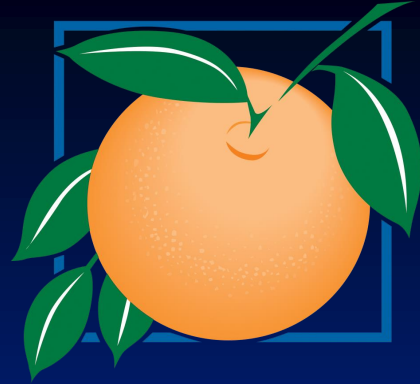


# Orange County Government Film Incentive Working Group

October 29, 2024



**Roseann Harrington**

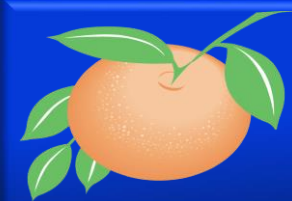
Chief of Staff for Mayor Jerry L. Demings  
Orange County Government

**Dennis Holste**

Administrator, Economic Development, Trade and Tourism  
Orange County Government

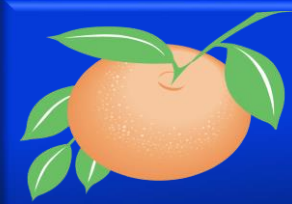
**John Lux**

Executive Director, Film Florida



# Agenda

- Film Incentive Working Group Background
- Orlando Film Commission Background
- Local Film Education Programs
- Film Production Workforce and Pay Rates
- Film Incentive Programs in Florida
- Evaluation of Programs and Best Practices
- Initial Working Group Recommendations
- Next Steps



# Background - Purpose

- On May 7, 2024-

The Board of County Commission (BCC) approved the creation of Film Incentive Working Group to include subject matter experts to provide recommendations to the BCC whether to establish a film program and determine the following:

Purpose

Structure

Costs

Management/staffing

Incentives

Operations including permitting, marketing, incentive management, and oversight



# Background - Members

- **Carol Bailey- SAG-AFTRA**
- **Marcelo Chao- Full Sail University**
- **Professor Eric Fleming- Valencia College**
- **Brooke Hill- Orlando Film Commission**
- **John Lux - Film Florida**
- **Paul Mears- Visit Orlando**
- **Dr. Lisa Mills- University of Central Florida (UCF)**
- **Brandon Reese- Motion Picture Association**
- **James (Jimmy) Roberts-IATSE Local 477**

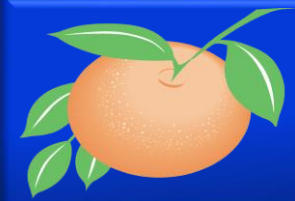
## **Orange County Staff:**

- **Roseann Harrington-Chief of Staff**
- **Dennis Holste- Economic Development Administrator**
- **Dylan Schott, Assistant County Attorney**



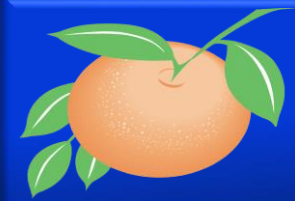
# Background - Meeting Dates

- August 20
- September 11
- October 1
- October 9 (cancelled due to Hurricane Milton)
- October 22
- Two additional meetings will be scheduled



# Orlando Film Commission History

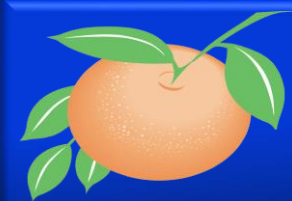
- The Orlando Film Commission was founded in 1986. In the 1990's Orlando experienced a great boom in film production due to the construction of Disney-MGM Studios and Universal Studios and addition of Nickelodeon Studios. During this period, we acquired the nickname "Hollywood East."
- In 2016, the State of Florida eliminated film incentives which resulted in local programs scaling back. The Orlando Film Commission, became an organization dedicated to permitting and site selection.
- Georgia stepped up their pursuit of film and television production and now is in the top three in the United States for film production.



# Orlando Film Commission

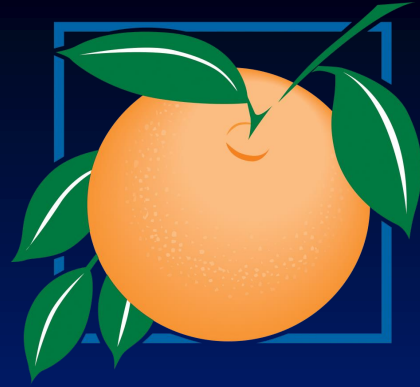
- **Currently resides under the Orlando Economic Partnership**
- **Responsible for permitting and scouting and acts as a liaison with production companies interested in filming in the region.**
- **Funding of Orlando Film Commission is part of existing contracts with Orange County, Osceola County, Seminole County and City of Orlando**
- **One full time employee and a part-time intern**
- **Annual Budget: \$110,000**





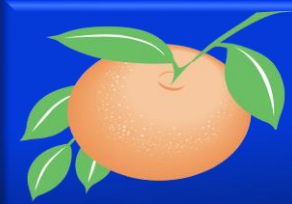
# Orlando Film Commission Commercials & Television Permits Fiscal Year 2023-24

- **Regional (Orange, Osceola, and Seminole)**
  - 174 permits
  - 310 permitted production days
  - \$15 million in Economic Impact Spending (actual spend)
  - 658 non-permitted production days (active on private property)
  
- **Orange County**
  - 137 permits
  - 249 permitted production days
  - \$13.12 million in Economic Impact Spending (actual spend)



## **Dennis Holste**

**Administrator, Economic Development, Trade and Tourism  
Orange County Government**



# Film Education Programs

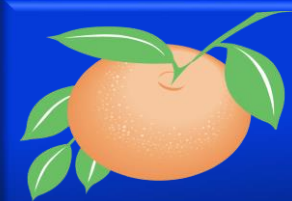
- There are six institutions that have film educational programs in Central Florida
  - First Institute
  - Full Sail University
  - University of Central Florida
  - Valencia College
  - The DAVE School
  - Orange Technical College
  
- Programs
  - Certificate, Associate, Bachelor and Master's degree programs
    - Animation
    - Film
    - Game Design
    - Graphic Design
    - Photography
    - Recording Arts (Sound)
    - Radio-TV-Video



# Film Education Programs

## Highlights

- Over 3,000 students graduate a year in Central Florida from a film education program
- More than half the graduates leave the area after graduation due to a lack of work in the local film industry
- Top Destinations- Atlanta, Los Angeles, New York, and Chicago



# Film Production Employment

## Positions

First

Chief Lighting Technician, First Grip, SFX Coordinator, Sound Mixer, VTR Playback, First Wardrobe, Set Dec Lead, Prop Master, Construction Foreman, Scenic Foreman, Script Supervisor, First Hair/Makeup.

Second

Best Boy Electric, 2nd Company Grip, Dolly Grip, Generator Operator, Lighting Programmer, SFX Assistant, Boom Operator, Construction Gang Boss, Assistant Prop Master, Prop Weapons, First Craft Service, Medic, Assistant Hair/Makeup.

Third

Set Lighting Tech, Grip, Crane Operator, Rigger, Prop Person, Prop Buyer, On-Set/Off-Set Dresser, Utility Person/2nd Assistant Sound, Costumer, Set Costumer, Seamstress, Prop Makers, Set Painters, Crafts Service Assistant.



# Film Production Employment

## Rates

### Theatrical Productions (Movies)

First = \$50.68 hr. / Second = \$45.94 hr. / Third = \$43.01 hr.

### 1<sup>st</sup> Year Television Episodic

First = \$46.89 hr. / Second = \$43.01 hr. / Third = \$40.14 hr.

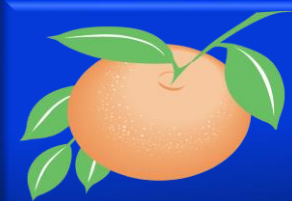
### All Other Television

First = \$49.74 hr. / Second = \$44.94 hr. / Third = \$42.10 hr.

### Low Budget (Tier Three) Theatrical Production

First = \$40.85 hr. / Second = \$36.92 hr. / Third = \$35.26 hr.

Plus full Health & Welfare benefits - Health Insurance, Annuity, Pension



# Film Production Employment

## What They Can Earn

Projected gross income per craft for a first-year television episodic production.  
Based on a typical 12-hour day = 8 hours straight time and 4 hours at 1/2 time

At \$46.80 hr. First rate

\$655.20 per day. / 5-day week = \$3,276.00 / 20 weeks run of show = \$65,520.00

At \$43.01 hr. 2nd rate

\$602.14 per day. / 5-day week = \$3,010.70 / 20 weeks run of show = \$60,214.00

At \$40.14 hr. 3rd rate

\$561.96 per day. / 5-day week = \$2,809.80 / 20 weeks run of show = \$56,196.00

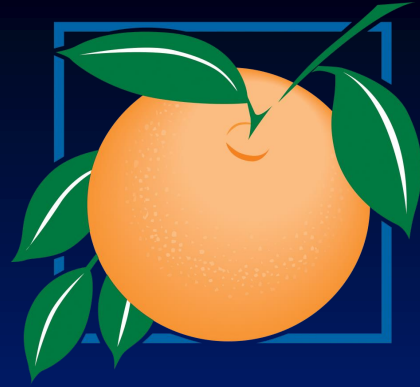
Plus Benefits @ \$175.00 per day = \$17,500 for run of show



# Film Production Employment

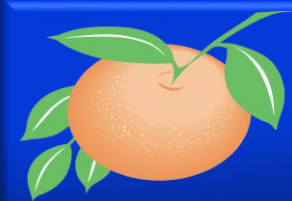
**In 2023, the average annual wage of a film industry professional in Florida was \$101,684 exceeding the state's average for all industries by 53%.**





**John Lux**

**Executive Director, Film Florida**



# Florida Film Incentive Programs



## Florida Film Incentives

FLORIDA ENTERTAINMENT INDUSTRY SALES TAX EXEMPTION- Any qualified production company may be eligible for a sales-and-use tax exemption on certain production related purchases in Florida. To be exempt from Florida's sales tax at the point of sale, the production company must apply for a certificate of exemption. More info at FilmInFlorida.com.

### 1. DUVAL COUNTY (Jacksonville)

The Jacksonville Film & Television Program is a performance-based rebate program structured to attract film, television and commercial productions to Jacksonville (Duval County). The program is based upon meeting minimum thresholds on qualified expenditures and hiring of Duval County residents. The program includes two film and television tiers, 15% - 20% offering amounts from \$150K to \$400K, a Commercial Program (15%) offering amounts from \$75K to \$150K and a Fostering Filmmakers Grant Program. More info at [filmjax.com/incentive-program](http://filmjax.com/incentive-program), email [troobin@coj.net](mailto:troobin@coj.net) or call 904-255-5434.

### 2. PINELLAS COUNTY (St. Petersburg / Clearwater)

Film St. Pete Clearwater's Business Development Marketing Program pays 10% - 20% on qualified local expenditures, above- and below-the-line, occurring within Pinellas County and its 24 municipalities. Productions are evaluated based on size of the budget, local spend, and marketing value to the county. More info at [FilmSpc.com](http://FilmSpc.com).

### 3. HILLSBOROUGH COUNTY (Tampa)

Hillsborough County offers a marketing grant of up to 10% (payout capped at \$150K per project) based on the assessed marketing value of projects filming in the Tampa Bay area. All applications are processed on a "first come, first served" basis, and are subject to available funding. Approved projects must film within the same fiscal year as the approved application. The program runs from Oct 1st - Sept 30th. More info at [FilmTampaBay.com](http://FilmTampaBay.com) or contact Tyler Martinolich at [tmartinolich@visittampabay.com](mailto:tmartinolich@visittampabay.com).

### 4. PALM BEACH COUNTY (Boca Raton, Jupiter, West Palm Beach)

The goal of the Palm Beach County Film and Television Commission's Sponsorship & Development Program to cultivate, and sponsor shows that further develop the expansive library of original content specific to tourism in The Palm Beaches. Shows considered for sponsorship funding are required to have distribution outside The Palm Beaches marketplace, reaching the homes of potential visitors. More info at [pbfilm.com](http://pbfilm.com) or at [admin@pbfilm.com](mailto:admin@pbfilm.com) or call 561-233-1000.

### 5. BROWARD COUNTY (Greater Fort Lauderdale, 31 cities)

The County has Incentive Programs which are performance-based rebate programs and are based on Broward County-centric criteria. Each project's eligibility will be determined on a case-by-case basis. Broward County has (5) different incentive programs with minimum spend requirements ranging from \$400K to \$5M, incentive amounts range from \$175K to \$2.5M. There is also an additional "Emerging Filmmaker" Grant for smaller budgets. Total incentive allocation is \$12M annually, to be reviewed each fiscal year. More info at 954-357-8788 or e-mail: [SLighterman@FilmLauderdale.org](mailto:SLighterman@FilmLauderdale.org) or [CHandreoni@FilmLauderdale.org](mailto:CHandreoni@FilmLauderdale.org) or visit [FilmLauderdale.org](http://FilmLauderdale.org).

### 6. MIAMI-DADE COUNTY (Miami)

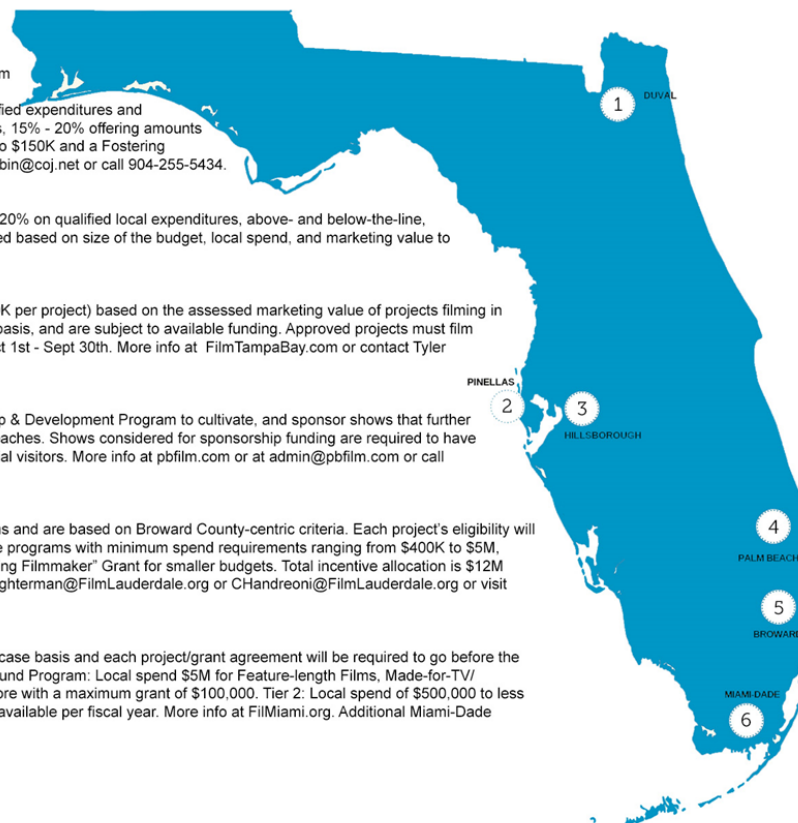
(3) Performance-based grant programs, eligibility will be determined on a case-by-case basis and each project/grant agreement will be required to go before the Board of County Commissioners (BCC) for individual approval. High Impact Film Fund Program: Local spend \$5M for Feature-length Films, Made-for-TV/ Streaming Movies or TV/Streaming series. Tier 1: Local spend of \$1,000,000 or more with a maximum grant of \$100,000. Tier 2: Local spend of \$500,000 to less than \$1,000,000 with a maximum grant of \$50,000. Up to \$10M in recurring funds available per fiscal year. More info at [FilMiami.org](http://FilMiami.org). Additional Miami-Dade County programs below are stackable.

#### City of Miami Beach

\$10,000 grants with only \$25,000 local spend required. More info at [FilMiami.org](http://FilMiami.org).

#### Miami Beach Visitor and Convention Authority

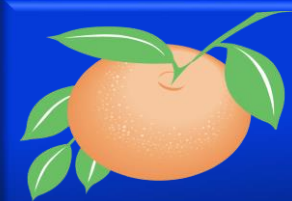
Only available to scripted feature films, scripted television shows, documentaries, short films, tv or streaming service pilot or series, but excluding, commercials, music videos, and all reality and reality-based programming. The applications will be reviewed by the MBVCA and verified by the City of Miami Beach Film and Print Office throughout the fiscal year. More info at [miami-beachvca.com](http://miami-beachvca.com).





# Florida Entertainment Industry Sales Tax Exemption Program

- Florida Department of Commerce offers a point-of-sale Sales Tax Exemption up to 7.5% to qualified production companies producing content in Florida.
- Any qualified production company producing films, television series, commercials, music videos, or sound recordings in the state may be eligible for a sales-and-use tax exemption on certain production-related purchases in Florida. Still photography is not a qualified production activity.
- What Qualifies?: Production equipment (rental or purchase), Set design and construction, Real estate rental (office, studio, and location fees), Props and wardrobe, Computers and software (production-related)
- What Doesn't Qualify?: Lodging, Vehicle rentals, Travel costs, Food and catering, Office supplies, Makeup, Film/videotape



# Duval County- City of Jacksonville

The Jacksonville Film & Television Program is a performance-based program structured to attract high wage film, television and commercial productions opportunities to Jacksonville (Duval County).

**Staffing: 2 employees & revolving interns**

**Budget: \$500,000 annual funding allocated from the General Fund**

**Incentive:**

– **Film & Television Rebate Program**

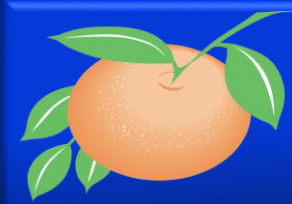
- Tier 1: \$400,000 minimum Duval County spend, 15% rebate capped at \$149,999
- Tier 2: \$1,000,000 minimum Duval County spend, 20% rebate capped at \$400,000

– **Commercial**

- \$75,000 minimum Duval County spend, 15% rebate capped at \$150,000

**Grant:**

- **Fostering Filmmakers Grant Program- \$10,000 grant for Duval County filmmakers. Must provide proof of matching funds.**



# Pinellas County

## Film St. Pete-Clearwater Film Commission

**Staffing: 2 employees**

**Budget: \$1.6 million annual funding allocated from Tourism Development Tax**

### Screen Industry Incentive Program:

- The first 15% cash rebate is based on local spend in Pinellas County.
- Up to an additional 15% in uplift incentives, increasing the potential rebate to 30% of your total qualified local expenditures. To achieve this, your project must provide extra marketing value and promote Pinellas County as a top destination.
  - Ex. showcasing a recognizable location
- Max rebate of \$300,000 per project.



# Hillsborough County

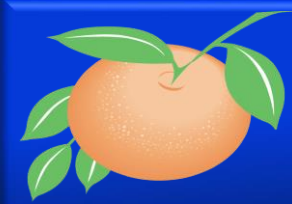
## Film Tampa Bay

**Staffing: 4 employees, plus 1 to 2 interns**

**Budget: \$750,000 annual funding allocated from Tourism Development Tax and the General Fund**

### **Incentive:**

- Marketing grant of up to 10% on qualifying productions with local spend of at least \$100K (with a payout cap of \$150,000 per project)
- Based on the assessed marketing value of projects filming in the Tampa Bay area. Example local spending, the number of days filming, attractions or iconic locations unique to Tampa featured family friendliness, and notable cast attachments.



# Palm Beach County

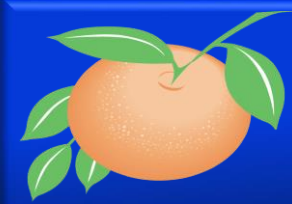
## The Palm Beach County Film and Television Commission (FTC)

**Staffing: 3 employees**

**Budget: \$1 million annual funding allocated from Tourism Development Tax**

**Incentive:**

- **Manages the County's official tourism TV channel, under the direction of the Palm Beach County Tourist Development Council (TDC). The FTC created a Sponsorship & Development program to cultivate, and sponsor shows that further develop the expansive library of original content specific to tourism in The Palm Beaches.**
- **The Palm Beaches TV (PBTv) broadcasts high-quality, family-friendly programming to support and stimulate tourism by offering an insider's look into the area's top attractions for travel and production.**



# Broward County

Film Lauderdale offers a menu of performance-based rebate programs to attract films, television series, commercials, emerging filmmaker projects.

**Staffing: 4 employees, plus 1 to 2 interns**

**Budget: \$12 million annual funding allocated from the General Fund**

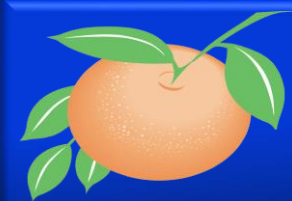
**Incentive:**

- Rebate Programs based on spending in Broward County:
  - Film & TV program
  - High impact film & TV
  - Multiple project guarantee
  - Partial project program
  - TV commercial attraction

**Grant:**

- Emerging filmmakers grant- \$10,000 grant for Broward County filmmakers, must have proof of matching funds & 3 years+ of original work





# Miami-Dade County

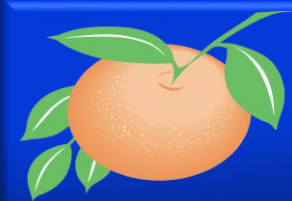
Film Miami offers multiple performance-based grant programs.

**Staffing: 4**

**Budget: \$10 million annual funding allocated from the General Fund. 5-year commitment total \$50 million.**

**Incentive:**

- **High Impact Film Fund Program: Performance-based rebate grant for feature-length films, made-for-TV/streaming movies, or TV/streaming series projects with a high return on investment to Miami-Dade County. Cash rebate up to 20%.**
- **Minimum Spend: \$5,000,000 for Feature-length Films, Made-for-TV/Streaming Movies or TV/Streaming series.**
- **Qualifying Requirements: 90% of the production that occurs within the State of Florida must occur in Miami-Dade County. 60% of the qualified labor must be Miami-Dade County residents. 70% percent of hired vendors/contractors must be Miami-Dade County registered businesses.**



## Miami-Dade County (Cont.)

### MDC TV, Film and Entertainment Production Incentive Program

- Tier 1: Minimum spend of \$1,000,000 in Miami-Dade County with a maximum grant of \$100,000.
- Tier 2: Minimum spend of \$500,000 to less than \$1,000,000 in Miami-Dade County with a maximum grant of \$50,000.
- Requires no less than 70% Miami-Dade County residents be hired as principal cast and crew members. Cast and crew (employees) qualify for the 70% minimum local hire but excludes extras/background talent. All 70% of the employees must be Miami-Dade County residents.



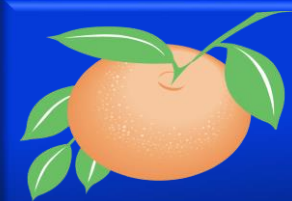
# Industry ROI Data

- **Average Local Spending:**
  - Made-for-television movie ~\$75,000 per day.
  - Cable TV series ~\$100,000 per day.
  - Feature film ~\$150,000 per day.
- **An average feature film or TV series will spend approximately \$20 million in the local community where they are filming. (Typical production schedule, 2-4 months)**
- **An average feature film or television series will hire 1,500+ local workers over the life of a project**
- **When a movie or TV series films in a location, the spending goes directly and indirectly to residents and small businesses including caterers, dry cleaners, hotels, florists, hardware, lumber suppliers, etc.**



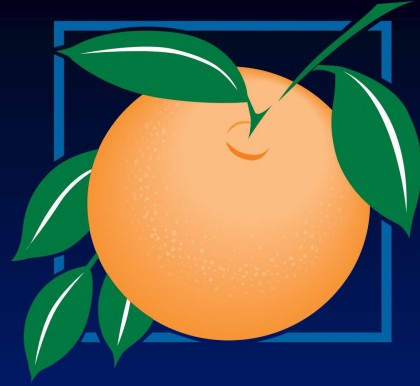
# Florida Case Studies

- Season 1 of “Bloodline” created 1,738 jobs and \$9.4 million in state and local taxes.
- Each season of “Ballers” in South Florida spent \$20 million, hired 2,800+ Floridians and used 4,000+ hotel and short-term rental nights. (2 seasons)
- In 111 episodes over 7 seasons of “Burn Notice” 4,000+ minutes showcased South Florida for a world-wide audience to see.
- 40 years later, “Miami Vice” still impacts the perception of Miami.



# Film Tourism

- **22.7% of domestic visitors stated a movie or television show filmed in Florida influenced their decision to travel here.**
- **1 in 5 tourists worldwide are motivated by the films or TV series they have seen.**
- **Season 1 of “Bloodline” was responsible for generating \$65 million in new travel spending, in addition to \$30 million in production spending.**
- **“Dolphin Tale” (just the first film) contributed \$580 Million to the Clearwater area economy. “Dolphin Tale” and “Dolphin Tale 2” helped create 11,000 permanent jobs in Pinellas County. Since 2011, attendance at the Clearwater Marine Aquarium has skyrocketed from less than 200,000 per year to approximately 750,000 per year.**



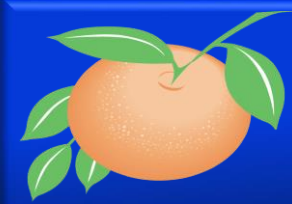
## **Roseann Harrington**

**Chief of Staff for Mayor Jerry L. Demings  
Orange County Government**



# Program Evaluation

- **The Working Group evaluated film programs throughout Florida and learned about:**
  - **Structure**
  - **Funding**
  - **Staffing**
  - **Operations**
  - **Permitting**
  - **Incentives**
  - **Oversight**
  - **Return on Investment**

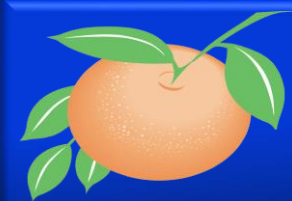


# Competing Film Incentive Programs

- **Statewide competitors with film incentive offices & programs**
  - **Broward County \$12 M**
  - **Miami-Dade County - \$10 M year/\$50 M commitment**
  - **Palm Beach - \$2.3 M/\$1 M in incentives**
  - **Pinellas County- \$1.6 M**
  - **Hillsborough County- \$750k**
  - **Duval County- \$500k**

**\*Palm Beach, Hillsborough & Pinellas Counties utilize TDT funds and their First metric is hotel night stays.**





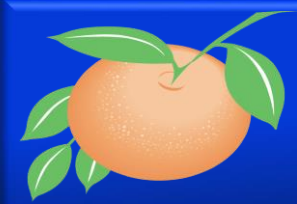
# Film Incentive Program Benefits

- **Marketing & Advertising through film and television production promotes the region as a place to work, live and visit**
- **Creates economic impact and diversifies the local economy**
- **Brings high-paying jobs to the area, bolster ancillary support businesses and enhance tourism**
- **Retains graduates from our local film programs**
- **Guarantees payments are not disbursed until all spending has been completed and verified, safeguarding the program**



# Recommendations

- **Five –year phased approach to revitalize the film industry in Orange County including the 13 municipalities to create an economic engine for the region**
- **Relocate the Orlando Film Commission under Orange County Economic Development, Trade, and Tourism**
- **Use Orange County General Fund for staffing and Tourist Development Tax (TDT) for the incentives**
- **Staff of three including a Film Commissioner, Marketing Coordinator, and a Permitting/Production Coordinator.**
- **Initial discussions with Seminole and Osceola concerning shared resource to assist with permitting.**



# Recommendations - Funding

## ▪ Operations Funding

- Staff, marketing, professional memberships, website, and travel to include tradeshows, and participation at film festivals
- TBD

## ▪ Incentive Funding

- Five-year commitment
- Based on other regions suggest \$2 M the first year, years 2-5, \$5 M a year
- Total \$22 M



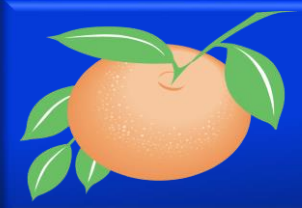
## Recommendations – Incentives

### –Rebate based on:

- Economic Impact - *actual* local spend on labor, hotel rooms, catering, wardrobe, equipment, etc.
- Marketing - showcasing locale, testimonials by talent about the ease of working here, marketing materials and videos that can be used by Orange County and its partners.
- Must provide proof of distribution or promote a screening to be held in Orange County, FL.

### –Payment

- 50% rebate provided after proof of marketing and based on economic impact
- 50% provided after proof of distribution or holding local screening



# Recommendations - Incentives

## ▪ Commercial Production Rebate

- Projects with a local spend over \$100,000
- Rebate for percentage of production costs that take place in Orange County
- Establish a minimum level for use of local workforce
- Establish a maximum amount of incentive per project
- Require internship opportunities for film students



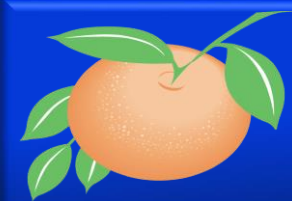
# Recommendations - Incentives

- **Film and Television Production Rebate**
  - Projects with a local spend over \$250,000
  - Rebate for percentage of production costs that take place in Orange County
  - Establish a minimum level for use of local workforce
  - Establish a maximum amount of incentive per project
  - Require internship opportunities for film students



## Recommendations - Incentives

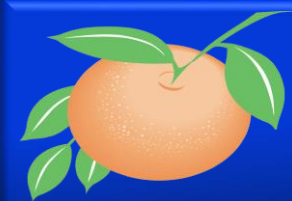
- **Multiple Project Guarantee Film and Television Production Rebate**
  - Commit to three or more productions over a designated period of time
  - Rebate for percentage of production costs that take place in Orange County.
  - Establish a minimum level for use of local workforce
  - Establish a maximum amount of incentive per project.
  - Require internship opportunities for film students



## Recommendations - Incentives

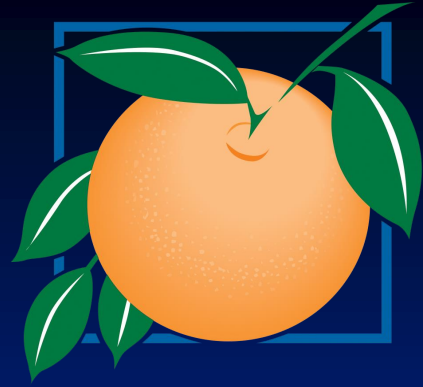
- **Local Emerging/Fostering Filmmaker Grant Program**
  - \$50,000 a year
  - \$10,000 matching grant (spent locally)





## Next Steps

- **The Film Working Group will meet two more times to discuss suggestions from the BCC and to finalize the recommendations.**
- **Orange County Staff will work on the details for implementing the five-year plan including the transition, staffing, operations, funding, oversight, and coordination with regional counties.**
- **The Film Working Group will come back to the BCC for final approval of the plan.**



**Questions?**