- 1 SB242
- 2 116417-1
- 3 By Senator Singleton
- 4 RFD: Tourism and Marketing
- 5 First Read: 14-JAN-10

1	116417-1:n:01/13/2010:JRC/th LRS2010-298
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8	SYNOPSIS: Under existing law, economic incentives are
9	designed to attract industry to locate in Alabama.
10	This bill would provide economic incentives
11	for the development and promotion of tourist
12	attractions in Alabama and would establish the
13	Alabama Tourism Development Finance Authority to
14	implement this act.
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16	A BILL
17	TO BE ENTITLED
18	AN ACT
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20	To provide economic incentives for the development
21	and promotion of tourism in Alabama; and to establish the
22	Alabama Tourism Development Finance Authority to implement
23	this act.
24	BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:
25	Section 1. The Legislature finds and declares that
26	the general welfare and material well-being of the citizens of
27	Alabama depend in large measure upon the development of

tourism in Alabama; that it is in the best interest of Alabama to induce the creation of new or the expansion of existing tourism attractions within Alabama in order to advance the public purposes of relieving unemployment by preserving and creating jobs that would not exist if not for the inducements to be offered by the authority to approved companies, and by preserving and creating sources of tax revenues for the support of public services provided by Alabama, including education in Alabama; that the purposes to be accomplished are proper governmental and public purposes for which public moneys may be expended; and that the inducement of the creation or expansion of tourism attraction projects is of paramount importance mandating that this act be liberally construed and applied in order to advance public purposes.

Section 2. This act shall be known and may be cited as the "Alabama Tourism Development Act."

Section 3. As used in this act, the following terms shall have the following meanings:

- (1) AGREEMENT. A tourism attraction agreement entered into, pursuant to this act, on behalf of the authority and an approved company, with respect to a tourism attraction project.
- (2) APPROVED COMPANY. Any eligible company approved by the Bureau of Tourism and Travel and the Alabama Tourism Development Finance Authority that is seeking to undertake a tourism attraction project, but not including any company or

other entity involved directly or indirectly in gaming or gambling in any form.

- (3) APPROVED COSTS. Includes the following:
- a. Obligations incurred for labor and to vendors,

 contractors, subcontractors, builders, suppliers, deliverymen,

 and materialmen in connection with the acquisition,

 construction, equipping, and installation of a tourism

 attraction project prior to the beginning of operations.
 - b. The costs of acquiring real property or rights in real property and any costs incidental thereto.
 - c. The cost of contract bonds and of insurance of all kinds that may be required or necessary during the course of the acquisition, construction, equipping, and installation of a tourism attraction project which is not paid by the vendor, supplier, deliveryman, contractor, or otherwise provided.
 - d. All costs of architectural and engineering services, including, but not limited to, estimates, plans and specifications, preliminary investigations, and supervision of construction and installation, as well as for the performance of all the duties required by or consequent to the acquisition, construction, equipping, and installation of a tourism attraction project.
 - e. All costs required to be paid under the terms of any contract for the acquisition, construction, equipping, and installation of a tourism attraction project.

- f. All costs required for the installation of

 utilities, including, but not limited to, water, sewer, sewage

 treatment, gas, electricity, and communications, and including

 off-site construction of the facilities paid for by the

 approval company.
 - g. All other costs comparable with those described in this subdivision.
 - (4) AUTHORITY. The Alabama Tourism Development Finance Authority as established by this act.

- (5) CRAFTS AND PRODUCTS CENTER. A facility primarily devoted to the display, promotion, and sale of Alabama products, and at which a minimum of 80 percent of the sales occurring at the facility are of Alabama arts, crafts, or agricultural products, as determined by five members of the authority to be of a tourism benefit to the state relative to state incentives provided for it or a related project on a case-by-case basis.
- (6) ELIGIBLE COMPANY. Any corporation, limited liability company, partnership, registered limited liability partnership, sole proprietorship, business trust, or any other entity operating or intending to operate a tourism attraction project, whether owned or leased, within Alabama that meets the standards promulgated by the authority or the Bureau of Tourism and Travel, but not including any company or other entity involved directly or indirectly in gaming or gambling in any form. An eligible company may operate or intend to operate directly or indirectly through a lessee.

(7) ENTERTAINMENT DESTINATION CENTER. A facility 2 containing a minimum of 200,000 square feet of building space adjacent or complementary to an existing tourism attraction, 3 an approved tourism attraction project, or a major convention facility, and which provides a variety of entertainment and 5 6 leisure options that contain at least one major themed 7 restaurant and at least three additional entertainment venues, including, but not limited to, live entertainment, multiplex 8 theaters, large format theaters, motion simulators, family 9 10 entertainment centers, concert halls, virtual reality or other interactive games, museums, exhibitions, or other cultural and 11 12 leisure time activities and that are deemed as such by five 13 members of the authority on a case-by-case basis. 14 Entertainment and food and drink options shall occupy a 15 minimum of 60 percent of total gross area available for lease, and other retail stores shall occupy no more than 40 percent 16 17 of the total gross area available for lease.

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- (8) FINAL APPROVAL. The action taken by the authority authorizing the eligible company to receive inducements authorized by this act.
- (9) INDUCEMENT. The Alabama sales tax refund authorized by this act.
- (10) PRELIMINARY APPROVAL. The action taken by the chair and secretary of the authority following notice to the other members of the authority conditioning final approval by the authority upon satisfaction by the eligible company of the requirements of this act.

1 (11) STATE AGENCY. Any state administrative body,
2 agency, department, board, commission, institution, or
3 division of any state entity exercising any function of the
4 state that is not an independent municipal corporation or
5 local political subdivision.

- (12) THEME RESTAURANT DESTINATION ATTRACTION. A restaurant facility that has all of the following:
- a. Construction, equipment, and furnishing costs in excess of five million dollars (\$5,000,000).
 - b. Seating capacity of 450 guests, of which an annual average of not less than 50 percent shall be guests who are not residents of Alabama.
 - c. Business plans that indicate that the attraction shall be in operation and open to the public no less than 300 days per year and for no less than eight hours per day.
 - d. Business plans that indicate that the attraction shall offer live music or live musical and theatrical entertainment during the peak business hours that the facility is in operation and open to the public, and shall offer a unique dining and cultural experience that is not available elsewhere in Alabama.
 - e. Food and nonalcoholic drink options that constitute a minimum of 50 percent of total gross sales receipts.
 - (13) TOURISM ATTRACTION. A cultural or historical site, a recreation or entertainment facility, an area of natural phenomenon or scenic beauty, an Alabama crafts and

products center, or an entertainment destination center, as

determined by five members of the authority on a case-by-case

basis to be a tourism attraction that will benefit the state,

its separate funds, and local governments more than costs

associated with the attraction to the state, its separate

funds, and local governments. A tourism attraction shall not

include any of the following:

a. Lodging facilities, unless the facility meets at least one of the following:

- 1. The facility constitutes a portion of a tourism attraction project and represents less than 50 percent of the total approved cost of the tourism attraction project, or the facility is to be located on recreational property owned or leased by Alabama or the federal government and the facility has received prior approval from the appropriate state or federal agency.
- 2. The facility involves the restoration or rehabilitation of a structure that is listed individually in the National Register of Historic Places or is located in a National Register Historic District and certified by the Alabama Historical Commission as contributing to the historic significance of the district, and the rehabilitation or restoration project has been approved in advance by the Alabama Historical Commission.
- 3. The facility involves the reconstruction, restoration, rehabilitation, or upgrade of a full-service lodging facility having not less than 500 guest rooms, with

reconstruction, restoration, rehabilitation, or upgrade costs exceeding ten million dollars (\$10,000,000).

- b. Facilities that are primarily devoted to the retail sale of goods, other than an entertainment destination center, an Alabama crafts and products center, or a tourism attraction where the sale of goods is a secondary and subordinate component of the attraction. Retail shopping facilities, including malls not associated with an entertainment destination center, an Alabama crafts and products center, or a tourism attraction are specifically prohibited from receiving incentives provided by this act.
 - c. Recreational facilities that do not serve as a likely destination where individuals who are not residents of Alabama would remain overnight in commercial lodging at or near the tourism attraction project.
 - (14) TOURISM ATTRACTION PROJECT or PROJECT. The acquisition, including the acquisition of real estate by a leasehold interest with a minimum term of 10 years, construction, and equipping of a tourism attraction; the construction and installation of improvements to facilities necessary or desirable for the acquisition, construction, and installation of a tourism attraction, including, but not limited to, surveys; installation of utilities, which may include water, sewer, sewage treatment, gas, electricity, communications, and similar facilities; and off-site construction of utility extensions to the boundaries of the real estate on which the facilities are located, all of which

are to be used to improve the economic situation of the approved company in a manner that shall allow the approved company to attract persons.

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Section 4. (a) The Alabama Tourism Development Finance Authority is created within the Bureau of Tourism and Travel. The authority shall consist of seven members, who shall be residents of the state, and the membership of the board shall be inclusive and reflect the racial, gender, geographic, urban/rural, and economic diversity of the state. Three members shall be appointed by the Governor from a list of names provided by the Executive Secretary of the Alabama Education Association and the Executive Secretary of the Alabama Education Association shall designate one of the three to serve as secretary. One member shall be the Director of the Alabama Development Office, one member shall be the Director of the Bureau of Tourism and Travel, one member shall be the Director of the Alabama Industrial Development Training Program, and one member shall be the Director of Finance who shall serve as chair. The members of the authority shall serve without compensation but shall be entitled to reimbursement for their necessary expenses incurred in performing their duties. Of the members initially appointed to the authority, the members appointed by the Governor shall be appointed for a term of two years. Thereafter, the members of the authority shall be appointed for terms of four years.

(b) The members of the authority may elect other officers as they deem necessary.

1 (c) No member of the authority shall either directly
2 or indirectly be a party to, or be in any manner interested
3 in, any contract or agreement with the authority for any
4 matter, cause, or thing that creates any liability or
5 indebtedness against the authority.

- (d) The authority shall have the powers necessary to carry out the purposes of this act, including, but not limited to, the power to:
- (1) Employ fiscal consultants, attorneys, appraisers, and other agents on behalf of the authority whom the authority deems necessary or convenient for the preparation and administration of agreements and documents necessary or incidental to any project. The fees for the services provided by persons employed on behalf of the authority shall be paid by the beneficiary of a project directly to the person providing consultation, advisory, legal, or other services.
- (2) Impose and collect fees and charges in connection with any transaction and provide for reasonable penalties for delinquent payment of fees and charges.

Section 5. (a) The Bureau of Tourism and Travel shall establish standards for the making of applications for inducements and the recommendation to the authority of eligible companies and their tourism attraction projects by the promulgation of administrative regulations in accordance with the Administrative Procedure Act.

(b) The Bureau of Tourism and Travel may consult with the authority when establishing standards to ensure that standards established achieve the purposes of this act and do not conflict.

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(c) With respect to each eligible company making an application to the Bureau of Tourism and Travel for inducements, and with respect to the tourism attraction project described in the application, the Bureau of Tourism and Travel shall make inquiries and request materials of the applicant that shall include, but not be limited to, marketing plans for the project that target individuals who are not residents of Alabama, a description and location of the project, capital and other anticipated expenditures for the project that indicate that the total cost of the project shall exceed one million dollars (\$1,000,000) and the anticipated sources of funding therefor, the anticipated employment and wages to be paid at the project, business plans which indicate the average number of days in a year in which the project will be in operation and open to the public, and the anticipated revenues and expenses generated by the project. If the tourism attraction project is an entertainment destination center, the sales tax refund shall be dedicated to a public infrastructure purpose that shall relate to the tourism attraction project and shall be approved by the Bureau of Tourism and Travel. The applicant shall submit the public infrastructure purpose with its application. Based upon a review of these materials, if the Bureau of Tourism and Travel determines that the eligible

company and the tourism attraction project may reasonably
satisfy the criteria for final approval in subsection (b) of
this section, then the Bureau of Tourism and Travel may submit
a written request to the authority requesting that the
authority consider a preliminary approval of the eligible
company and the tourism attraction project.

- (d) After receiving a preliminary approval by the authority, the Bureau of Tourism and Travel shall engage the services of a competent consultant, who is employed by a state institution of higher learning with econometric modeling experience, to analyze the data made available by the eligible company and to collect and analyze additional information necessary to determine that, in the independent judgment of the consultant, the tourism attraction project complies with all of the following:
- (1) It will attract at least 35 percent of its visitors from among persons who are not residents of Alabama.
- (2) It costs in excess of one million dollars (\$1,000,000).
- (3) It will have a significant and positive economic impact on Alabama considering, among other factors, the extent to which the tourism attraction project will compete directly with existing tourism attractions in Alabama and the amount by which increased state and local education and general tax revenues from the tourism attraction project will exceed the credit given to the approved company.

1 (4) It will produce sufficient revenues and public 2 demand to be operating and open to the public for a minimum of 3 100 days per year.

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- (5) It will not adversely affect existing employment in Alabama.
- (e) The independent consultant shall consult with the authority, the Department of Finance, the Department of Education, and the Department of Revenue in the development of a report on the proposed tourism attraction project. The Department of Finance, the Department of Education, and the Department of Revenue shall agree as to the methodology to be used and assumptions to be made by the independent consultant in preparing its report. On the basis of the independent consultant's report and prior to any approval of a project, the authority, the Department of Finance, the Department of Education, and the Department of Revenue shall certify to the authority whether there is a projected net positive economic impact to the state and the expected amount of incremental state revenues from the project. Approval shall not be granted if it is determined that there is no substantial projected net positive economic impact to the state.
- (f) The eligible company shall pay a fee to the authority for the cost associated with the report or reports and any reasonable administrative costs as deemed necessary by the authority and shall cooperate with the consultant and provide all of the data that the consultant deems necessary to make its determination under subsection (d).

(g) After a review of relevant materials, the consultant's report, and completion of other inquiries, the Bureau of Tourism and Travel, by written notification to the authority, shall provide a recommendation to the authority regarding final approval of the tourism attraction project.

Section 6. (a) The authority shall establish standards for preliminary approval and final approval of eligible companies and their projects by an affirmative vote of five voting members of the authority in the promulgation of administrative rules in accordance with the Administrative Procedure Act. No official act of the authority may occur without the written consent of five voting members of the authority.

- (b) The authority shall consult with the Bureau of Tourism and Travel when establishing standards to ensure that standards established pursuant to the Administrative Procedure Act and this act achieve the purposes of this act and do not conflict.
- (c) At the written request of the Bureau of Tourism and Travel, the authority, by resolution of the chair and secretary, may give its preliminary approval by designating an eligible company as a preliminarily approved company and preliminarily authorizing the undertaking of the tourism attraction project.
- (d) After the adoption of the authority's preliminary approval, an agent designated by the Bureau of Tourism and Travel shall hold at least one public hearing to

solicit public comments regarding the designation of an
eligible company as a preliminarily approved company and the
preliminary authorization for the undertaking of a tourism
attraction project. Notice of the public hearing shall be
given in accordance with the Administrative Procedure Act.

- (e) The authority shall review the report of the consultant, the recommendation of the Bureau of Tourism and Travel, the report prepared by the agent documenting all comments, both written and oral, received at the public hearing required by subsection (d), and other information made available to the authority in order to assist the authority in determining whether the tourism attraction project will further the purposes of this act.
- (f) The criteria for final approval of eligible companies and tourism attraction projects shall include, but not be limited to, the criteria set forth in this act.
- (g) After a review of the consultant's report, the recommendation of the Bureau of Tourism and Travel, and other information made available to the authority, the authority, by resolution passed by five voting members of the authority, may give its final approval to the eligible company's application for a tourism attraction project and may grant to the eligible company the status of an approved company. The decision reached by the authority shall be final and no appeal shall be granted.
- Section 7. (a) The authority, upon adoption of its final approval, may enter into an agreement with any approved

company with respect to its tourism attraction project. The terms and provisions of each agreement shall include, but not be limited to, all of the following:

- (1) The amount of approved costs, which shall be determined by negotiations between the authority and the approved company. Any increase in approved costs incurred by the approved company and agreed to by the authority shall apply retroactively for purposes of calculating the carry forward for unused inducements as set forth in this act for tax years commencing on or after July 1, 2005.
- (2) A date certain by which the approved company shall have completed the tourism attraction project. Upon request from any approved company that has received final approval prior to or after July 15, 2006, the authority shall grant an extension or change, which in no event shall exceed three years from the date of final approval, to the completion date as specified in the agreement of an approved company. Within three months of the completion date, the approved company shall document the actual cost of the project through a certification of the costs to be provided by an independent certified public accountant acceptable to the authority.
 - (3) The following provisions:
- a. The term shall be 10 years from the later of the date of the final approval of the project or the completion date specified in the agreement, if this completion date is within three years of the date of the final approval of the project.

b. Within 45 days after the end of each fiscal year of the approved company, during the term of the agreement, the approved company shall supply the authority with such reports and certifications as the authority may request demonstrating to the satisfaction of the authority that the approved company is in compliance with this act. Based upon a review of these materials and other documents that may be made available, the authority shall then certify to the Department of Revenue that the approved company is in compliance with this act and the Department of Revenue shall from time to time audit such compliance. Any approved company that fails to meet the criteria set forth by this act within three years or fails to maintain such criteria thereafter shall receive only a pro rata portion of the incentives granted for activities found in compliance with the act and actions of the authority. Any excess incentives provided an approved company that is noncompliant shall be required to remit to the state an amount equal to the amount as determined by the authority associated with noncompliance plus the customary interest rate and penalties paid to the state for nonpayment of taxes. The Department of Revenue shall recover any incentives provided an approved company associated with noncompliance of this act or actions taken by the authority and such recovery shall take priority over all other lienholders with the exception of first mortgagors of the project.

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c. The approved company shall not receive a local and state sales tax refund as authorized by this act with

respect to any fiscal year in any year if either of the following occurs:

- 1. Following the third year of the agreement, the tourism attraction project fails to attract at least 35 percent of its visitors from among persons who are not residents of Alabama.
 - 2. Following the first year of the agreement, the tourism attraction project is not operating and open to the public for at least 100 days.
 - (4) Upon request from an approved company that has completed at least 50 percent of an entertainment destination center, the authority may grant an extension of up to three years to the completion date specified in the agreement of the approved company, in addition to the extension provided for in subdivision (2). In no event shall the completion date be more than six years from the date of final approval. The extension provided for in this subdivision shall be subject to the following conditions:
 - a. The approved company shall have spent or be contractually obligated to spend an amount equal to or greater than the amount of approved costs set forth in the initial agreement.
 - b. The term of the agreement shall not be extended.
 - c. The scope of the entertainment destination center, as set forth in the initial agreement, shall not be altered to include new or additional entertainment and leisure options.

1 (b) The agreement shall not be transferable or
2 assignable by the approved company without the written consent
3 of the authority.

(c) In consideration of the execution of the agreement as defined in this act and notwithstanding any provision of Alabama law to the contrary, the approved company as defined in this act, excluding its lessees, may be granted a local and state sales tax refund under this act from the Alabama sales tax on the taxable sales generated by or arising at the tourism attraction project as defined in this act.

Section 8. (a) In consideration of the execution of the agreement as defined in this act and notwithstanding any provision of Alabama law to the contrary, the approved company, excluding its lessees, may be granted a local and state sales tax refund from Alabama sales tax on the taxable sales generated by or arising at the tourism attraction project. The approved company shall have no obligation to refund or otherwise return any amount of this sales tax refund to the persons from whom the sales tax was collected. The term of the agreement granting the sales tax refund shall be 10 years, and this time period shall commence on the later of the following:

- (1) The final approval for purposes of the inducements.
 - (2) The completion date specified in the agreement.
- (b) Any sales tax collected by an approved company on sales transacted after final approval, but prior to the

1 commencement of the term of the agreement, including any 2 approved company that has received final approval prior to July 15, 2010, shall be refundable as if collected after the 3 commencement of the term and applied to the approved company's first fiscal year's refund after activation of the term and 6 without changing the term. No approved company receiving 7 incentives may sell, lend, lease, give, or exchange such incentives. 8

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- (c) (1) The annual sales tax refund allowed to the approved company is determined as follows:
- a. For the first five years of operation, the refund shall be equal to the lesser amount of two and one-half percent of the approved costs or 50 percent of the actual, realized sales tax liability of the company.
- b. For the years six and seven of operation, the refund shall be equal to the lesser amount of two and one-half percent of the approved costs or 75 percent of the actual, realized sales tax liability of the company.
- c. For the years eight through 10 of the operation, the refund shall be equal to the lesser amount of two and one-half percent of the approved costs or 100 percent of the actual, realized sales tax liability of the company.
- (2) The total sales tax refund over the 10-year period shall not exceed 25 percent of the approved costs.
- (3) By October 1 of each year the Department of Revenue shall certify to the authority and the Bureau of Tourism and Travel for the preceding fiscal year for all

- approved companies for which sales tax returns were filed with respect to a tourism attraction project, the sales tax liability of the approved companies receiving inducements pursuant to this act, and their lessees, and the amount of the sales tax refunds issued.
 - (d) Interest shall not be allowed or paid on any refund made under this act.

- (e) The Department of Revenue may promulgate administrative regulations and require the filing of forms designed by the department to reflect the intent of this act.
- (f) Neither the state, nor any local government or agency thereof, shall use the power of eminent domain to obtain property for any project which qualifies under this act.

Section 9. The provisions of this act shall become effective as it applies to sales tax rebates only after approval of the project by the city or county governing body whose sales tax income could be affected by this act.

Section 10. Nothing in this act shall be construed as authorizing, permitting, or encouraging casinos, gaming, or any gambling activities in the State of Alabama.

Section 11. This act shall become effective on the first day of the third month following its passage and approval by the Governor, or its otherwise becoming law.