

PANAMA CITY BEACH SPORTS PARK & STADIUM COMPLEX

(Western Region Resiliency Center and SABRE Event Center)

Triumph Gulf Coast Grant Application



Submitted by:

Panama City Beach Convention and Visitors Bureau, Inc.

Original Application: March 2018 (#54)

Revised Application: December 2023

Revised Application: October 2024

APPLICANT INFORMATION

Name of Entity/Organization: Panama City Beach Convention and Visitors Bureau, Inc.

Background of Applicant Individual/Entity/Organization: The Panama City Beach Convention and Visitors Bureau, Inc. (CVB) is a 501(c)(6) nonprofit corporation which is a component unit of Bay County, Florida and serves as the official destination marketing organization for the Greater Panama City Beaches.

The CVB is an extension of the Bay County Tourist Development Council (TDC). The CVB is primarily funded by a 5% Tourist Development Tax paid by visitors for overnight lodging stays and also generates revenue through cooperative marketing opportunities, corporate sponsorships and festivals/events. Funds are used for destination marketing, beach renourishment, beach maintenance, public safety and landscaping.

The CVB Board of Directors is exclusively comprised of the nine members of the TDC who are appointed by, and serve at the pleasure of, the Bay County Board of County Commissioners.

Federal Employer Identification Number: 59-3507881

Contact Information:

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Identify any co-applicants, partners, or other entities or organizations that will have a role in the proposed project or program and such partners' proposed roles.

APPLICANT

Bay County Tourist Development Council (TDC) contracts marketing and promotional activities with the Panama City Beach Convention and Visitors Bureau (CVB). The TDC is comprised of nine members appointed by the Bay County Board of County Commissioners. Three of the members are collectors of the Tourist Development Tax, three members represent tourist-related businesses and three members are elected officials. Four members are nominated by the City Council of the City of Panama City Beach. **ROLE: *financing and operation of the Panama City Beach Sports Complex and oversight of the annual CVB budget and program of work.*** www.VisitPanamaCityBeach.com

PARTNER

Bay County, Florida is a non-chartered county established under the legal authority of the Constitution and Laws of the State of Florida. The county provides a full range of services, including tax assessments and collections, state and county courts, public safety, physical environment, transportation, economic environment, human services and general administrative services. **ROLE: *ownership of the Panama City Beach Sports Complex.*** www.co.bay.fl.us

OTHER ORGANIZATIONS HAVING A ROLE

City of Panama City Beach is a home-rule city with a Council-City Manager form of government. The City Council is comprised of the mayor and four council members elected at-large from each of the city's four wards. The city provides the incorporated and unincorporated areas of the beach with a wide range of urban services, including parks and recreation, potable water, reuse water, sanitary sewer and road maintenance. **ROLE: *expansion of reclaimed water system to areas of existing and pending development.*** www.pcbgov.com

The St. Joe Company is a publicly-traded (NYSE: JOE) real estate development, asset management and operation company with real estate assets and operations currently concentrated primarily in Northwest Florida, which the Company predominantly uses, or intends to use, for or in connection with, various residential or commercial real estate developments, resorts and leisure operations, and leasing operations or forestry operations on a limited basis. **ROLE: *land donation, cash investment and retail/commercial development.*** www.joe.com

Florida Department of Transportation (FDOT) is an executive agency of the State of Florida with primary statutory responsibility for coordinating the planning and development of a safe, viable and balanced statewide transportation system and ensuring the compatibility of all components, including multimodal facilities. Florida's transportation system includes

roadway, air, rail, sea, spaceports, bus transit, and bicycle and pedestrian facilities. **ROLE: transportation infrastructure improvements.** www.fdot.gov

NavalX Gulf Coast Tech Bridge is a partnership between the Naval Surface Warfare Center Panama City Division (NSWC PCD), Naval Research Lab Ocean Sciences Division and Naval Meteorology and Oceanography Command spanning from Tallahassee, Florida to New Orleans, Louisiana. Its focus areas are coastal sciences and technology, assured maritime access, and operational meteorology and oceanography with an emphasis on unmanned vehicles and autonomous/machine learning. **ROLE: use of SABRE Center for conferences and classified meetings through an Intergovernmental Support Agreement (IGSA).** www.secnav.navy.mil/agility/Pages/tb_gulfcoast.aspx

Gulf Coast State College is a public college located in Panama City that offers bachelor degrees, associate degrees and vocational, technical and workforce certification programs. **ROLE: use of SABRE Center for drone testing and innovation.** www.gulfcoast.edu

Bay Defense Alliance is a Florida not for profit corporation dedicated to the long-term stability of missions at Tyndall Air Force Base, Naval Support Activity Panama City and U.S. Coast Guard Station Panama City. **ROLE: supporting collaboration among higher education, defense contractors and local military missions.** www.baydefensealliance.org

Bay Economic Development Alliance is the county's economic development entity. Publicly and privately funded, Bay EDA supports existing businesses and leads efforts to recruit new and diverse businesses to Bay County. **ROLE: supporting the diversification of Bay County's economy within the research, high tech, manufacturing and innovation clusters.** www.bayeda.com

Bay District Schools was established under the legal authority of the Constitution and Laws of the State of Florida and covers the same geographic area as Bay County. The district is comprised of 47 schools serving approximately 28,000 students and is governed by an elected five-member School Board which establishes policy, approves the annual budget and adopts the school tax levy. **ROLE: administration of technology-based certification program and utilization of Joint Use Gymnasium.** www.bay.k12.fl.us

Bay County Sheriff's Office is the law enforcement agency responsible for promoting public peace and safety through policing areas not within the jurisdiction of municipal police departments. The agency also oversees the county jail and is responsible for managing local court orders and judgements. **ROLE: operation of a BCSO Sub-Station inside SABRE Center.** www.bayso.org

Sports Facilities Management is a Florida Limited Liability Company based in Clearwater that provides turn-key management solutions for sports, recreation, and events centers across the country, with expertise in youth and amateur sports venue management services. **ROLE: day-to-day operations management of the Panama City Beach Sports Complex.** www.sportadvisory.com

Total amount of funding requested from Triumph Gulf Coast:

\$6,000,000

Has the applicant in the past requested or applied for funds for all or part of the proposed project/program?

Yes No

If yes, please provide detailed information concerning the prior request for funding, including:

- **the date the request/application for funding was made;**
- **the source to which the request/application for funding was made,**
- **the results of the request/application for funding, and**
- **projected or realized results and/or outcomes from prior funding.**

On October 22, 2014, the Bay County Tourist Development Council (TDC) submitted a pre-application for RESTORE Act Direct Component funds via the formal process established by the Bay County RESTORE Act Advisory Committee. The TDC requested \$2 million to finance construction of rectangular athletic fields for what was then known as Phase I of the Panama City Beach Sports Village, an early version of what has evolved into the current project.

The county received a total of 47 pre-applications for RESTORE Act funding and the TDC project was among 22 projects invited to submit full applications. The TDC's full application was submitted on February 6, 2015 but did not make the final list of nine projects selected for funding by the Bay County Board of County Commissioners.

In addition, the Panama City Beach Convention & Visitors Bureau submitted an application for funding by the Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program (HMGP). The CVB application, as amended, was submitted to the Florida Division of Emergency Management in March 2021 and Bay County, as the sub-recipient, received a funding commitment of \$7.7 million in December 2021, an award that was increased to \$15.4 million in 2023.

Describe the financial status of the applicant and any co-applicants or partners:

Panama City Beach Convention and Visitors Bureau, Inc. is a 501(c)(6) nonprofit corporation which is a component unit of Bay County, Florida. The CVB is primarily funded by a 5% Tourist Development Tax paid by visitors for overnight lodging stays and also generates revenue through cooperative marketing opportunities, corporate sponsorships and festivals/events. The bureau's budget is \$56.1 million in Fiscal Year 2024-25.

Bay County governmental activities are primarily supported by property taxes, sales taxes, federal and state grants, charges for services and state shared revenues. Business-type activities are supported by charges to the users of those activities such as water, sewer and solid waste disposal.

In a separate attachment, please provide financial statements or information that details the financial status of the applicant and any co-applicants or partners.

- **EXHIBIT 1:** Panama City Beach Convention and Visitors Bureau, Inc. Independent Auditor’s Report for Fiscal Year Ended September 30, 2023
- **EXHIBIT 2:** Bay County, Florida Comprehensive Financial Audit Report (CAFR) for Fiscal Year Ended September 30, 2023

Has the applicant or any co-applicants, partners or any associated or affiliated entities or individuals filed for bankruptcy in the last ten (10) years?

Yes No

ELIGIBILITY

Pursuant to Section 288.8017, Triumph Gulf Coast, Inc. was created to make awards from available funds to projects or programs that meet the priorities for economic recovery, diversification, and enhancement of the disproportionately affected counties. The disproportionately affected counties are: Bay County, Escambia County, Franklin County, Gulf County, Okaloosa County, Santa Rosa County, Walton County, or Wakulla County. See, Section 288.08012.

1. From the choices below, please check the box that describes the purpose of the proposed project or program (check all that apply):

- Ad valorem tax rate reduction within disproportionately affected counties;
- Local match requirements of s. 288.0655 for projects in the disproportionately affected counties;
- Public infrastructure projects for construction, expansion, or maintenance which are shown to enhance economic recovery, diversification, and enhancement of the disproportionately affected counties;
- Grants to local governments in the disproportionately affected counties to establish and maintain equipment and trained personnel for local action plans of response to respond to disasters, such as plans created for the Coastal Impacts Assistance Program;

- Grants to support programs that prepare students for future occupations and careers at K-20 institutions that have campuses in the disproportionately affected counties. Eligible programs include those that increase students' technology skills and knowledge; encourage industry certifications; provide rigorous, alternative pathways for students to meet high school graduation requirements; strengthen career readiness initiatives; fund high-demand programs of emphasis at the bachelor's and master's level designated by the Board of Governors; and, similar to or the same as talent retention programs created by the Chancellor of the State University System and the Commission of Education, encourage students with interest or aptitude for science, technology, engineering, mathematics, and medical disciplines to pursue postsecondary education at a state university or a Florida College System institution within the disproportionately affected counties;
- Grants to support programs that provide participants in the disproportionately affected counties with transferable, sustainable workforce skills that are not confined to a single employer; and,
- Grants to the tourism entity created under s. 288.1226 for the purpose of advertising and promoting tourism and Fresh From Florida, and grants to promote workforce and infrastructure, on behalf of all of the disproportionately affected counties.

2. Provide the title and a detailed description of the proposed project or program, including the location of the proposed project or program, a detailed description of, and quantitative evidence demonstrating how the proposed project or program will promote economic recovery, diversification, and enhancement of the disproportionately affected counties, a proposed timeline for the proposed project or program, and the disproportionately affected counties that will be impacted by the proposed project or program.

NOTE: Over time, the project described in this application has evolved to address multiple unmet community needs and, as a result, different names have been applied to the facility based on specific usage. Panama City Beach Sports Park & Stadium Complex, Indoor Sports and Events Center, Western Region Resiliency Center and SABRE Center are interchangeable names for the same facility.

On March 24, 2016, the Panama City Beach Convention and Visitors Bureau, Bay County, Bay District Schools, Florida Department of Transportation and The St. Joe Company entered into a Land Transfer Agreement (LTA) to set the stage for the construction of a new sports complex on the eastern end of Breakfast Point.

Prior to execution of the LTA, the CVB purchased a 10-acre entry parcel located at 8222 Panama City Beach Parkway to facilitate this project. The St. Joe Company donated a total of 210 acres to the overall project to accommodate the sports complex. The new entrance parkway, constructed on 10 acres, serves the sports facility property and will provide access to the planned Breakfast Point subdivision.

BREAKFAST POINT EAST MIXED USE DEVELOPMENT

The Breakfast Point East Mixed Use Development is transforming the east end of Panama City Beach. As a result of public and private sector collaboration driven by the development of the Panama City Beach Sports Complex, this area is helping to strengthen two pillars of Bay County’s economy – tourism and the military – while stimulating economic growth and diversification. Additionally, the development’s public sector facilities will address critical community needs whenever the region faces a catastrophic storm event or other disaster.

The first phase of the sports complex included construction of Chip Seal Parkway and the Publix Sports Park, a 13-field outdoor fields facility located at its northern terminus. Since the initial phase was opened to the public, Bay District Schools constructed the A. Gary Walsingham Academy, a K-5 school to serve Panama City Beach residents, and The St. Joe Company built a 150 room Homewood Suites hotel that opened in March 2022.

Future phases of the project area include development of a multi-purpose indoor events center; improvements to the Publix Sports Park (additional parking and a pickleball center); a mixed-use town center featuring commercial, retail and hospitality establishments; multi-family and single-family residential housing; and, a technology park. A Bay County Sheriff’s Office substation and branch office of Bay County’s Builder Services Division will also be located within the facility.

This project is driven by the commitment of public and private sector stakeholders in the project area to expand economic development, educational and housing opportunities for Bay County’s citizens. Through this broad coalition of stakeholders, a number of the recovery projects articulated in the *Bay County Long-term Recovery Plan* can be accomplished with a series of investments by state and federal agencies using funds allocated for recovery from Hurricane Michael and other disasters that have plagued the community.

BREAKFAST POINT EAST VILLAGE CENTER

Prior to collaboration between the Bay County Tourist Development Council, Bay District Schools and other public sector partners, Breakfast Point East was slated to be developed as a future phase of the larger Breakfast Point subdivision. As a result of this collaboration, The St. Joe Company made a strategic decision to capitalize on expanded development opportunities resulting from construction and operation of the sports park. The company’s amended master plan and planned unit development for the area incorporates a mixed-use town center with up to 750 hotel rooms, 75,000 square feet of commercial office space and 160,000 square feet of retail, dining and amenity development. Due to the close proximity to Naval Support Activity-Panama City (NSA-PC), a U.S. Navy installation for research and innovation, St. Joe determined the best use for its commercial development within Breakfast Point East would be a technology and innovation-driven office park.

As part of the community's steadfast commitment to support the U.S. armed services and the missions of the military installations located in Northwest Florida while leveraging the local community's research ecosystem that includes institutions of higher education, technology incubators, and marine-focused government contractors, the technology park will serve as a hub for innovation, job training, system development, education and entrepreneurship.

GULF COAST TECH BRIDGE: Advancing Naval Technology

Within the Department of the Navy (DON), the Naval Sea Systems Command (NAVSEA) Warfare Centers are the hubs of research, development and technological advancement. Naval Support Activity – Panama City (NSA-PC) is home to the Naval Surface Warfare Center, whose mission is to conduct research, development, testing and evaluation (RDT&E) and in-service support of the following core mission areas: mine warfare systems, naval special warfare systems, diving and life support systems, amphibious/expeditionary maneuver warfare systems and other missions that occur in the littoral (coastal) regions.

The 2018 National Defense Strategy was a call to the Department of Defense to find ways to harness innovation in private businesses and academia to better serve and protect our country. In response, then Assistant Secretary of the Navy for Research, Development and Acquisition (ASN RDA), the Hon. James “Hondo” Geurts, established NavalX in February 2019 to expand DON capabilities.

As a vehicle to foster collaboration between naval labs, industry, academia, and other military branches, and to make innovation more scalable, a NavalX Tech Bridge utilizes space in a commercial business environment rather than on base. Off-base locations offer more easily accessible landing spots to foster collaborative ecosystems that build productive partnerships and accelerate delivery of dual use solutions to the warfighter. NavalX Tech Bridges offer access to state and local government and academic agencies, thereby creating a richer regional innovation ecosystem and further supporting economic development.

Established in December 2020, the Gulf Coast Tech Bridge at NSA-PC is part of a network of eighteen (18) Tech Bridges located at naval research and development facilities across the United States, United Kingdom and Japan. Inclusion in this network highlights the importance of tech-centric facilities within Bay County to support local military missions.

The purpose of Gulf Coast Tech Bridge is to enable greater collaboration with non-traditional partners and develop partnerships that will help naval forces execute their missions. Divisions of NSA-PC are leading this mission throughout the region spanning from Tallahassee, Florida to New Orleans, Louisiana. Supported by NavalX, Gulf Coast Tech Bridge will act as a stimulus for potential development of a technology accelerator and innovation/collaboration hub for academia, defense contractors, military personnel and local entrepreneurs.

As outlined on the Navy's NavalX website, “The Department of the Navy is proud to

introduce our way of increasing collaboration, knowledge sharing, and innovation with leading-edge tech companies and innovation partners to accelerate solutions to the warfighter. The NavalX Tech Bridges are a connected network that enhances collaboration between Naval Labs, industry, academia, and other military branches.”

Local communities support the Tech Bridge mission by developing collaboration space in commercial business settings located off base. These facilities typically include a mixture of conference, briefing, collaboration and laboratory spaces.

This need exists within our local community as well. The Commanding Officer of the Naval Surface Warfare Center, Panama City Division has identified three capability gaps that currently exist within the Gulf Coast Tech Bridge. These gaps are as follows:

1. **Off-Base Meeting and Conference Space.** Space to meet and collaborate with NavalX Gulf Coast Tech Bridge partners on-base is both limited and hard to access due to base security requirements. Off-base meeting and collaboration space would facilitate interactions between Tech Bridge partners.
2. **Classified Meeting Space.** Space for classified meetings, especially for large groups, is extremely limited in NSWC PCD facilities. A large classified meeting space would facilitate Tech Bridge Work.
3. **Enclosed Unmanned Aerial Vehicle (UAV) Testing Space.** NSWC PCD has a growing UAV program and significant outdoor space; however, there is almost no controlled, indoor space appropriate for testing of UAVs by the Navy or its industry partners in the local area.

Employment in the Military/Defense Industry/Technology sector has remained constant in Panama City Beach over the past 10 years. However, in each community where demonstrated support for Naval Warfare Centers and Tech Bridges that foster off-base collaboration and help address the capability gaps, a marked increase in technology transfers, innovation and investment has occurred. In meetings with local defense industry partners, the belief is that Bay County can change its current trajectory and expect the positive outcomes that have been realized in other Tech Bridge support communities.

In one example of the collective desire to create positive outcomes through closing capability gaps, NSWC PCD is currently negotiating a Partnership Intermediary Agreement (PIA) with the Paradigm Institute of Technology. This organization focuses on technology and autonomous systems while fostering collaboration between technologists, educators and entrepreneurs. According to institute leadership, its partnership with NSA-PC’s Naval Surface Warfare Center Panama City Division aligns the institute’s goals with military and federal technology sectors, thus creating a synergy between academic research, industry innovation and governmental objectives.

NSWC PCD is a proponent of STEM (Science/Technology/Engineering/Mathematics) education programs and maintains close relationships with Bay District Schools, Gulf Coast State College, Florida State University Panama City and other institutions. NSWC PCD contemplates SABRE Center serving as a hub to facilitate its STEM-related outreach such as competitions, clubs, demonstrations and similar activities that connect engineers and students.

SABRE CENTER: Spurring Economic Opportunity & Addressing Community Needs

A centerpiece of the next phase of development within Breakfast Point East is the construction of a mixed-use special event center complex which will foster economic development opportunities as well as address several of the community’s unmet needs related to disaster response. Understanding the importance of developing the technology sector of the local economy, the facility has the working title of the SABRE (St. Andrew Bay Research Ecosystem) Center Complex. The Complex will consist of an Indoor Sports and Event Center and Conference & Collaboration Center, totaling approximately 130,000 square feet.

The facilities will be designed to serve the local community during normal times (“Blue Skies”) and during times of crisis (“Gray Skies”). During Blue Skies, the facility will expand and diversify the tourism industry through indoor sports tournaments, expositions, trade shows, social celebrations and conferences. In addition, the facilities will support expansion of the local innovation and entrepreneurship sector while serving as a hub for defense industry collaboration in support of the region’s military missions. During Gray Skies, the Center will be utilized for disaster response.

Among the many ways the center will address unmet community needs is by providing tenant space for Bay County’s Builders Services Division. With a significant portion of the county’s future growth expected to come in the western region of the county, this new branch office will offer full-service operations in closer proximity to new developments, thus providing additional convenience and efficiency for property owners, the design community and contractors. Staffed with plans examiners, inspectors, building code officials, engineers and support personnel, the new beach facility will offer all of the services currently provided at the Division’s main office at the Bay County Government Center.

BLUE SKY OPERATIONS – SPORTS

The Indoor Sports Center will include eight (8) basketball courts or sixteen (16) volleyball courts, five concession stands, catering facilities, locker rooms, training/physical therapy rooms and 5,000 square feet of conference space. To maximize use and efficiency of public resources, two of the courts will be jointly used by Bay District Schools. In addition to court sports, the center will accommodate indoor activities such as wrestling, gymnastics, pickleball, cheerleading competitions and eSports. After the initial ramp up period, SABRE Sports is forecasted to host 35 events with 51,932 out-of-town attendees, generate \$18,202,048 of incremental annual visitor spending, create an annual economic impact of \$28,994,900 and

support 285 jobs.

BLUE SKY OPERATIONS – JOINT USE GYM

Walsingham Academy, a STEM-focused K-5 public school operated by Bay District Schools, is located adjacent to the Panama City Beach Sports Complex. The District’s long-term goal – transitioning the Academy to a K-8 school – requires a gymnasium in which students can participate in physical education and other activities. The TDC intends to develop the event center in such a way as to enhance the CVB’s sports tourism mission as well as to allow a portion of the facility to serve as the gymnasium for the Academy. To this end, the facility will be comprised of two buildings – one containing six regulation-sized basketball courts and one containing two courts. The smaller of the buildings will be designated as the “Joint Use Gymnasium” (JUG) which will increase the utilization of the facility while lowering the financial burden to Bay County residents. Additionally, the Center will include an eSports facility that will also be made available to the Academy. It has been shown that access to eSports helps to increase attendance among students that may otherwise lack the motivation to attend school.

As a K-8 institution, Walsingham Academy will increase the capacity for Bay District School students to study and gain proficiency in science, technology and related fields. Through a collaborative partnership between the CVB and the District, the Academy will offer a series of technology-related certificate programs funded in part by the Panama City Beach Convention and Visitors Bureau to enhance educational outcomes.

According to a 2018 *Value of Certification Survey* by Pearson VUE, certificates not only verify the understanding of concepts associated with the subject matter; certificate holders responded that they remain motivated to keep their skills up to date, are able to retain acquired knowledge over a longer period and have greater confidence in their abilities.

Utilizing pre-packaged certification programs developed by vendors such as Tosa, Certification Partners and Certiport, Bay District Schools will offer middle school students progressive training in the following areas:

- **Digital Literacy.** The study of basic computing essentials such as functionality, hardware, software and networking to foster an understanding of how to function in environments requiring the use of computers and the internet. Certiport’s “IC3 Spark” certification is specifically designed for younger children who may be new to computer technology.
- **Fundamentals of Business Applications.** Training in the practical use of common software programs such as Excel, Word, PowerPoint, Outlook and Google Docs at school, home and the workplace.

- **Digital Media and Design.** Courses designed to teach fundamental multimedia skills, basic website design and the use of presentation and graphics software.
- **E-Sports and Gaming Essentials.** Study of the fundamentals of interactive computer game creation to include design, process flow and storyboard development. Students will have access to the SABRE Center’s eSports facility as a resource for testing and game play.
- **Other STEM-Related Certifications.** Training in science, technology, engineering and mathematics disciplines (excluding cyber security and computer science).

This partnership between the Panama City Beach Convention and Visitors Bureau and Bay District Schools is designed to complement, and not conflict with, the District’s existing tech-related certification program as outlined in the “Teaming Agreement between Florida State University Panama City and The School Board of Bay County, Florida” dated January 11, 2022.

BLUE SKY OPERATIONS – EVENTS

With a collaborative layout, the complex’s conference rooms, court space, common areas and café will be available as a venue to host a variety of expositions, trade shows, meetings, wedding receptions and other social celebrations to expand the community’s ability to attract year-round visitation. After the initial ramp up period, SABRE Events is forecasted to host 12 conference events with 1,950 out-of-town attendees, generate \$946,344 of incremental annual visitor spending and create an annual economic impact of \$1,507,476.

BLUE SKY OPERATIONS – TECH

Fostering innovation, entrepreneurship and technology development is critically important to the economic success of the region. As documented in *Northwest Florida Forward: A Regional Strategy for Economic Transformation*, the 2017 study commissioned by Florida’s Great Northwest, expanding the region’s tourism sector presents opportunities to diversify the economy. Among the methods cited to achieve this goal is establishment of a conference and meeting strategy.

The Conference and Collaboration Center will include space dedicated to providing support, work, maker and collaboration spaces for local colleges and universities, technology-based tenants and visiting research and development professionals engaged in the community’s innovation ecosystem. A portion of this space will be leased to the Paradigm Institute of Technology to help foster collaboration between technologists, educators and entrepreneurs. Meanwhile, Paradigm is expected to enter into a Partnership Intermediary Agreement (PIA) with Naval Surface Warfare Center Panama City for the express purposes of enhancing economic opportunity for local residents; supporting workforce development and education initiatives; and, fostering collaboration and innovation. This PIA will help strengthen the

foundational pillars of Bay County’s economy through innovation and leading-edge technology research, as well as increased travel to Bay County.

Given the security and public health protocols imposed on military installations, much of the collaboration involving personnel associated with Gulf Coast Tech Bridge is anticipated to occur in a convenient, secure location “outside the wire.” For Tech Bridge and other commands headquartered at NSA-PC, the complex can provide needed office, collaboration, engineering lab and conference space to facilitate discussions ranging from one-on-one ad hoc meetings to conferences and classified-level activities. The areas designated to host classified-level activities will be constructed, operated, managed and maintained in a manner consistent with the National Industrial Security Program Operating Manual (NISPOM), DoD 5220.22-M.

In addition to the development of submersible autonomous vehicles, Bay County’s tech community is heavily engaged in research and development of aerial drones. The SABRE Center’s 70,000 square feet of athletic courts will provide a controlled indoor environment resulting in unparalleled opportunities to conduct aerial drone testing and development.

GRAY SKY OPERATIONS – WESTERN REGION RESILIENCY CENTER

The pivotal role the SABRE Center Complex could play in the community’s future became abundantly clear in October 2018 when Hurricane Michael made landfall in Bay County. This unprecedented disaster caused widespread property damage and disrupted essential services – communications, transportation, healthcare, schools, businesses – and exposed weaknesses in the county’s response infrastructure. In addition to massive cleanup and recovery efforts, the storm’s aftermath prompted a coordinated, cross-jurisdictional endeavor to identify opportunities to mitigate future disasters.

As a result, original plans for the Complex were modified to “harden” the Indoor Sports and Event Center building in order to utilize the facility as a post-disaster command center (“Western Region Resiliency Center”) for out-of-town responders and secondary shelter for disaster victims – one of four “resiliency centers” included in the *Bay County Long-Term Recovery Plan*. By concentrating these resources in a central location, the county will realize significant cost savings, improve inter-agency communications and ensure efficient deployment of assets. One important aspect that cannot be overstated is that development of the facility will help ensure local schools will not be utilized for post-storm response and will, therefore, enable the school district to get kids back into classrooms as quickly as practicable.

The Bay County Division of Emergency Management’s incident response plan identifies task forces and alternate Emergency Operations Center (aEOC) staff to be assigned to safe rooms throughout the county. Ten EOC staff members and two task forces have been assigned to the Western Region Resiliency Center. Each task force consists of 25 members encompassing law enforcement, fire, emergency medical services (EMS), public works and utility partners and their respective equipment.

This project will allow the task forces to answer emergency calls and clear roadway debris (including safeguarding against downed power lines) immediately upon de-escalation of the event. When not in use for emergency operations, the aEOC will serve as a host location for classified meetings and briefings.

SABRE Center's proximity to the Hathaway Bridge and eventual eastern terminus of the new east-west Philip Griffitts Parkway makes it an ideal location for staging and deployment of personnel and equipment. Access to the command center site can be tightly controlled at Chip Seal Parkway and U. S. Highway 98, while temporary conversion of the Philip Griffitts Parkway to a limited access thoroughfare during emergencies will enhance security and allow unimpeded travel by recovery personnel.

Parking areas are developed to serve as a Point of Distribution (POD), allowing for more than 20 semi-trailers to be staged and utilized for POD operations. The public's ingress/egress can be controlled to allow access to only the POD location. Additional parking areas will be utilized as designated staging locations and base camps for mutual aid teams and equipment.

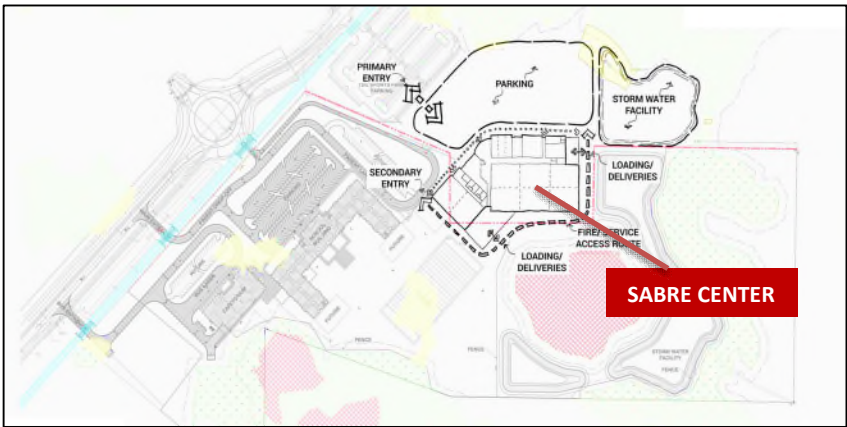
The conference space, as well as a portion of the athletic courts, will provide space for Federal Emergency Management Agency (FEMA) individual assistance programs and other services by offering adequate parking and operational space for the public to access federal resources available within the individual assistance recovery center. Additionally, the county's Family Reunification Plan identifies the location as ideal due to the ability to control ingress/egress and provide private re-unification areas.

Under the direction of the Emergency Support Function (ESF) for economic recovery, ESF-18, a portion of the collaboration space or eSports space will be converted into a business resource center. This use will foster information sharing, collaboration and the resources necessary to help stand up business impacted by the storm.

As a year-round tenant, Bay County's Builders Services Division will be well positioned to manage the influx of out-of-town contractors and high volume of new building permit applications that follow a major disaster.

The SABRE Event Center will also include a fully-equipped commercial kitchen. Importantly, the facility's ability to withstand a natural disaster will ensure it quickly returns to Blue Sky functionality and plays a key role in post-disaster economic recovery.

SABRE CENTER SITE PLAN



TIMELINE – PHASE I

MILESTONE	DATE
Sports Studies Completed	2013
CVB Purchase of Entry Parcel	July 2015
Land Transfer Agreement Finalized	March 2016
Financing Secured	June 2017
Proformas Completed	August 2017
Final Design Completed	January 2018
Construction Cost Negotiations Completed	January 2018
Economic Impact Analysis Completed	February 2018
Bay County Commission Final Approval	March 2018
Ground Breaking	June 2018
Tournament Play Begins	July 2019
Grand Opening	October 2019

TIMELINE – PHASE II

MILESTONE	DATE
Proformas Completed	August 2017
Economic Impact Analysis Completed	February 2018
FEMA HMGP Grant Commitment	December 2021
TGC Grant Approval	December 2022
Skate Park Opening	May 2023
Ground Breaking – Indoor Center	2024
Grand Opening – Indoor Center	2026

3. Explain how the proposed project or program is considered transformational and how it will affect the disproportionately affected counties in the next ten (10) years.

The project, a year-round sports hub to offer players, coaches and their families an unmatched combination of elite sports competition and world-class coastal vacation experience, will be more than a sports park. It will serve as the catalyst for unprecedented and transformational economic development that will benefit visitors and the community at-large.

Triumph Gulf Coast’s investment in the project will help spur more than \$200 million in new investment on the east end of Panama City Beach. Infrastructure improvements in the areas surrounding the park will attract new private capital investment in retail businesses and services to meet the economic, educational, recreation and quality of life needs of the growing market.

The project will provide a public benefit extending far beyond its boundaries and will serve as a catalyst for:

Closing Naval Support Activity-Panama City Capability Gaps. The SABRE Center will include spaces specifically designed for use by the U.S. Navy and its defense industry partners for off-base meetings and conferences, classified briefings for up to 200 participants, and indoor unmanned vehicle testing. The Commanding Officer of the Naval Surface Warfare Center Panama City Division has validated the current lack of such facilities as “capability gaps” that, if addressed, can facilitate Gulf Coast Tech Bridge work. The CVB plans to enter into an Intergovernmental Support Agreement (IGSA) to formalize this cooperative effort.

Transportation System Enhancements. Located directly across from the northern end of Cauley Avenue, in close proximity to the Hathaway Bridge system, the parcel of land at 8222 Panama City Beach Parkway has strategic value in addressing the region’s transportation infrastructure needs.

The new access road (Chip Seal Parkway) to the sports complex provides an eastern terminus to an additional east-west traffic corridor through Panama City Beach that efficiently connects to all of the arterial roads on the east end of the Beach – U. S. Highway 98, Front Beach Road and Thomas Drive.

But for the CVB’s purchase of this land, it is unlikely that it would have been used for this purpose. The land was available for sale and most likely would have seen development similar to that of nearby parcels, which includes a self-storage rental facility, car wash, paint store and RV repair shop.

Incremental Private Sector Investment. Due to increased access to Breakfast Point directly attributable to the project, The St. Joe Company applied for, and received approval of, an amendment to the Bay County Comprehensive Plan to include 750 hotel rooms, commercial office space (75,000 square feet) and retail space (160,000 square feet). On November 5, 2019, the Bay County Board of County Commissioners approved the company’s Planned Unit Development (PUDI) application. Preliminary

estimates of the company's investment in the construction of these new facilities exceed \$84 million. A company-owned Homewood Suites hotel located adjacent to the outdoor fields complex opened in March 2022.

Incremental Tax Revenue. The greater Panama City Beaches area – bounded by the Hathaway Bridge to the east, B. V. Buchanan Bridge to the north and the Philips Inlet Bridge to the west – is home to approximately 20% of Bay County's population yet is responsible for 57% of the county's ad valorem tax revenue. These monies are used to fund county operations, public safety and fire protection, the school district and other public purposes. Much of the disproportionate share of the taxes generated by this area is derived from non-homesteaded residential property attributed to the beach's tourism industry. Triumph Gulf Coast recognizes, through its enabling legislation and specific actions taken by the corporation in the aftermath of Hurricane Michael, the importance of maintaining and enhancing property values in order to fund essential local government services. Increased visitor demand created by this project, and the related lodging spending that will ensue, will help strengthen the tourism industry and ensure that beach property values will continue to rise. A strong, vibrant tourism industry with increasing property values helps keep ad valorem tax rates as low as practicable for local residents.

Educational Opportunities. When transitioned to a K-8 institution, Walsingham Academy will increase the capacity for Bay District School students to study and gain proficiency in science, technology and related fields. Through a collaborative partnership between the CVB and the District, the Academy will offer a series of technology-related certificate programs funded in part by the Panama City Beach Convention and Visitors Bureau to enhance educational outcomes. Utilizing pre-packaged certification programs developed by vendors such as Tosa, Certification Partners and Certiport, Bay District Schools will offer middle school students progressive training in digital literacy, fundamentals of business applications, digital media, design and e-sports gaming essentials.

Expansion of Municipal Services & Environmental Stewardship. The City of Panama City Beach will expand its reclaimed water system to provide service to the sports complex and residential and commercial customers in the surrounding area. Use of reclaimed water will decrease demand on the city's water treatment system, provide water for irrigation and other non-potable uses, lessen the impact on ground water supplies from private wells in the area and moderate the effects of discharging treated effluent to the discharge wetlands in the Panama City Beach Conservation Park. Meanwhile, Bay County's Builders Services Division will open a new branch office in the SABRE Center, thus providing additional convenience and efficiency for property owners, the design community and contractors.

Hazard Mitigation. The SABRE Center will serve as a post-disaster command center for out-of-town responders and secondary shelter – one of four "resiliency centers" included in Bay County's long-term recovery plan. The facility's proximity to the

Hathaway Bridge and eventual eastern terminus of the new east-west Bay Parkway makes it an ideal location for staging and deployment of personnel and equipment. By concentrating these resources in a central location, the county will realize significant cost savings, improve inter-agency communications and ensure efficient deployment of assets.

4. Describe data or information available to demonstrate the viability of the proposed project or program.

During the 2010 BP Deepwater Horizon incident, public perception that Northwest Florida's beaches were covered with oil caused many potential visitors to look elsewhere. Panama City Beach, with its strong sports travel foundation, was able to mitigate a significant portion of the lost business from traditional "beach-centric" vacationers because athletes and their families followed through with their travel plans, reinforcing the importance of amateur athletics to the destination.

Sustained growth of sporting events (annual economic impact now exceeds \$100 million) has strained capacities of sports complexes in Bay County, creating a situation in which existing facilities are overused and not available to meet market demands. In fact, there now exists a shortage of tournament quality soccer/lacrosse and collegiate-sized athletic fields in Northwest Florida.

As a result, there is a risk that some events could start looking for a change of venue due to a lack of facilities. On the other hand, a number of sports sanctioning bodies have indicated they will grow their existing events or relocate events now held in other markets if Panama City Beach's facilities are expanded.

Meanwhile, sports-related tourism is seen as a major growth opportunity by other destinations and they have begun to aggressively develop and market new venues. Without expanding its facilities, Bay County faces the real possibility of losing existing events to other communities. Expansion of existing infrastructure will enhance the visitor experience and allow the destination to maintain its market share and reputation as "the place to play."

Based on market studies commissioned in 2008 and 2013, the TDC determined that construction of additional sports facilities is critically important to the continued growth of Panama City Beach as a year-round tourist destination.

In October 2017, the CVB engaged the services of Tourism Economics to estimate the development's positive impacts on the local economy. Tourism Economics, an Oxford Economics company, has conducted hundreds of economic impact studies and/or visitor projection models for developers, tourism associations, CVBs, state tourism offices and national tourism offices across every region of the world.

In this study, Tourism Economics performed a detailed evaluation of the economic impact of visitor spending in terms of business sales, personal income, employment and tax revenue using a regional Input-Output (I-O) model based on IMPLAN for Bay County, Florida. IMPLAN is particularly effective because it calculates three levels of

impact – direct, indirect and induced – for a broad set of indicators.

In June 2024, the CVB directed its research agency of record, Young Strategies, to review and, if warranted, update the original Oxford Economics study. Using the same IMPLAN modeling methodology employed by Oxford Economics, the agency determined that the original outputs remain valid.

Key findings related to the Panama City Beach Sports Complex include:

CONSTRUCTION PERIOD IMPACTS. The construction phase of the project will generate an additional \$14.6 million in indirect economic output and \$18.0 million in induced economic output, resulting in a total economic impact of \$92.7 million in Bay County. This total economic impact will include \$29.7 million in total personal income, supporting 747 total (full-time and part-time) jobs.

ONE-TIME CONSTRUCTION PERIOD IMPACTS				
DESCRIPTION	DIRECT IMPACT	INDIRECT IMPACT	INDUCED IMPACT	TOTAL IMPACT
Economic Output (\$ Millions)	\$60.1	\$14.6	\$18.0	\$92.7
Income (\$ Millions)	\$19.6	\$4.8	\$5.3	\$29.7
State & Local Taxes (\$ Millions)				\$2.8
Employment	502	107	138	747

Source: Tourism Economics (2018)

ANNUAL ECONOMIC IMPACTS. Sports complex operations and off-site ancillary spending will generate ongoing annual impacts in the regional economy. Preliminary estimates indicate that gross complex revenue will amount to \$2.5 million in the Year 4, while attendee spending at establishments and businesses outside the sports complex in Bay County will total \$38.5 million.

When combined, sports complex operations and ancillary spending will generate \$41.0 million in direct economic activity in Bay County in the fourth year of its operation. This \$41.0 million in direct spending will generate \$10.1 million in indirect economic output and \$10.1 million in induced economic output, resulting in a total countywide economic impact of \$61.3 million. The total economic impact will include \$16.6 million in total personal income, supporting 603 (full-time and part-time) jobs.

ANNUAL ECONOMIC IMPACTS				
DESCRIPTION	DIRECT IMPACT	INDIRECT IMPACT	INDUCED IMPACT	TOTAL IMPACT
Economic Output (\$ Millions)	\$41.0	\$10.1	\$10.1	\$61.3
Personal Income (\$ Millions)	\$10.8	\$2.8	\$3.0	\$16.6
State & Local Taxes (\$ Millions)				\$4.5
Employment	453	73	77	603

Source: Tourism Economics (2018)

Over a ten-year period, the net present value of a cumulative total economic impact will be \$309.0 million:

CUMULATIVE 10-YEAR TOTAL IMPACTS	
DESCRIPTION	NET PRESENT VALUE (\$ Millions)
Economic Output	\$309.0
Personal Income	\$126.0
State & Local Taxes	\$31.0
Employment (10 year average)	528

Source: Tourism Economics (2018)

NAVALX TECH BRIDGE ECONOMIC IMPACT. Evolving the project to address unmet community needs required input from technology sector stakeholders and individuals with insight into local military installations. Based on this due diligence, plans have been fine-tuned to include features typically seen in facilities used by NavalX Tech Bridges where results have included incremental and unique economic outcomes.

5. Describe how the impacts to the disproportionately affected counties will be measured long term.

As noted, in-depth analyses and feasibility studies support the need and likely success of the project. Key drivers include an ongoing funding mechanism already in place, multi-year agreements with event rights holders, commitments by rights holders to expand to Panama City Beach and revenue from park operations and corporate sponsorships.

Among the metrics to determine its success are facility usage rates, tournament/event participation, sales tax collections, Tourist Development Tax collections and construction/development of the area surrounding the project location.

Transactional metrics to evaluate the SABRE Center’s contribution to the community’s support of, and collaboration with, Gulf Coast Tech Bridge and other military missions include: number of classified briefings, utilization of collaboration space, relationships established by Tech Bridge with government and non-profit partners, number of new technology firms added to the Tech Bridge ecosystem and number of net new jobs in the military and/or defense industry.

6. Describe how the proposed project or program is sustainable. (Note: Sustainable means how the proposed project or program will remain financially viable and continue to perform in the long-term after Triumph Gulf Coast, Inc. funding.)

The Panama City Beach Sports Complex is owned by Bay County and leased to the CVB for a period of 99 years. The CVB manages and provides the strategic direction for the project but has hired a third-party firm, Sports Facilities Management, LLC, to run the day-to-day operations.

With the exception of debt service and capital replacement costs, the project is expected to be self-sustaining after year four. The TDC has arranged financing through a 15-year loan from BBVA Compass Bank and Tourist Development Tax proceeds will be used for the debt payments, as well as any capital replacement costs that are not funded through operations.

OPERATIONS PROJECTIONS (YEAR 4)	
PUBLIX SPORTS PARK	
Events	39
Attendance	74,178
Visitor Room Nights	74,377
Park Revenue	\$1,536,053
SABRE CENTER	
SPORTS	
Sports Events	35
Attendance	66,570
Visitor Room Nights	36,682
Park Revenue	\$1,031,821
CONFERENCES	
Conference Events	12
Attendance	1,950
Visitor Room Nights	4,680
Park Revenue	\$946,344
COMBINED FACILITIES	
Events	86
Attendance	142,698
Visitor Room Nights	115,739
Park Revenue	\$3,514,218

7. Describe how the deliverables for the proposed project or program will be measured.

- a) **PANAMA CITY BEACH SPORTS COMPLEX.** The CVB will report to Triumph Gulf Coast, and all required parties, the economic benefit to the community derived from the combined indoor/outdoor facilities’ operations, utilizing the methodology articulated in Section 5 of this application.

- b) **JOB CREATION**. Employment growth will be measured based on the IMPLAN projection of one additional job created for every 147 overnight incremental visitors to Bay County. Because the sports park will be a new asset and expand the current tourism product by opening up new markets, the total number of patrons at the new park will represent incremental visitation.

- c) **INNOVATION AND COLLABORATION IN SUPPORT OF LOCAL MILITARY MISSIONS**. Transactional metrics to evaluate the SABRE Center’s contribution to the community’s support of, and collaboration with, Gulf Coast Tech Bridge and other military missions include: number of classified briefings, utilization of collaboration space, relationships established by Tech Bridge with government and non-profit partners, number of new technology firms added to the Tech Bridge ecosystem and number of net new jobs in the military and/or defense industry.

- d) **HAZARD MITIGATION**. The SABRE Center will deliver on its potential to serve the community during emergencies upon initial activation as the “Bay County Western Region Resiliency Center,” including service as an Alternate Emergency Operations Center (aEOC) and as the county’s Business Resource Center to facilitate and accelerate the ability of private sector businesses to recover.

PRIORITIES

1. **Please check the box if the proposed project or program will meet any of the following priorities (check all that apply):**

- Generate maximum estimated economic benefits, based on tools and models not *generally* employed by economic input-output analyses, including cost-benefit, return-on-investment, or dynamic scoring techniques to determine how the long- term economic growth potential of the disproportionately affected counties may be enhanced by the investment.

- Increase household income in the disproportionately affected counties above national average household income.

- Leverage or further enhance key regional assets, including educational institutions, research facilities and military bases.

- Partner with local governments to provide funds, infrastructure, land, or other assistance for the project.

- Benefit the environment, in addition to the economy.

- Provide outcome measures.

- Partner with K-20 educational institutions or school districts located within the disproportionately affected counties as of January 1, 2017.
- Are recommended by the board of county commissioners of the county in which the project or program will be located.
- Partner with convention and visitor bureaus, tourist development councils, or chambers of commerce located within the disproportionately affected counties.

2. **Please explain how the proposed project meets the priorities identified above.**

Agencies of local and state government view construction of the Panama City Beach Sports Complex as an opportunity to accelerate implementation of transformational improvements to public infrastructure. Benefits will be realized not just by non-resident patrons of the park but by the local community at-large, which will enjoy significant positive impact in terms of services, convenience and amenities.

For the City of Panama City Beach, the facility will stimulate development of the east end area and lead to additional revenue sources and greater utilization of water and sewer services at the city's premium rates. In addition, long-term plans for new roadways are critical to addressing traffic congestion, a natural by-product of growth but a source of frustration for residents and visitors.

The city will also realize environmental and commercial benefits from expansion of its reclaimed water system. This component of the overall project will expand service to the sports complex and residential/commercial customers in the surrounding area while improving storm water management and drinking water quality.

Bay District Schools (BDS) will realize millions in cost savings by utilizing the Joint Use Gymnasium instead of constructing its own facility at Walsingham Academy, accelerate the school's transition to a K-8 institution and be able to offer new technology-related certification programs to middle school students due in part to funding provided by the CVB.

The Florida Department of Transportation (FDOT) has interest in the project because associated improvements to the highway infrastructure will alleviate congestion issues and provide more efficient traffic flow.

In January 2017, the Bay County Board of County Commissioners and Florida Department of Economic Opportunity approved The St. Joe Company's application for a large scale amendment to the Bay County Comprehensive Plan and subsequent zoning change covering approximately 1,250 acres including the Panama City Beach Sports Complex.

The project plan respects the natural environment and incorporates natural

features, such as wetlands and mature trees, in a way that is uncommon for newly constructed sports parks. Long-term plans include a system of walking/cycling trails connecting to park facilities and serving as an amenity for the surrounding Breakfast Point development.

In November 2017, the Bay County Board of County Commissioners voted 5-0 to forward 19 project pre-applications (including the Panama City Beach Sports Complex) to the TGC Board for funding consideration. At a subsequent regularly-scheduled meeting on January 3, 2018, commissioners further refined the list and formally endorsed 11 of the projects, including the Panama City Beach Sports Complex. On December 18, 2018, commissioners again endorsed the project in response to TGC's invitation to reevaluate priorities post-Hurricane Michael.

On February 19, 2020, the Bay County Board of County Commissioners voted 5-0 to approve the final Local Mitigation Strategy (LMS) Project List and funding resolution, a prelude to submitting project applications to the Federal Emergency Management Agency (FEMA) and the state of Florida for potential grant funding. Included on the county's list of approved hazard mitigation projects is the "Western Region Resiliency Center" – for LMS purposes, the name given to the SABRE Center and its components.

3. Please explain how the proposed project or program meets the discretionary priorities identified by the Board.

Triumph Gulf Coast has established a track record of investing in projects that support/expand military missions, cyber security and testing programs, and unmanned system development and training.

The project addresses multiple Triumph Gulf Coast priorities in that it will:

- a. Expand and diversify the publically owned tourism infrastructure to allow Panama City Beach, Bay County and the surrounding region to attract new market segments (not weather dependent) and families seeking non-traditional leisure and vacation travel experiences;
- b. Expand Bay County's technology ecosystem;
- c. Close capability gaps at Naval Support Activity-Panama City;
- d. Strengthen existing businesses, foster additional economic development, attract new private-sector capital, and drive additional demand for the region's airports;
- e. Increase the tax revenues to fund state and local governments through additional consumption taxes (state & local sales taxes, tourist development taxes) and higher property values surrounding the complex; and,

- f. Bring together a coalition of public and private-sector partners to maximize economies of scale, increase day to day utilization and spread operational costs.

4. **In which of the eight disproportionately affected county/counties is the proposed project or program located? (Circle all that apply)**

Escambia Santa Rosa Okaloosa Walton **Bay** Gulf Franklin Wakulla

5. **Was this proposed project or program on a list of proposed projects and programs submitted to Triumph Gulf Coast, Inc., by one (or more) of the eight disproportionately affected Counties as a project and program located within its county?**

Yes No

If yes, list all Counties that apply:

Bay County, Florida

6. **Does the Board of County Commissioners for each County listed in response to question 5, above, recommend this project or program to Triumph?**

Yes No

On November 7, 2017, the Bay County Board of County Commissioners voted to forward all 19 Bay County proposals to Triumph Gulf Coast for further review. At a subsequent regularly-scheduled meeting on January 3, 2018, commissioners again discussed Bay County projects and each member of the board was asked to name projects to receive formal endorsement by the commission. Any project receiving three or more recommendations was included on the list to be forwarded to Triumph Gulf Coast.

The Panama City Beach Sports Complex was among the 11 projects officially endorsed by the Bay County Board of County Commissioners at its January 3, 2018 meeting.

At its regularly scheduled meeting on March 6, 2018, the Bay County Board of County Commissioners, in a series of unanimous votes, formally approved the final project financing plan, construction contract and Land Transfer Agreement.

In the aftermath of Hurricane Michael, which heavily damaged Bay County on October 10, 2018, Triumph Gulf Coast asked the Bay County Board of County Commissioners to reevaluate the list of endorsed projects and advise whether priorities had changed. At its regularly scheduled meeting on December 18, 2018, commissioners voted unanimously to re-confirm its support of all previously-submitted projects – including the Panama City Beach Sports Complex.

On February 19, 2020, the Bay County Board of County Commissioners voted 5-0 to approve the final Local Mitigation Strategy (LMS) Project List and funding resolution, a prelude to submitting project applications to the Federal Emergency Management Agency (FEMA) and the state of Florida for potential grant funding. Included on the county’s list of approved hazard mitigation projects is the “Western Region Resiliency Center” – for LMS purposes, the name given to the SABRE Center and its components.

On March 2, 2020, the Bay County Board of County Commissioners approved a resolution endorsing the SABRE Center/Western Region Resiliency Center as a strategically important asset for economic development and infrastructure enhancement.

APPROVALS AND AUTHORITY

1. **If the Applicant is awarded grant funds based on this proposal, what approvals must be obtained before Applicant can execute an agreement with Triumph Gulf Coast, Inc.?**

Panama City Beach CVB/Bay County TDC
Bay County Board of County Commissioners

2. **If approval of a board, commission, council or other group is needed prior to execution of an agreement between the entity and Triumph Gulf Coast:**

- A. **Provide the schedule of upcoming meetings for the group for a period of at least six months.**

The combined board of the Panama City Beach CVB/Bay County TDC meets on the second Tuesday of each month at 9:00 a.m. at Panama City Beach City Hall, 17007 Panama City Beach Parkway, Panama City Beach, Florida. Dates of remaining 2024 meetings are as follows:

- *October 8*
- *November 12*
- *December 10*

The Bay County Board of County Commissioners meets on the first and third Tuesday of each month at 9:00 a.m. at the Bay County Government Center, 840 West 11th Street, Panama City, Florida. Dates of remaining 2024 meetings are as follows:

- *October 1 & 15*
- *November 5 & 19*
- *December 3 & 17*

B. State whether that group can hold special meetings, and if so, upon how many days’ notice.

- The Bay County Tourist Development Council can hold special meetings with 48 hours’ notice.
- The Bay County Board of County Commissioners can hold special meetings of a non-emergency nature with a minimum of 10 days’ notice.

3. Describe the timeline for the proposed project or program if an award of funding is approved, including milestones that will be achieved following an award through completion of the proposed project or program.

PROJECT TIMELINE – PHASES I & II

MILESTONE	DATE
Sports Studies Completed	2013
CVB Purchase of Entry Parcel	July 2015
Land Transfer Agreement Finalized	March 2016
Financing Secured	June 2017
Proformas Completed	August 2017
Final Design Completed	January 2018
Construction Cost Negotiations Completed	January 2018
Economic Impact Analysis Completed	February 2018
Bay County Commission Final Approval	March 2018
Ground Breaking – Phase I	June 2018
Grand Opening – Phase I	October 2019
FEMA Hazard Mitigation Grant Program Award	December 2021
TGC Grant Conditional Approval	December 2022
Skate Park Opening	May 2023
Ground Breaking – Phase II	2024
Grand Opening – Phase II	2026

4. Attach evidence that the undersigned has all necessary authority to execute this proposal on behalf of the entity applying for funding. This evidence may take a variety of forms, including but not limited to: a delegation of authority, citation to relevant laws or codes, policy documents, etc. In addition, please attach any support letters from partners.

- **EXHIBIT 21:** 2024 Florida Not For Profit Corporation Annual Report, Panama City Beach Convention and Visitors Bureau, filed January 25, 2024

- **EXHIBITS 26 - 34:** Letters of Support
 - Naval Surface Warfare Center, Panama City Division
 - Department of the Navy, Office of Naval Research, NavalX Director
 - Bay County, Florida
 - City of Panama City Beach, Florida
 - The St. Joe Company
 - Florida State University – Panama City
 - Gulf Coast State College
 - Bay Defense Alliance
 - Bay Economic Development Alliance
 - Bay District Schools
 - Paradigm Institute of Technology

FUNDING AND BUDGET

Pursuant to Section 288.8017, awards may not be used to finance 100 percent of any project or program. An awardee may not receive all of the funds available in any given year.

1. **Identify the amount of funding sought from Triumph Gulf Coast, Inc. and the time period over which funding is requested.**

\$6,000,000 in TGC funding with disbursement upon receipt of federal grant funding

2. **What percentage of total program or project costs does the requested award from Triumph Gulf Coast, Inc. represent? (Please note that an award of funding will be for a defined monetary amount and will not be based on percentage of projected project costs.)**

Triumph Gulf Coast's investment represents 5.1% of the total project cost

3. **Please describe the types and number of jobs expected from the proposed project or program and the expected average wage.**

The new Panama City Beach Sports Complex will help generate demand in the shoulder season, which will not only create additional jobs in the tourism industry, but will also help stabilize overall employment by supporting existing jobs and decreasing seasonal layoffs.

Tourism Economics' IMPLAN modeling demonstrates that after the initial ramp-up period, one additional employee will be created for every 147 overnight incremental visitors to Bay County, helping generate a total of 620 additional jobs each year.

These new jobs will be comprised of both full-time and part-time employment and Tourism Economics expects the complex's operations to help reduce seasonality effects in Bay County's tourism labor market.

Within the tourism sector, the types of jobs created will be consistent with those currently existing in Panama City Beach; however, with the focus on non-summer, year-round programming, the average earnings from those positions will trend higher due to less seasonality.

Both the indoor and outdoor facilities will require the following management staff, with salaries ranging from \$50,000 - \$130,000 annually:

- General Manager
- Office Manager
- Tournament Director
- Marketing Assistant
- Facility Manager
- Administrative Support (part-time)

In addition, the sports park will employ operational staff at wages consistent with prevailing market rates, but with the promise of job stability due to less seasonality as previously noted. Medical and security personnel are hired for each event held at the park. Positions required to successfully operate the sports park include:

- Facility Attendants
- Tournament Staff
- Entry Staff
- Food & Beverage Staff
- Program Managers
- Retail Staff

In each community where demonstrated support for Naval Warfare Centers and Tech Bridges that foster off-base collaboration and help address the capability gaps, a marked increase in technology transfers, innovation and investment has occurred. In meetings with local defense industry partners, the belief is that Bay County can expect similar outcomes.

4. **Does the potential award supplement but not supplant existing funding sources? If yes, describe how the potential award supplements existing funding sources.**

- Yes No

Since 2015, the TDC has actively worked to bring an additional outdoor field complex to fruition by addressing key components such as land acquisition, financing, business proformas and project management.

In Second Quarter 2017, the TDC advertised for bids from qualified construction companies after receiving preliminary cost estimates in the \$30-\$35 million range from its consulting firm. The concept at that time involved significant collateral activities and retail establishments in addition to the direct sports and spectator facilities. When construction bids for the park and access road came in at \$20 million above the preliminary estimate, the TDC realized it could not build the facility as originally envisioned.

During negotiations with the contractor (selected based on its ability to deliver the “best value” to the county) and the value-engineering process, it became apparent that the project focus should shift away from the collateral features and include a

large and attractive indoor sports center. This increases the project’s viability by more efficiently and effectively utilizing the available land, driving additional visitor demand and further diversifying the tourism economy with indoor athletic team tournaments, individual competitions, trade shows and expositions. In the wake of Hurricane Michael, the facility’s potential to serve as a post-disaster command center for out-of-town responders further bolstered its viability.

The refocused project still exceeds the TDC’s resources; however, the timing and availability of a FEMA Hazard Mitigation grant and Triumph Gulf Coast funding make expansion of the project to fully leverage this unique opportunity possible.

5. **Please provide a Project/Program Budget. Include all applicable costs and other funding sources available to support the proposal.**

A. **Project/Program Costs:**

PANAMA CITY BEACH SPORTS COMPLEX		COST
PHASE I – OUTDOOR SPORTS PARK		
Land Value		4,950,000
Construction		33,161,945
Design, Engineering & Administration		2,520,885
Waste Water Impact		35,000
Wetland Mitigation		497,775
Skate Park Construction		2,115,642
	SUBTOTAL	\$ 43,281,247
PHASE I – ENTRANCE ROAD		
Land Value		925,500
Construction		6,912,967
Design, Engineering & Administration		547,567
Wetland Mitigation		147,712
Intersection Improvements (FDOT)		2,729,883
Utility Relocation		452,745
	SUBTOTAL	\$ 11,716,374
PHASE II		
Western Region Resiliency Center		58,600,000
Publix Sports Park Improvements		4,000,000
	SUBTOTAL	\$ 62,600,000
TOTAL PROJECT COST		\$ 117,597,621

NOTE: Actual project costs will be finalized after Bay County’s bid process for construction is completed.

B. Other Project Funding Sources:

FUNDING SOURCE	DESCRIPTION	AMOUNT
Bay County TDC & PCB CVB	Cash & Financing	83,741,522
The St. Joe Company	Land Donation	5,875,500
The St. Joe Company	Cash	2,800,000
The St. Joe Company	Mitigation Credits	645,707
City of Panama City Beach	In Kind	452,745
Florida Department of Transportation	In Kind	2,729,883
FEMA Hazard Mitigation Grant Program	Grant	15,352,264
TOTAL APPLICANT FUNDING	\$ 111,597,621	
APPLICANT FUNDED PERCENTAGE	94.9%	

Note: The total amount requested must equal the difference between the costs in 5A and the other project funding sources in 5B.

C. Provide a detailed budget narrative, including the timing and steps necessary to obtain the funding and any other pertinent budget-related information.

On May 12, 2017, the Bay County Tourist Development Council approved financing of the Panama City Beach Sports Complex through a 15-year loan from BBVA Compass Bank.

On March 6, 2018, the Bay County Board of County Commissioners unanimously approved the financing plan. Loan closing took place on March 23, 2018 and funds became available to the CVB on the following day.

The Panama City Beach Convention & Visitors Bureau submitted an application for funding by the Federal Emergency Management Agency (FEMA) Hazard Mitigation Grant Program (HMGP). The CVB application, as amended, was submitted to the Florida Division of Emergency Management in March 2021 and Bay County, as the sub-recipient, received a funding commitment of \$7.7 million in December 2021, increased to \$15.4 million in 2023.

Applicant understands that the Triumph Gulf Coast, Inc. statute requires that the award contract must include provisions requiring a performance report on the contracted activities, must account for the proper use of funds provided under the contract, and must include provisions for recovery of awards in the event the award was based upon fraudulent information or the awardee is not meeting the performance requirements of the award.

Yes No

Applicant understands that awardees must regularly report to Triumph Gulf Coast, Inc. the expenditure of funds and the status of the project or program on a schedule determined by Triumph Gulf Coast, Inc.

Yes No

Applicant acknowledges that Applicant and any co-Applicants will make books and records and other financial data available to Triumph Gulf Coast, Inc. as necessary to measure and confirm performance metrics and deliverables.

Yes No

Applicant acknowledges that Triumph Gulf Coast, Inc. reserves the right to request additional information from Applicant concerning the proposed project or program.

Yes No

ADDENDUM FOR INFRASTRUCTURE PROPOSALS:

1. Program Requirements

A. Is the infrastructure owned by the public?

Yes No

B. Is the infrastructure for public use or does it predominately benefit the public?

Yes No

C. Will the public infrastructure improvements be for the exclusive benefit of any single company, corporation or business entity?

Yes No

D. Provide a detailed explanation of how the public infrastructure improvements will connect to a broader economic development vision for the community and benefit additional current and future businesses.

Infrastructure improvements in the areas surrounding the park will attract new private capital investment in retail businesses and services to meet the economic, educational, recreation and quality of life needs of the growing market. Triumph Gulf Coast's investment in the project will help spur more than \$200 million in new investment on the east end of Panama City Beach.

The project will provide a public benefit extending far beyond its boundaries and will serve as a catalyst for:

Closing Naval Support Activity-Panama City Capability Gaps. The SABRE Center will include spaces specifically designed for use by the U.S. Navy and its defense industry partners for off-base meetings and conferences, classified briefings for up to 200 participants, and indoor unmanned vehicle testing. The Commanding Officer of the Naval Surface Warfare Center Panama City Division has validated the current lack of such facilities as “capability gaps” that, if addressed, can facilitate Gulf Coast Tech Bridge work. The CVB plans to enter into an Intergovernmental Support Agreement (IGSA) to formalize this cooperative effort.

Transportation System Enhancements. Located directly across from the northern end of Cauley Avenue, in close proximity to the Hathaway Bridge system, the parcel of land at 8222 Panama City Beach Parkway has strategic value in addressing the region’s transportation infrastructure needs. The new access road to the project provides an eastern terminus to an additional east-west traffic corridor through Panama City Beach that efficiently connects to all of the arterial roads on the east end of the Beach – U. S. Highway 98, Front Beach Road and Thomas Drive.

Incremental Private Sector Investment. Due to increased access to Breakfast Point directly attributable to the project, The St. Joe Company applied for, and received approval of, an amendment to the Bay County Comprehensive Plan to include 750 hotel rooms, commercial office space (75,000 square feet) and retail space (160,000 square feet). On November 5, 2019, the Bay County Board of County Commissioners approved the company’s Planned Unit Development (PUD) application. Preliminary estimates of the company’s investment in the construction of these new facilities exceed \$84 million.

Educational Opportunities. When transitioned to a K-8 institution, Walsingham Academy will increase the capacity for Bay District School students to study and gain proficiency in science, technology and related fields. Through a collaborative partnership between the CVB and the District, the Academy will offer a series of technology-related certificate programs funded in part by the Panama City Beach Convention and Visitors Bureau to enhance educational outcomes. Utilizing pre-packaged certification programs developed by vendors such as Tosa, Certification Partners and Certiport, Bay District Schools will offer middle school students progressive training in digital literacy, fundamentals of business applications, digital media, design and e-sports gaming essentials.

Expansion of Municipal Services & Environmental Stewardship. The City of Panama City Beach will expand its reclaimed water system to provide service to the sports complex and residential and commercial customers in the

surrounding area. Use of reclaimed water will decrease demand on the city's water treatment system, provide water for irrigation and other non-potable uses, lessen the impact on ground water supplies from private wells in the area and moderate the effects of discharging treated effluent to the discharge wetlands in the Panama City Beach Conservation Park. Meanwhile, Bay County's Builders Services Division will open a new branch office in SABRE Center, thus providing additional convenience and efficiency for property owners, the design community and contractors.

Tax Generation. The greater Panama City Beaches area – bounded by the Hathaway Bridge to the east, B. V. Buchanan Bridge to the north and the Philips Inlet Bridge to the west – is home to approximately 20% of Bay County's population yet is responsible for 57% of the county's ad valorem tax revenue. These monies are used to fund county operations, public safety and fire protection, the school district and other public purposes. Much of the disproportionate share of the taxes generated by this area is derived from non-homesteaded residential property attributed to the beach's tourism industry. Triumph Gulf Coast recognizes, through its enabling legislation and specific actions taken by the corporation in the aftermath of Hurricane Michael, the importance of maintaining and enhancing property values in order to fund essential local government services. Increased visitor demand created by this project, and the related lodging spending that will ensue, will help strengthen the tourism industry and ensure that beach property values will continue to rise. A strong, vibrant tourism industry with increasing property values helps keep ad valorem tax rates as low as practicable for local residents.

E. Provide a detailed description of, and quantitative evidence demonstrating how the proposed public infrastructure project will promote:

- **Economic recovery,**
- **Economic Diversification,**
- **Enhancement of the disproportionately affected counties,**
- **Enhancement of a Targeted Industry.**

Expansion of Panama City Beach's publicly-owned tourism infrastructure will: (1) ensure Bay County remains competitive as a year-round tourist destination; (2) stimulate growth into new seasonal sports-related markets; (3) serve as a catalyst for private sector development; (4) close capability gaps at Naval Support Activity-Panama City; (5) address the region's workforce development needs; (6) contribute to the growth of the county's technology ecosystem; (7) generate incremental tax revenue; and, (8) increase the carrying capacity of the destination by spreading visitor demand.

When demand is stabilized, the outdoor sports park will generate 74,377 visitor room nights and produce more than \$1.5 million in park revenue. The SABRE Center, when demand is stabilized, will generate 36,682 visitor room

nights and \$1.0 million in revenue.

Over the first decade of operations, the Panama City Beach Sports Complex will produce a total economic impact of \$309 million.

2. **Additional Information**

A. **Is this project an expansion of existing infrastructure project?**

Yes No

B. **Provide the proposed beginning commencement date and number of days required to complete construction of the infrastructure project.**

PHASE I – Outdoor Sports Park

Commencement Date: April 3, 2018

Grand Opening: October 5, 2019

PHASE II – SABRE Center

Commencement Date: Upon TGC grant award

Construction Timeline: 18 months to Substantial Completion

C. **What is the location of the public infrastructure? (Provide the road number, if applicable.)**

Access to the SABRE Center complex will be via the new Chip Seal Parkway which originates on CVB-owned property located at 8222 Panama City Beach Parkway, at the northern end of Cauley Avenue and in close proximity to the Hathaway Bridge system.

D. **Who is responsible for maintenance and upkeep? (Indicate if more than one are applicable.)**

Bay County will be responsible for maintenance of the public right-of-ways and the CVB will be responsible for all associated storm water ponds and park-related maintenance and upkeep.

E. **What permits are necessary for the infrastructure project? Detail whether required permits have been secured, and if not, detail the timeline for securing these permits. Additionally, if any required permits are local permits, will these permits be prioritized?**

U.S. Army Corps of Engineers

- Regional General Permits - *APPROVED*

Florida Department of Environmental Protection

- Storm water – *APPROVED*
- Wastewater Collection/Transmission – *APPROVED*
- Drinking Water Extension/Distribution – *APPROVED*
- Wetlands Dredge & Fill - *APPROVED*

Bay County

- Development Order – *APPROVED*
- Building Permits

F. **What is the future land use and zoning designation on the proposed site of the infrastructure improvement, and will the improvements conform to those uses?**

The ten (10) acre parcel acquired by the CVB for access to the property is designated as “C3 - General Commercial” and the larger parcel containing the sports park is designated as “PI – Public Institutional.” According to the Bay County Planning and Zoning Division, planned improvements associated with the sports complex will conform to those designated uses.

G. **Will an amendment to the local comprehensive plan or a development order be required on the site of the proposed project or on adjacent property to accommodate the infrastructure and potential current or future job creation opportunities? If yes, please detail the timeline.**

Yes No

H. **Does this project have a local match amount? If yes, please describe the entity providing the match and the amount.**

Yes No

ENTITY*	DESCRIPTION	AMOUNT
Bay County TDC & CVB	Cash & Financing	83,741,522
City of Panama City Beach	In Kind	452,745
The St. Joe Company	Land, Cash, Mitigation Credits	9,321,207
TOTAL LOCAL MATCHING FUNDS		\$93,515,474

**Excludes funding from Florida Department of Transportation (FDOT) and Federal Emergency Management Agency (FEMA).*

I. **Provide any additional information or attachments to be considered for this proposal.**

- **EXHIBIT 35:** Bay County Development Order 16-60
- **EXHIBIT 36:** Request for Extension of Development Order 16-60 dated February 12, 2018
- **EXHIBIT 37:** U.S. Army Corps of Engineers Regional General Permit SAJ-2015-03090 (GP-LSL)
- **EXHIBIT 38:** Florida DEP Permit 0349510-002-EI/03

EXHIBITS & SUPPORTING DOCUMENTS

EXHIBIT #	DESCRIPTION
1	Panama City Beach Convention and Visitors Bureau, Inc. Independent Auditor's Report for Fiscal Year ended September 30, 2023
2	Bay County, Florida Comprehensive Financial Audit Report (CAFR) for Fiscal Year ended September 30, 2023 <i>(cover page)</i>
3	Florida Department of Transportation, Office of Work Program and Budget, Five Year Work Program, Cauley Avenue Intersection Project
4	Land Transfer Agreement – PCB Public School and Sports Park
5	"Five Year Operating Pro Forma – Outdoor Field Complex," Sports Facilities Advisory, August 2017
6	"Five Year Operating Pro Forma – Indoor Court Facility," Sports Facilities Advisory, August 2017
7	"Economic Impact of the Panama City Beach Sports Park & Stadium Complex," Tourism Economics, March 2018
8	LPA 16-02 (PZ 16-099) Large Scale Plan Amendment application by The St. Joe Company to Bay County Board of County Commissioners, January 17, 2017
9	PZ 16-159 Zone Change application by The St. Joe Company to Bay County Board of County Commissioners, January 17, 2017
10	Meeting Minutes, Bay County Board of County Commissioners, November 7, 2017, pp. 218-220
11	Bay County, Florida Ordinance 17-01 adopted January 17, 2017
12	Bay County, Florida Ordinance 17-02 adopted January 17, 2017
13	Meeting Minutes, Bay County Board of County Commissioners, January 3, 2018, pp. 4-6
14	Bay County Board of County Commissioners Agenda Item Summary, "Planned Unit Development Hearing 19-137 Breakfast Point East," November 5, 2019
15	Resolution Authorizing Bay County, Florida to Approve Hazard Mitigation Projects Listed in the Bay County Local Mitigation Strategy (LMS) Plan, February 19, 2020
16	Meeting Minutes, Bay County Tourist Development Council/Panama City Beach Convention and Visitors Bureau, Inc., May 12, 2017
17	Bay County Board of County Commissioners, Agenda Item Summary: "Financing Bond Sports Park," Financing Resolution and Master Bond Resolution
18	Bay County Future Land Use Map
19	Bay County Zoning Map
20	Site Plan – Panama City Beach Sports Complex

21	2024 Florida Not For Profit Corporation Annual Report, Panama City Beach Convention and Visitors Bureau, filed January 25, 2024
22	FEMA Hazard Mitigation Grant Program Award – 4399-133-R Budget & Costs
23	“Supporting NavalX Gulf Coast Tech Bridge” analysis of Tech Bridges and their community and economic impacts.
24	“Validation of Requirements and Gaps” – Memo from Naval Surface Warfare Center, Panama City Division Commanding Officer
25	“Letter of Support ICO Gulf Coast Tech Bridge” – Department of the Navy, Office of Naval Research, NavalX Director
26	Letter of Support – Bay County, Florida
27	Letter of Support – City of Panama City Beach, Florida
28	Letter of Support – The St. Joe Company
29	Letter of Support – Florida State University Panama City
30	Letter of Support – Gulf Coast State College
31	Letter of Support – Bay Defense Alliance
32	Letter of Support – Bay Economic Development Alliance
33	Letter of Support – Bay District Schools
34	Letter of Support – Paradigm Institute of Technology
35	Bay County Development Order 16-60
36	Request for Extension of Development Order 16-60 dated February 12, 2018
37	U. S. Army Corps of Engineers Regional General Permit SAJ-2015-03090 (GP-LSL)
38	Florida Department of Environmental Protection Environmental Resource Permit #0349510-002-EI/03 (<i>cover page</i>)

I, the undersigned, do hereby certify that I have express authority to sign this proposal on my behalf or on behalf of the above-described entity, organization, or governmental entity:

Name of Applicant: Panama City Beach Convention and Visitors Bureau, Inc.

Name and Title of Authorized Representative: Dan Rowe, President & Chief Executive Officer

Representative Signature:

A handwritten signature in black ink, appearing to be 'D. Rowe', written over a solid blue horizontal line.

Signature Date: October 7, 2024

