PENNSYLVANIA TOURISM

Creating a Sustainable Public - Private Governance Structure and Funding Model for the Pennsylvania Tourism and Hospitality Industry

Situation

Tourism is critical to the economic well-being of Pennsylvania. Hotels and meeting facilities, attractions, cultural institutions, restaurants, tour companies and transportation providers directly employ more than 495,000 Pennsylvanians, with a \$10.7 billion payroll, in approximately 100,000 predominantly small businesses that host visitors who spent more than \$28 billion in 2007. That same year, the tourism industry generated \$2.8 billion in state and local taxes.

Pennsylvania's tourism industry is a coalition of museums, wineries, golf courses, hotels, restaurants, attractions and many other tourism partners' largely made up of small businesses. The State Tourism Office, county and regional-based destination marketing organizations (DMOs) and regional marketing partners work with these local tourism and hospitality businesses to attract leisure and business travelers to Pennsylvania.

Since creation of the Commonwealth's Tourist Promotion Act of 1962, DMOs have received significant funds from Pennsylvania's General Fund through a matching funds program and, more recently, outright grants. In FY 2001, funding for DMOs and the Pennsylvania Tourism Office to attract visitors grew to \$44.2 million. Since that year, combined funding for tourism has plummeted to a low of \$10.7 million, the most dramatic reductions having been made in the Commonwealth's Fiscal Year 2010 and 2011 budgets.

A 2009 US Travel Association report on state tourism office budgets ranked Pennsylvania third in total (combined) funding for tourism promotion and third in funding for state tourism office budgets for marketing. Based on FY2010 data compiled for all states, Pennsylvania now ranks 24th for combined tourism funding, and 35th in state tourism office marketing. In recent months, a *"Pennsylvania Roundtable"* has been assembled, comprising leadership of the Pennsylvania Association of Convention and Visitors Bureaus (PACVB), Pennsylvania Tourism and Lodging Association (PTLA) and Pennsylvania Restaurant Association (PRA).

We recognize that it is critical to seek legislative and administration acceptance of Pennsylvania's tourism and hospitality industry as a proactive partner in addressing and solving the Commonwealth's unprecedented budget challenges.

It is also important to achieve industry wide understanding that it cannot look to government to solve all its problems, but must be a partner with government in seeking solutions to them.

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Along with members of the Governor's Tourism Partnership, the Roundtable has been meeting regularly, seeking to develop the organizational and funding structures necessary to return Pennsylvania to a position of dominance in the tough competition for visitor spending.

Principles

The Pennsylvania Roundtable is guided by the following principles in pursuit of its goal:

Advertising and promotion dollars work. Private industry is a part of this process.

Significantly reduce the burden on Pennsylvania's General Fund.

Tourism promotion is an appropriate role for public tourism development funding to be used to promote Pennsylvania business, particularly small business.

Goal

Develop an efficient public private governance of, and adequate (dedicated) funding for unified branding and marketing efforts of the Pennsylvania Tourism Office and the Commonwealth's network of destination marketing organizations and regional marketing partners, in order to enhance and increase the industry's ability to positively impact Pennsylvania's economy.

In Partnership with the Governor's Tourism Partnership Board, the **Pennsylvania Roundtable** represents leadership from the **Pennsylvania Association of Convention and Visitors Bureaus**, the **Pennsylvania Tourism and Lodging Association** and the **Pennsylvania Restaurant Association**.



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WHY TOURISM?

In a nutshell... Tourism is critical to the economic well being of Pennsylvania. Hotels and meeting facilities, attractions, cultural institutions, restaurants, tour companies and transportation providers directly employ more than 495,000 Pennsylvanians, with a \$10.7 billion payroll, in approximately 100,000 predominantly small businesses that host visitors who spent more than \$28 billion in 2007. That same year, the tourism industry generated \$2.8 billion in state and local taxes.

Success begets success... A successful tourism industry supports existing companies and jobs, and stimulates development of new ones. It supports ancillary businesses providing goods and services to the more easily recognized tourism and hospitality enterprises: Manufacturers produce bedding and linens for hotels and restaurants. Laundries clean them; Farms provide produce to restaurants. Trucking companies transport it; Banks provide services and financing to tourism and hospitality businesses; Printing companies produce promotional pieces for attractions, menus for restaurants and visitors guides for destination marketing organizations. Advertising agencies and internet marketing firms advise destinations, attractions, restaurants and hotels to help them grow market share.

Tourism is an *Equal Opportunity* economic engine... A successful tourism industry supports jobs for all Pennsylvanians across *all* ethnic, racial and social lines and it does so equally across geographic lines, from the Commonwealth's major urban centers and their suburbs to its vast rural areas so rich with diverse attractions and natural appeal.

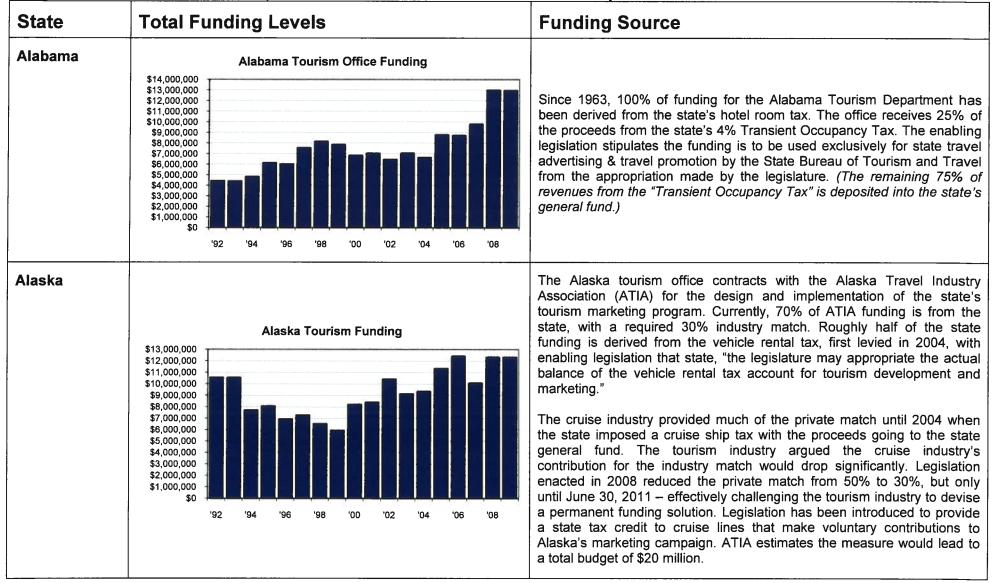
Tourism benefits *all* **Pennsylvanians...** A successful tourism industry generates enough economic impact on and taxes for the Commonwealth's budget to reduce the tax liability of each household by \$575 each year.

The source for all economic data is Global Insight. The source for visitor volume is D.K. Shifflet & Associates

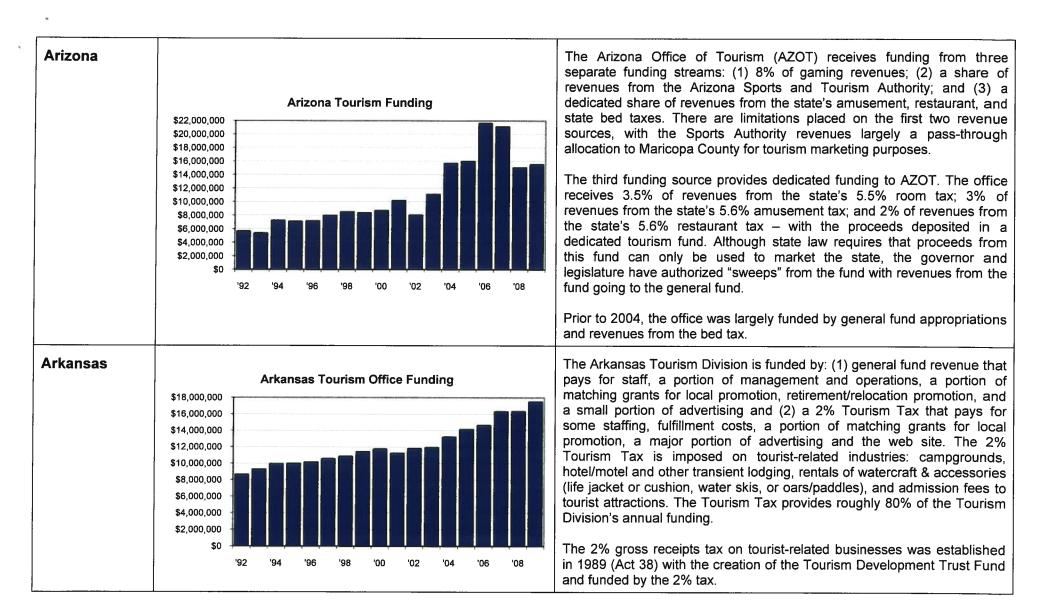


State Tourism Office Funding

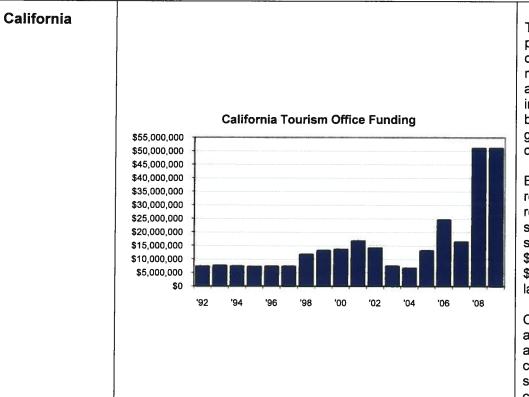
Data for FY 1992 through FY 2006 is from the US Travel Association annual survey of state tourism office budgets. Data for fiscal years 2007 – 2009 is provided as available from state executive budgets and appropriation acts. The annual funding amounts exclude allocations for welcome centers and film offices. To the extent possible, all data and information has been verified by each state's tourism office.









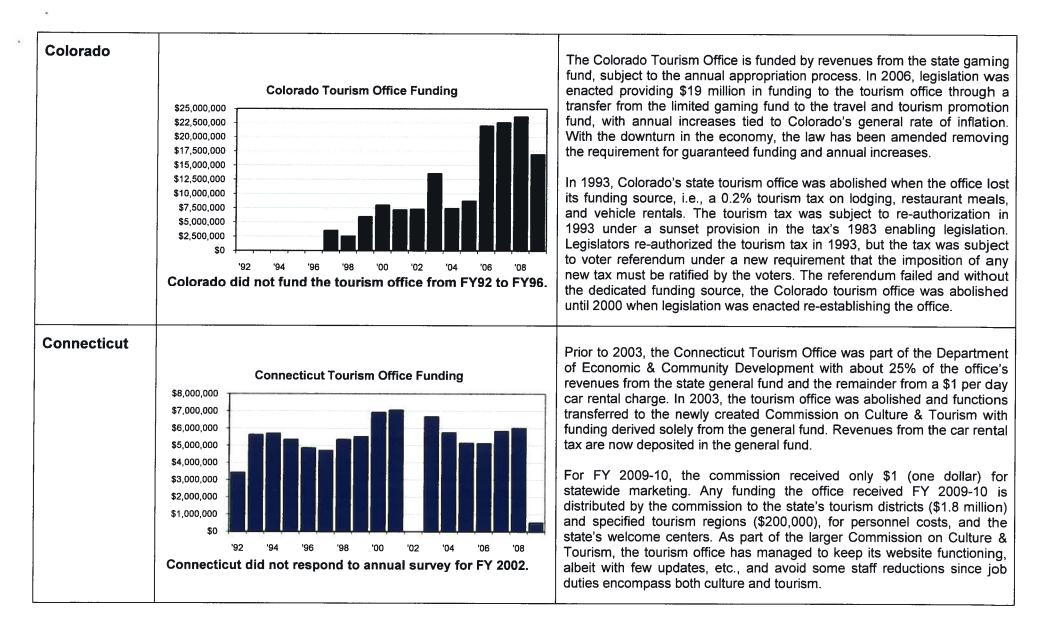


The California Travel and Tourism Commission (CTTC) is a private, nonprofit corporation authorized through legislation adopted in 1995 as the official entity marketing and promoting the state. CTTC is funded by a mandatory self-assessment on businesses that derive at least 1% of their annual gross receipts from travel and tourism and have at least \$1 million in total gross receipts. The statutorily mandated assessment requires businesses subject to the assessment to pay \$650 per \$1 million of their gross receipts derived from travel and tourism, with passenger car rental companies required to pay 2.5% for rentals at airports and hotels.

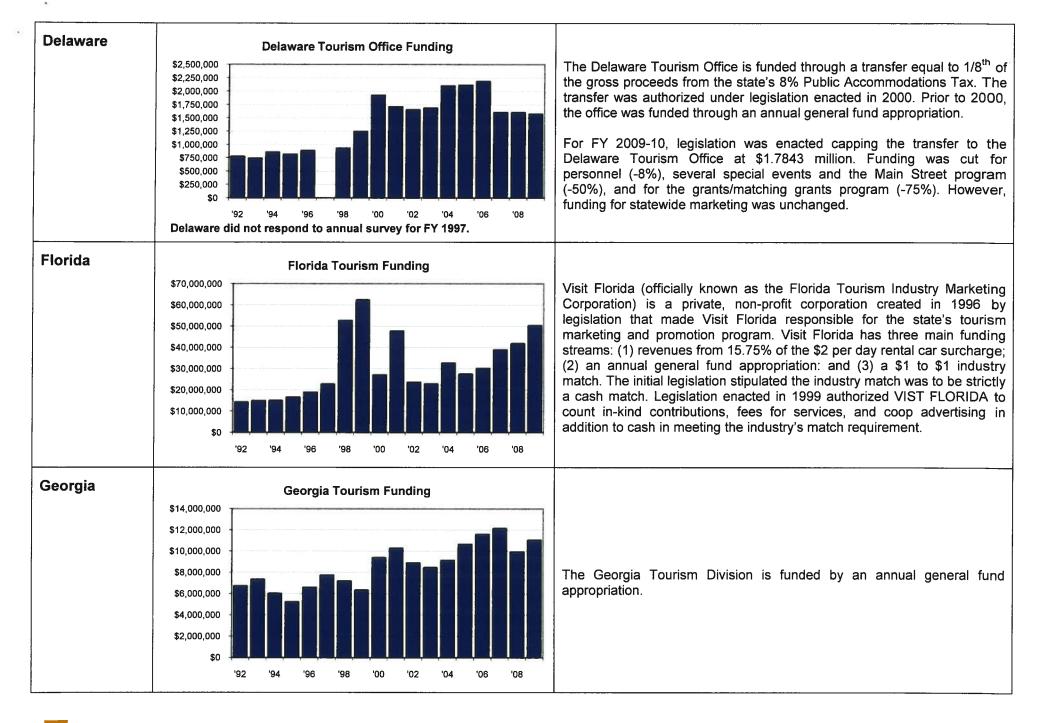
Every 6 years, the self-assessment payment system is subject to a referendum vote by businesses subject to the self-assessment. The initial referendum was in 1997. The legislation was amended in 2006 to substantially increase revenues by subjecting passenger car rentals to the separate and higher 2.5% levy and raising the general assessment rate to \$650 per \$1 million in gross receipts from the measure's original \$450 per \$1 million for the other travel-related businesses. The assessment for the latter category of businesses is capped at \$250,000.

California also maintains a state tourism office, which acts primarily to bill and collect the assessment revenues that fund the CTTC. The assessment staff is funded through the state, but then reimbursed by the commission. The office also manages the state welcome centers. The state contributes \$937,000 in general fund money that goes directly to the commission and is specifically designated for marketing.

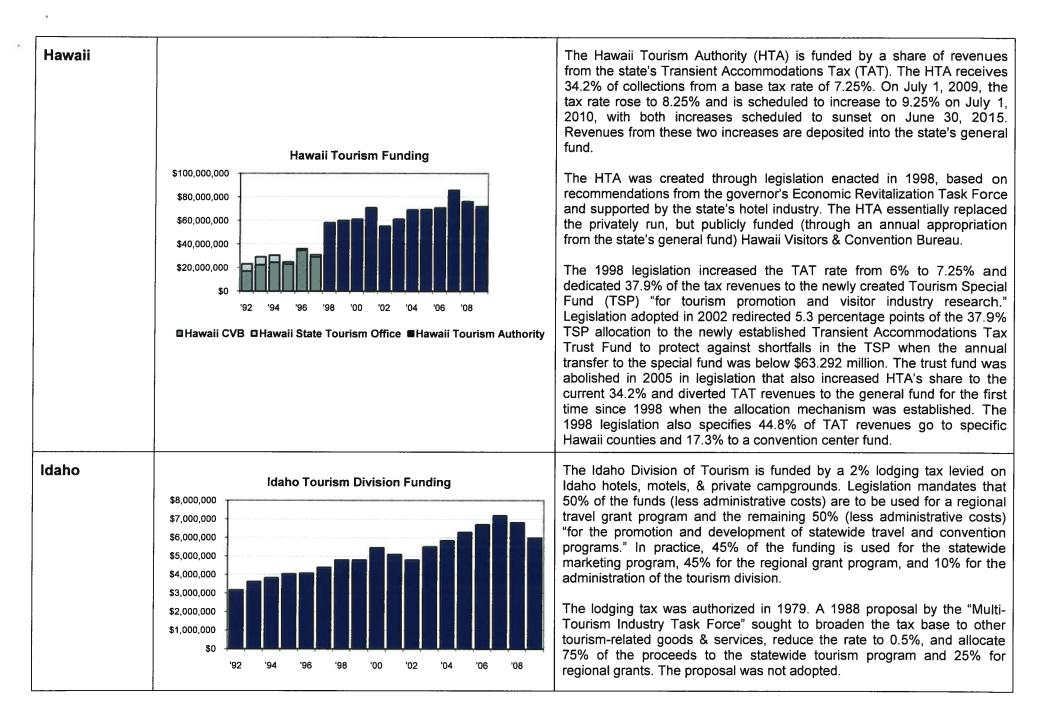




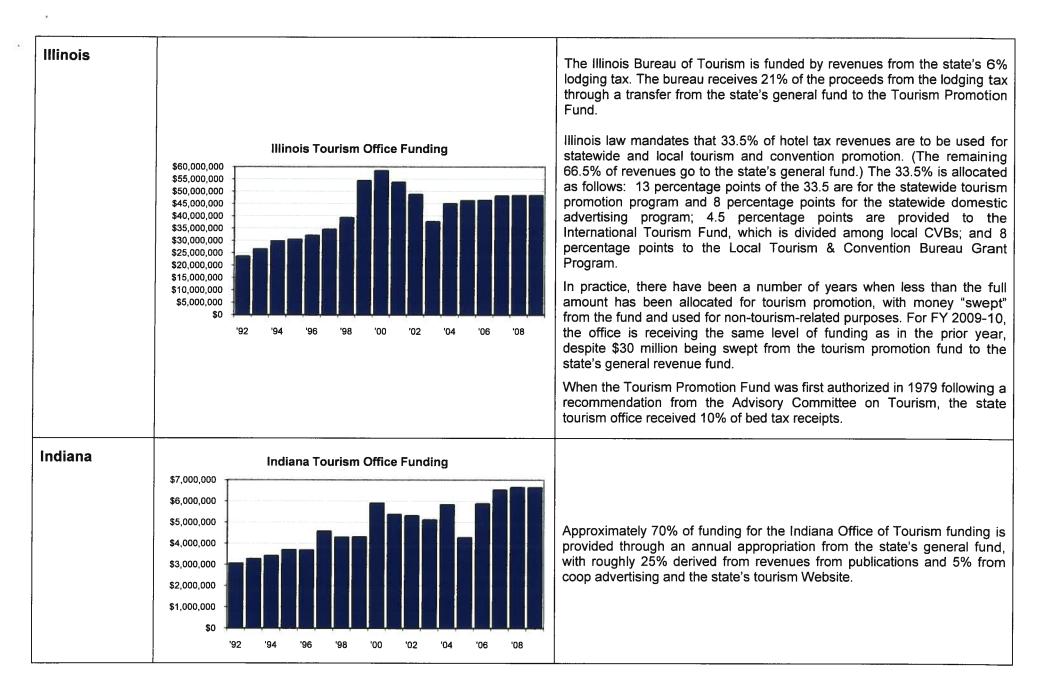




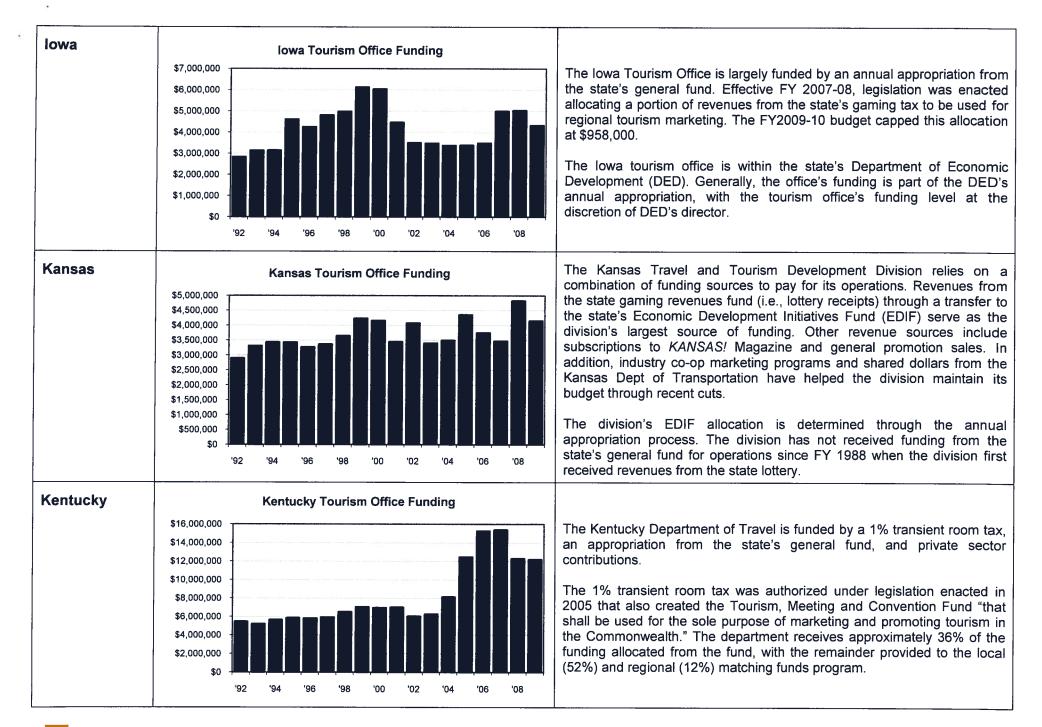




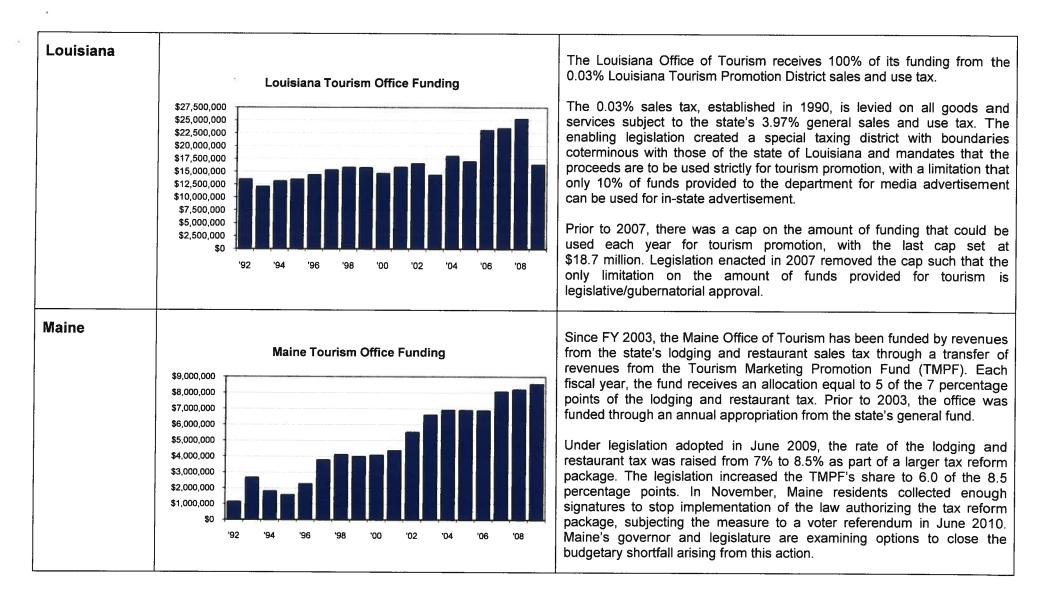




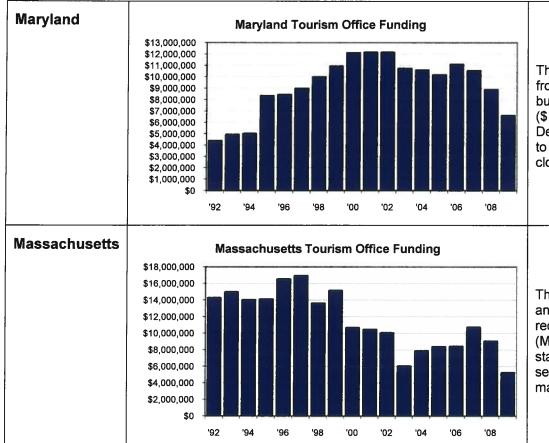








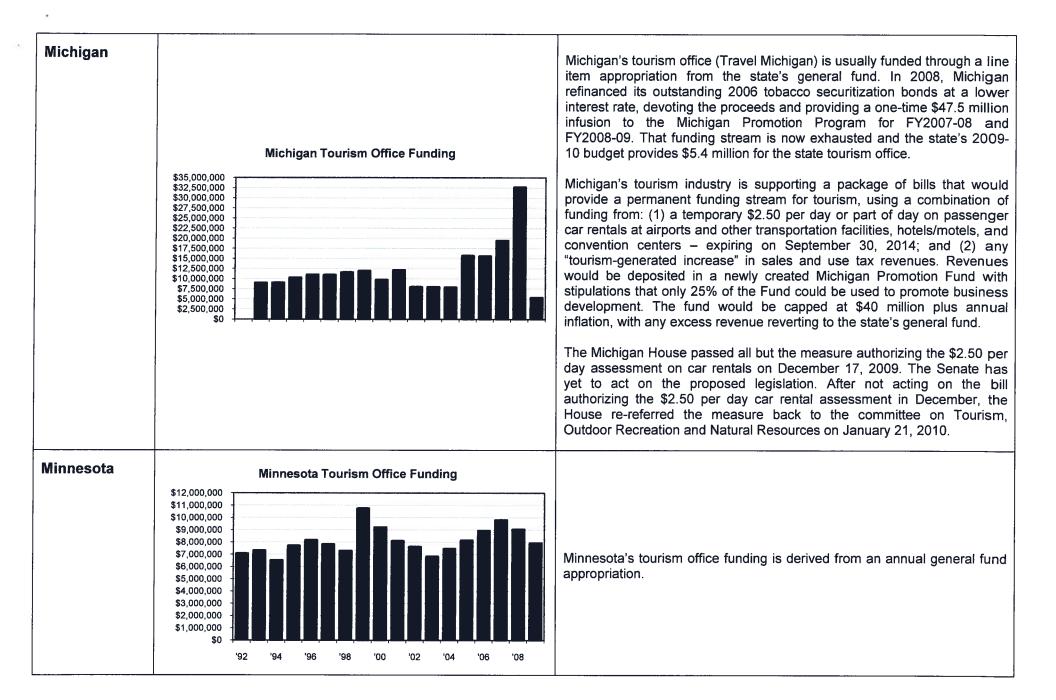




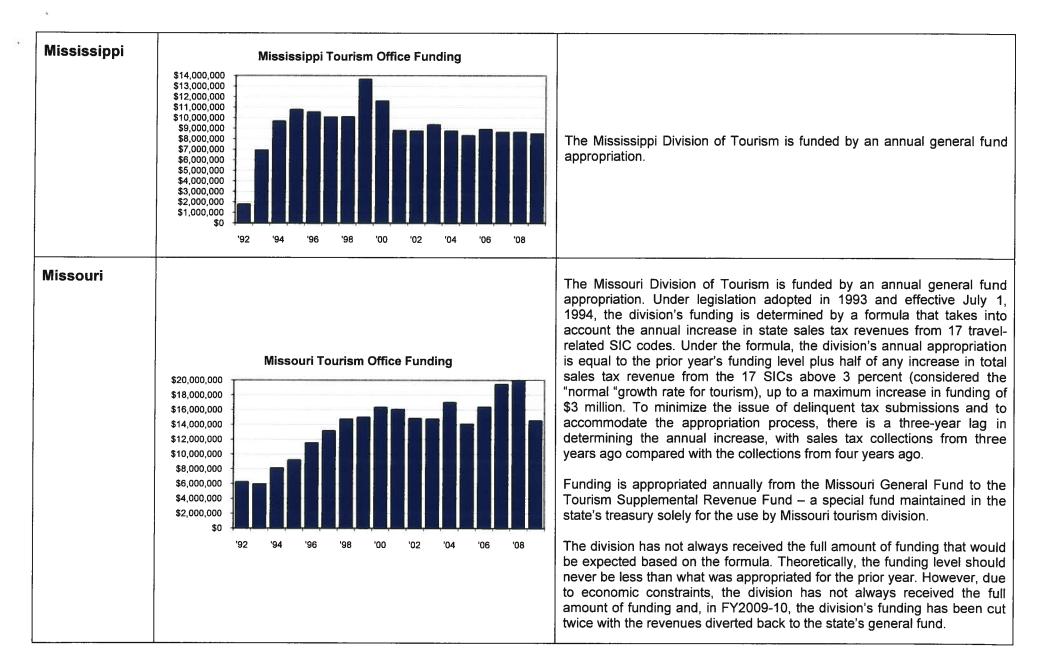
The Maryland Office of Tourism Development's funding is derived solely from an annual general fund appropriation. The office's FY 2009-10 budget has been reduced three times since the budget was enacted (\$1.1 million cut to Tourism Board in July 2009, \$0.5 million cut for local Destination Marketing grants in August 2008, and another \$1.0 million cut to Tourism Board funds in November 2009. In addition, the state has closed five of its ten welcome centers.

The Massachusetts Office of Travel and Tourism (MOTT) is funded by an annual appropriation from the general fund. The office is supposed to receive 40% of the revenues from the Massachusetts Tourism Fund (MTF), with MTF revenues derived from 35% of the proceeds from the state's Room Occupancy Excise Tax. In practice, MOTT's funding for several years has been through an annual general fund appropriation. The mandated funding for MTF was formally suspended in FY2008-09.

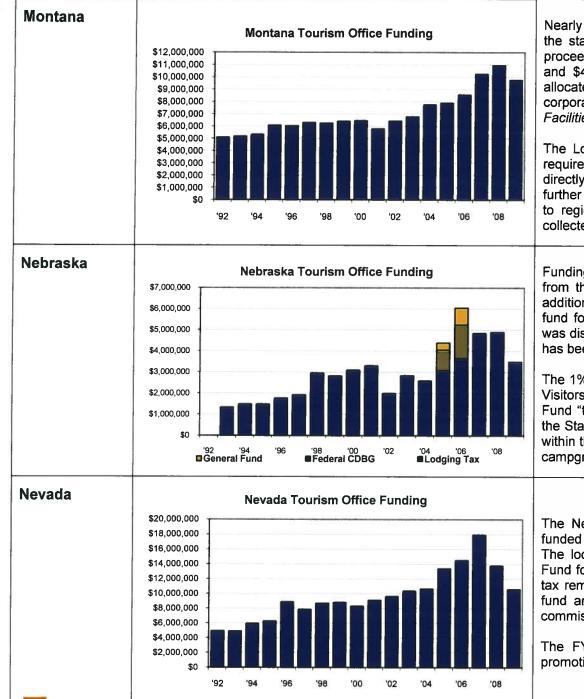












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Nearly 100% of funding for the Montana Office of Tourism is derived from the state's 4% Lodging Facility Use Tax. The office receives 67.5% of proceeds from the tax after deducting revenue department collection costs and \$400,000 for the Montana Heritage Commission. The office must allocate 22.5% of its tax revenues among the state's 6 regional tourism corporations. (In 2003, the state imposed an additional 3% Lodging Facilities Sales Tax with the proceeds going to the state general fund.)

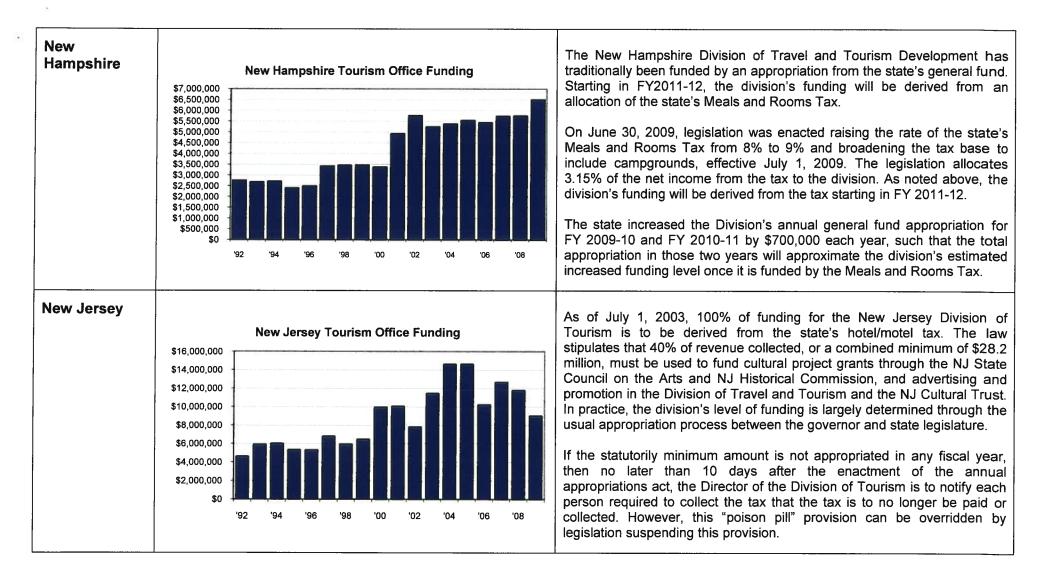
The Lodging Facility Use Tax was established in 1987. The legislation requires 67.5% of revenues (less the mandated deductions) "to be used directly by the department of commerce" for tourism promotion. The law further states that 22.5% of the department's allocation is "to be distributed to regional nonprofit tourism corporations in the ratio of the proceeds collected in each tourism region to the total collected statewide."

Funding for the Nebraska Travel and Tourism Division is largely derived from the state's 1% hotel occupancy tax. Between 2005 and 2008, an additional \$350,000 to \$500,000 was provided annually from the general fund for the Tourism Advantage Matching Grant Program. That program was discontinued in FY2008-09. Also beginning in 2005, the tourism office has been using federal CDBG funds for tourism development projects.

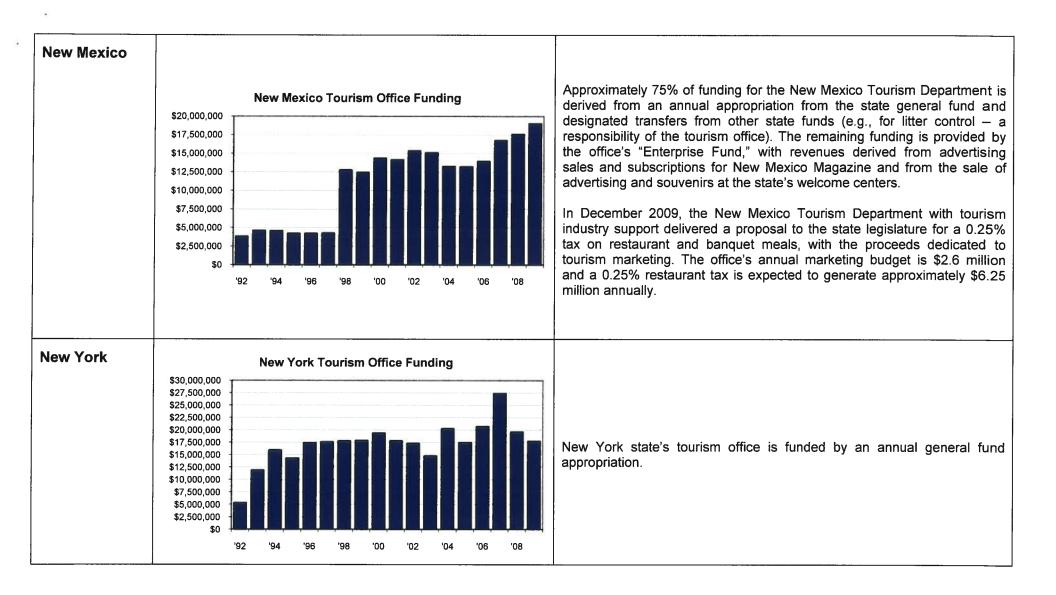
The 1% hotel occupancy tax was established in 1980 under the Nebraska Visitors Development Act that created the State Visitors Promotion Cash Fund "to generally promote, encourage, and attract visitors to and within the State of Nebraska and enhance the use of travel and tourism facilities within the state." The definition of "hotel" is broad and includes B&Bs, inns, campgrounds, lodging houses, etc., as well as hotels and motels.

The Nevada Commission on Tourism (NCOT) budget is almost totally funded by revenues from an allocation of 3/8th of a 1 percent lodging tax. The lodging tax revenues that fund NCOT are deposited in the state's Fund for Tourism Promotion. The remaining 5/8th of the 1 percent lodging tax remain in the city or county in which the tax was collected. Both the fund and the Commission were established in 1983. About 1% of the commission's funding is derived from conference registration fees.

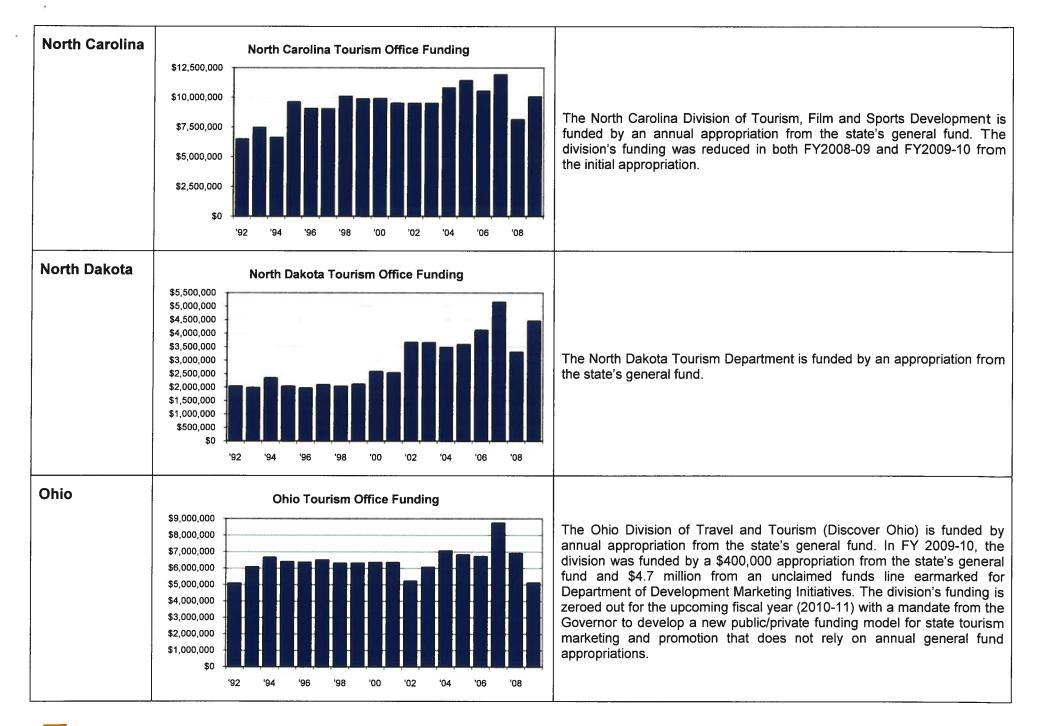
The FY 2009-10 budget mandates that \$2,334,563 from the tourism promotion fund be diverted to the state general fund.



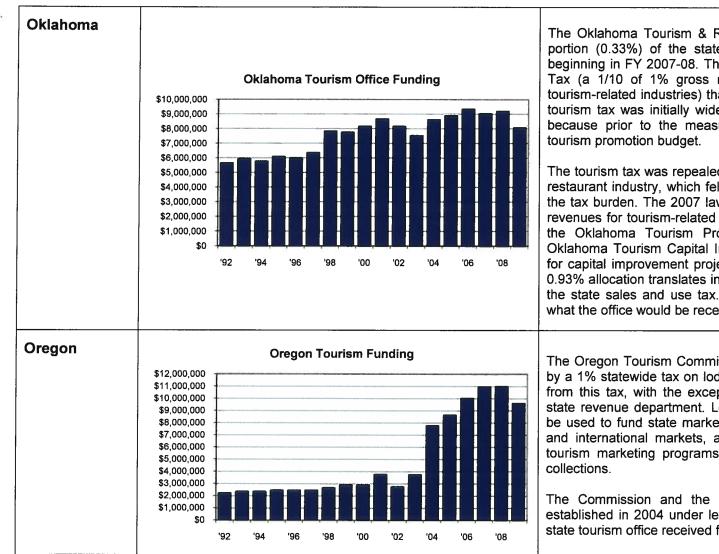












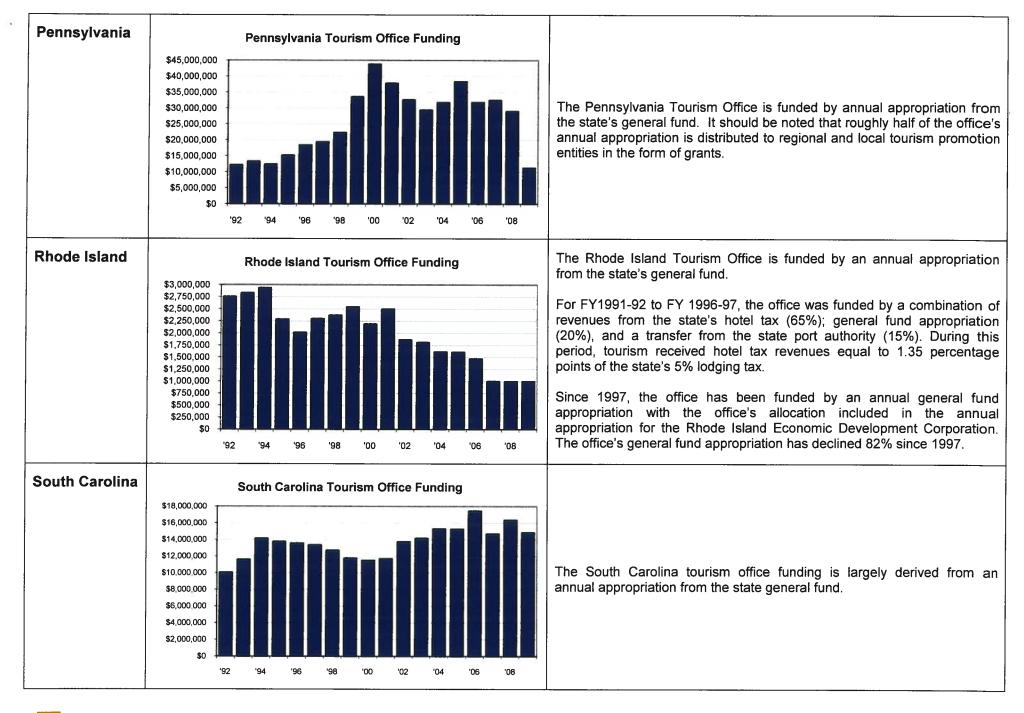
The Oklahoma Tourism & Recreation Department has received a small portion (0.33%) of the state sales and use tax to fund its operations beginning in FY 2007-08. This funding stream replaced the state Tourism Tax (a 1/10 of 1% gross receipts tax on businesses in 14 identified tourism-related industries) that had funded the office starting in 1987. The tourism tax was initially widely supported by the state's tourism industry because prior to the measure's enactment, the state did not have a tourism promotion budget.

The tourism tax was repealed in 2007 with strong support from the state's restaurant industry, which felt it had shouldered an unfairly large share of the tax burden. The 2007 law allocates 0.93% of state sales and use tax revenues for tourism-related activities, with 36% of that amount placed in the Oklahoma Tourism Promotion Revolving Fund and 64% in the Oklahoma Tourism Capital Improvement Revolving Fund (used primarily for capital improvement projects in the state's park system). The 36% of 0.93% allocation translates into the tourism department receiving 0.33% of the state sales and use tax. This funding stream is at least 10% above what the office would be receiving under the previous tourism tax.

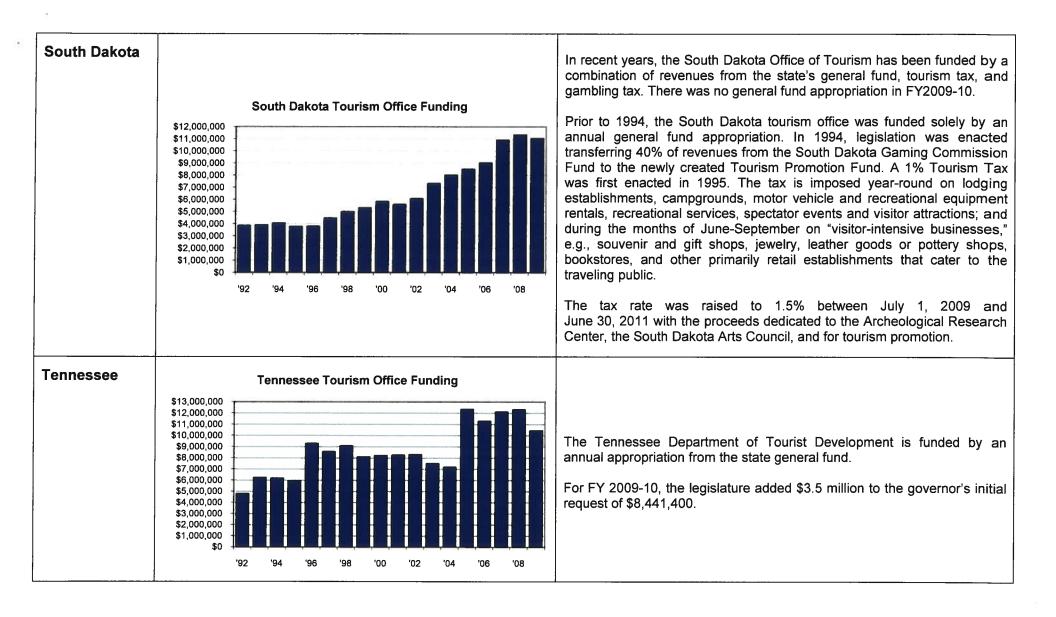
The Oregon Tourism Commission is semi-independent and funded solely by a 1% statewide tax on lodging. The Commission receives all proceeds from this tax, with the exception of administrative costs retained by the state revenue department. Legislation stipulates 80% of revenues are to be used to fund state marketing programs – with a focus on out-of-state and international markets, and 15% distributed to regional cooperative tourism marketing programs in a proportion that reflects each region's collections.

The Commission and the dedicated 1% statewide lodging tax were established in 2004 under legislation enacted in 2003. Prior to 2004, the state tourism office received funding from an annual appropriation.

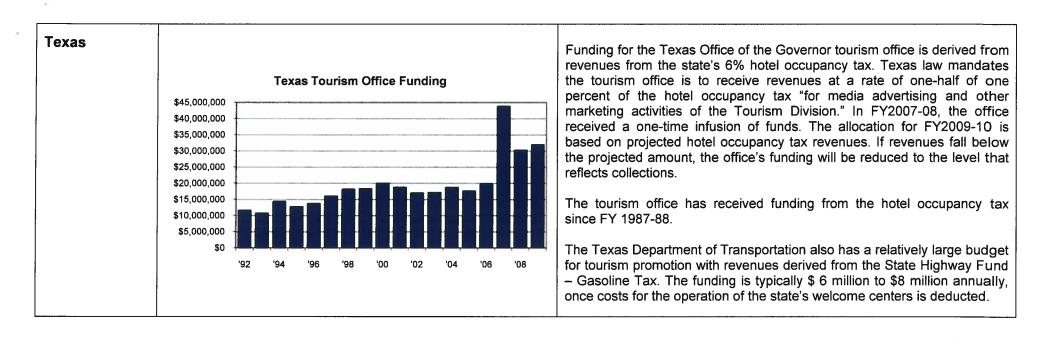




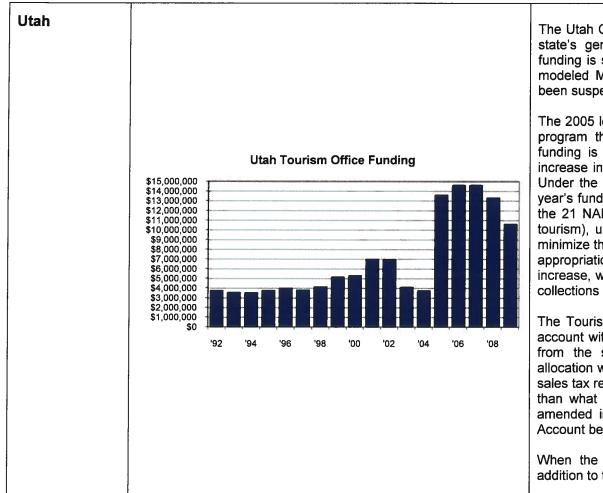












The Utah Office of Tourism is funded by an annual appropriation from the state's general fund. Under legislation enacted in 2005, the level of funding is supposed to be determined according to a formula that largely modeled Missouri's tourism funding formula. However, that system has been suspended for FY2009-10.

The 2005 legislation created the Tourism Marketing Performance Account program that models Missouri's tourism funding program. The office's funding is determined by a formula that takes into account the annual increase in state sales tax revenues from 21 travel-related NAICs codes. Under the formula, the office's annual appropriation is equal to the prior year's funding level plus half of the growth in total sales tax revenue from the 21 NAICs above 3 percent (considered the "normal "growth rate for tourism), up to a maximum annual increase in funding of \$3 million. To minimize the issue of delinquent tax submissions and to accommodate the appropriation process, there is a two-year lag in determining the annual increase, with sales tax collections from two years ago compared with the collections from three years ago.

The Tourism Marketing Performance (TMP) Account (TMP), a restricted account within the general fund, was seeded with a \$10 million allocation from the state's general fund with the stipulation the general fund allocation would be reduced by \$1 million each year and replaced with the sales tax revenues. Theoretically, the office's funding should never be less than what was received in the prior year. However, the legislation was amended in 2009 requiring that for FY2009-10, \$6 million in the TMP Account be transferred to the state's general fund.

When the legislation was enacted, the TMP Account funding was in addition to the office's annual \$3.9 million annual appropriation.



