.

² For the purpose of this study, residents are attendees who live within Orange County; nonresidents live elsewhere.

The Creative Industries in Orange County, FL

This *Creative Industries: Business & Employment in the Arts* report provides a research-based approach to understanding the scope and economic importance of the arts in **Orange County, FL**. The creative industries are composed of arts businesses that range from nonprofit museums, symphonies, and theaters to for-profit film, architecture, and design companies. Arts businesses and the creative people they employ stimulate innovation, strengthen America's competitiveness in the global marketplace, and play an important role in building and sustaining economic vibrancy.

3,993 Arts-Related Businesses Employ 26,792 People



Orange County, FL is home to 3,993 arts-related businesses that employ 26,792 people. The creative industries account for 4.3 percent of the total number of businesses located in Orange County, FL and 3.6 percent of the people they employ.¹ The map above plots the creative industries, with each star representing a unique arts business establishment.

Nationally, 702,771 businesses are involved in the creation or distribution of the arts, and they employ 2.9 million people. This represents 3.9 percent of all U.S. businesses and 1.9 percent of all U.S. employees—demonstrating statistically that the arts are a formidable business presence and broadly distributed across our communities. The source for these data is Dun & Bradstreet, the most comprehensive and trusted source for business information in the United States. These data are current as of January 2015.

**The Creative Industries Represent
4.3 Percent of All Businesses and 3.6 Percent¹ of All Employees
in Orange County, FL
(Data current as of January 2015)**

CATEGORY	BUSINESSES	EMPLOYEES
Arts Schools and Services	87	687
Agents	2	402
Arts Schools and Instruction	85	285
Design and Publishing	1,518	5,542
Advertising	213	1,231
Architecture	187	1,813
Design	1,111	2,484
Publishing	7	14
Film, Radio and TV	658	3,527
Motion Pictures	586	2,466
Radio	34	85
Television	38	976
Museums and Collections	49	340
Historical Society	3	6
Museums	39	306
Zoos and Botanical	7	28
Performing Arts	735	2,881
Music	197	863
Performers (nec)	395	1,105
Services & Facilities	127	845
Theater	16	68
Visual Arts/Photography	943	2,575
Crafts	65	469
Photography	703	1,492
Services	88	464
Visual Arts	87	150
Theme Parks¹	3	11,240
GRAND TOTAL	3,993	26,792

Research Notes:

- These Creative Industries data are based solely on active U.S. businesses that are registered with Dun & Bradstreet. Because not all businesses register, our analyses indicate an under-representation of arts businesses (particularly those that are nonprofit arts organizations and individual artists). The data in this report, therefore, should be considered conservative.
- To define the Creative Industries, Americans for the Arts selected 644 8-digit Standard Industrial Classification codes that represent for-profit and nonprofit arts-centric businesses (out of more than 18,500 codes representing all industries).
- Reports for all 435 U.S. Congressional Districts, the 50 states and the District of Columbia, the 7,500 state legislative districts, and all 3,143 U.S. counties—as well as a full suite of user tools and a comprehensive list of the industries included in this analysis—are available for download at www.AmericansForTheArts.org/CreativeIndustries.

¹ After-market addition: Due to the unique concentration of artists and performers in this region, with the addition of area theme parks, the high number of creative industries and artists positions the Orlando region as a center for innovation and creativity. **Orange County's creative industries account for 4.3% of the 91,903 total businesses and 3.6% of the 744,204 people they employ, higher than national average of 3.9% of all businesses and 1.9% of all employment.** - Source: Americans for the Arts, with three major area theme parks, and United Arts of Central Florida, January 2015



To: Mayor and Board of County Commissioners

From: Commissioner Emily Bonilla, District 5

Date: July, 25 2023

Subject: Proposal

Proposal: Establishing Community Theaters in Orange County, Florida

Objectives and Vision:

The main objectives of establishing community theaters in Orange County are as follows:

1. Provide dedicated theater spaces for local theater groups to promote cultural arts and performances.
2. Enhance access to cultural events in all areas of the county, including unincorporated areas, to ensure equal opportunities for residents to engage in the arts.
3. Diversify tourism appeal by offering unique cultural experiences outside the theme park corridors.
4. Stimulate economic development by attracting tourists to local areas, thereby boosting local businesses and wage competition within the tourism industry.

Budgetary Considerations:

We propose utilizing Access Tourism Development Tax (TDT) funds to support the development and operations of community theaters. The availability of hundreds of millions in TDT funds allows for the investment in this initiative, as long as the theaters can demonstrate their potential to attract tourists and contribute to the local economy. The Arts & Economic Prosperity 5 study reveals that nationally, the nonprofit arts and culture industry generated \$166.3 billion of economic activity during 2015, supporting 4.6 million jobs and generating \$27.5 billion in revenue to local, state, and federal governments. The Creative Industries report highlights that Orange County, FL is home to 3,993 arts-related businesses employing 26,792 people, accounting for 4.3 percent of the total number of businesses and 3.6 percent of the total employment in the county. These data further emphasize the economic importance of the arts in our region.

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Potential Locations:

Potential locations for community theaters should be selected strategically based on the following criteria:

1. Areas with existing hotels to indicate an established tourist presence.
2. Proximity to local communities to ensure accessibility to residents across the county.

Community Engagement:

To gauge community support and gather feedback, we propose conducting a comprehensive survey. The survey will target residents, arts organizations, theater groups, and other stakeholders to assess their level of interest, support, and expectations regarding community theaters.

Feasibility Study:

To assess the viability of community theaters in Orange County, we will conduct a thorough feasibility study. This study will analyze market demand, potential locations, economic impact projections, and logistical considerations. According to the Creative Industries report for Orange County, there are 3,993 arts-related businesses employing 26,792 people in the county. The creative industries account for 4.3 percent of the total number of businesses and 3.6 percent of the total employment in Orange County. These data further emphasize the economic importance of the arts in our region.

Economic Impact Assessment:

In addition to the data from the Arts & Economic Prosperity 5 study, the Creative Industries report highlights the significant presence of arts-related businesses in Orange County. These businesses and the creative people they employ stimulate innovation and contribute to economic vibrancy. The presence of 3,993 arts-related businesses employing 26,792 people indicates a strong foundation for the establishment of community theaters that can further enhance economic development.

Cultural Enrichment and Education:

To incorporate cultural enrichment and arts education programs within the community theaters, we propose the following initiatives:

1. Offering educational workshops, classes, and seminars for aspiring actors, playwrights, and technical theater professionals.
2. Partnering with local schools to promote arts education and provide opportunities for students to engage with community theaters.
3. Collaborating with local arts organizations to host cultural events, art exhibitions, and workshops.



Partnerships and Collaborations:

We recommend establishing partnerships with local arts organizations, educational institutions, and private entities to enhance the community theaters' offerings. Collaboration with the County Arts and Cultural Director, hiring theater managers, and forming advisory boards will help ensure successful operations. Utilizing volunteers and partnering with local universities and colleges for internships will further enrich the theaters' programs.

Operational Plan:

The operational plan for community theaters includes:

1. Hiring theater managers and staff responsible for programming, ticketing, and facility maintenance.
2. Collaborating with theater groups for performance schedules and planning.
3. Implementing regular facility maintenance and upgrades through the Facilities Division.

Evaluation and Reporting:

To measure the success of community theaters, we propose the following KPIs:

1. Attendance rates for performances and educational programs.
2. Economic impact metrics, including job creation and local revenue generation.
3. Visitor surveys to assess the impact on tourism and community engagement.

Potential Risks and Mitigation Strategies:

Potential risks associated with community theaters may include low attendance and operational costs. Mitigation strategies may involve effective marketing, flexible programming, and regular evaluation of financial performance.

Supporting Data and Research:

We will utilize data from studies conducted in other regions, including the Creative Industries report and the Arts & Economic Prosperity 5 study, to demonstrate the positive impact of community theaters on tourism economic development, and community engagement.



By presenting this comprehensive plan, supported by data from the Creative Industries report and the Arts & Economic Prosperity 5 study, to the Board of County Commissioners, we aim to gain support for the establishment of community theaters in Orange County, contributing to the cultural enrichment of our community, tourism diversification, and economic growth.

Please review the updated plan, including the new data, and let me know if you would like any further information or modifications before presenting it to the board.

Cc: Byron Brooks, County Administrator

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To: Mayor and Board of County Commissioners

From: Commissioner Emily Bonilla, District 5

Date: July, 25 2023

Subject: Proposal for Community Festivals

Proposal to Provide Funding for District Commissioners to Create Community Festivals

I am writing to present a proposal that aims to empower our District Commissioners in driving economic development and fostering community engagement through the organization of community festivals. I strongly recommend allocating annual funding to each District Commissioner, enabling them to create partnerships and collaborate with local arts and culture groups to host vibrant and enriching community events.

Community festivals are not only sources of entertainment and joy but also catalysts for significant economic growth within our communities. These events create a bustling atmosphere that benefits various local businesses and industries, injecting new life into our districts. From local artisans and restaurateurs to vendors, craftspeople, innkeepers, and hoteliers, all witness a surge in activity and patronage during these festivals, thus supporting the growth of our local economy.

To illustrate the potential of community festivals, consider the recent Economic Impact in Tourism report from Fayetteville/Lincoln County. The impact of one of their festivals was truly remarkable, generating \$22.77 million in direct tourism expenditures. This showcases the immense power of community events in driving economic prosperity.

Moreover, community festivals play a crucial role in creating job opportunities within the community. As seen in Fayetteville/Lincoln County, a single event led to the creation of 140 jobs, enhancing livelihoods and fostering economic growth. Additionally, such festivals contribute significantly to tax revenue, benefiting our districts and supporting vital public services and infrastructure development.

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Recognizing the economic and social impact of community festivals, I propose that we provide funding to each District Commissioner to create partnerships with local arts and culture groups and organize community festivals in their respective districts. By empowering our District Commissioners to take the lead, we encourage community engagement and foster a sense of ownership and pride among our residents.

The allocated funding will serve as an investment in the economic and cultural development of our districts. Each District Commissioner can identify unique opportunities for festivals that align with the interests and needs of their constituents. These festivals can celebrate our district's diverse cultures, history, and artistic expressions, thus creating a stronger sense of community identity.

By encouraging partnerships between District Commissioners and local arts organizations, we support the growth of our cultural sector and create vibrant events that will attract both residents and tourists. Through these festivals, we can strengthen local businesses, create job opportunities, and boost tax revenues, while providing enriching cultural experiences to our communities.

I request your support in approving this proposal to provide funding to our District Commissioners for organizing community festivals. This strategic investment will not only drive economic development but also foster a deeper sense of community pride and engagement.

Thank you for considering this proposal. I am eager to discuss it further and provide any additional information needed to support its implementation. Together, we can create a tapestry of vibrant and memorable community festivals that elevate the quality of life for our residents and visitors alike.

Cc: Byron Brooks, County Administrator