



# Economic Development Advisory Board Regular Meeting

## Agenda

**August 12, 2025 @ 8:15 AM**

City Hall Commission Chambers  
401 S. Park Avenue

### welcome

Agendas and all backup material supporting each agenda item are accessible via the city's website at [cityofwinterpark.org/meetings/](http://cityofwinterpark.org/meetings/) and include virtual meeting instructions.

### assistance & appeals

Persons with disabilities needing assistance to participate in any of these proceedings should contact the City Clerk's Office ([407-599-3277](tel:407-599-3277)) at least 48 hours in advance of the meeting.

"If a person decides to appeal any decision made by the Board with respect to any matter considered at this hearing, a record of the proceedings is needed to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based." (F.S. 286.0105).

### please note

Times are projected and subject to change.

- 
- 1. Call to Order**
  - 2. Consent Agenda**
    - a. Approve the minutes of July 8, 2025 1 Minute
  - 3. Public Comments (for items not on the agenda): Three minutes allowed for each speaker**
  - 4. Action Items**
    - a. Approval of NEC contract for FY25-26 20 minutes
  - 5. Non-Action Items**
    - a. FY25-26 Goals 10 minutes
    - b. Scorecard Review 5 minutes
    - c. Balmoral Group White Paper
  - 6. Staff Updates**
    - a. EDAB Commercial Performance Report - August 2025 5 minutes
  - 7. Board Comments**
  - 8. Upcoming Agenda Items**
    - a. Next meeting: September 9th, 2025
  - 9. Adjournment**



Economic  
Development  
Advisory Board

# agenda item 2.a

**item type**

Consent Agenda

**meeting date**

August 12, 2025

**prepared by**

**approved by**

Bahiyyah Muhammad-Layton, Board  
Coordinator

**subject**

Approve the minutes of July 8, 2025

**motion | recommendation**

**background**

**alternatives | other considerations**

**fiscal impact**

**attachments**

1. EDAB-mins-2025-07-08 DRAFT



# Economic Development Advisory Board

## Regular Meeting Minutes

July 8, 2025 at 8:15 AM

City Hall Commission Chambers  
401 S. Park Avenue

### **Present**

Sarah Grafton, Lauren Zimmerman, Phillip Anderson, Alan Chambers

### **Absent**

Roda Carter, Miguel De Arcos

### **Staff Present**

Assistant Director of Economic Development and CRA Kyle Dudgeon, Director of Office of Management & Budget Peter Moore

### **1. Call to Order**

Called to order at 8:22 am

### **2. Selection of Chair and Vice Chair**

- a. Selection of Chair and Vice Chair

**Motion made by Sarah Grafton to nominate Phil Anderson as Chair, seconded by Alan Chambers. The motion carried unanimously by a 4-0 vote.**

**Motion made by Alan Chambers to nominate Sarah Grafton as Vice-Chair, seconded by Phil Anderson. The motion carried unanimously by a 4-0 vote.**

### **3. Consent Agenda**

- a. Approve the minutes of June 10, 2025

**Motion made by Phil Anderson to approve the minutes, seconded by Alan Chambers. Motion carried unanimously with a 4-0 vote.**

### **4. Public Comments (for items not on the agenda)**

### **5. Action Items**

### **6. Non-Action Items**

- a. EDAB Intro Cont.

Mr. Anderson explained the yearly approach to EDAB and guided board members to turn to page 42 in the packet. He (re)introduced the following principles previously discussed by the board:

1. Winter Park aims to maintain quality of life and sustain the tax base that supports it.

2. In 2016, residents' visioning exercise generated a word cloud highlighting the top three points of emphasis: history and heritage, village ambiance and small-town charm, and proactive planning for future growth.

3. He mentioned the retail study which focused on all commercial corridors, but with emphasis on Park Avenue.

4. The Winter Park budget encompasses the General Fund, which is consistently balanced, along with a \$20 million emergency reserve. It boasts the lowest millage rate in Orange County and the fastest emergency response times within the region. The city benefits from diverse revenue streams, and its enterprises, including the power and water companies, are managed efficiently. City staff possess the capability to adjust spending and remain within revenue during crises. Additionally, the city maintains a high bond rating.

He additionally referenced the following backup material in the agenda:

Page 10

The definition of the Economic Development Advisory Board (EDAB) and its guiding principles used to implement its initiative projects and programs.

Page 12

The word cloud displayed a collection of responses from over 700 Winter Park residents, highlighting what matters most to them. The largest word represents the top response.

Page 20

The graph comparing millage rates in Orange County was shown, with Winter Park having the lowest rate.

Page 25

Since Winter Park purchased its own power company, the city has the lowest rates per 1000 kWh while remaining profitable. The profits are used to fund undergrounding projects and to contribute to the general fund for other city services.

Page 38

Retailers in Winter Park attract a broader customer base than just the local residents. The Placer data helps track the origins of cell phone users to understand where shoppers are coming from.

b. FY25-26 Goals

Staff provided a general framework for consideration for the next year including updating the scorecards, developing comprehensive suggestions for the West Fairbanks area, review economic values based on sector industries, and examine business retention and expansion using location quotients (LQ) for specific industries in Winter Park.

Ms. Zimmerman noted on page 27 that when showcasing the retail vision, maintain the ambiance of Winter Park by emphasizing local retailers rather than large chain stores.

Mr. Chambers mentioned that the Park Avenue District was informed by a consultant that it needs a premier women's retail establishment to attract the type of demographic that bypasses Park Avenue in favor of Millenia. The preference is for a high-end, locally owned women's retail store. Ms. Grafton proposed a study to identify effective marketing techniques for specific areas. Mr. Anderson recommended advancing the corridor discussion to the next level.

c. Scorecard Review

During the last meeting about the scorecard template, the board mentioned that the visual was hard to read and appeared too busy. Mr. Dudgeon asked for suggestions to rectify. It was recommended to use color coding for the sections, which is easier on the eyes, and to remove unnecessary graphics. There are four scorecard versions: residential, business owners, investors, and Park Avenue version.

**7. Staff Updates**

- a. EDAB Commercial Performance Report
- b. Staff Updates

Mr. Dudgeon displayed the Winter Park Business Academy (WPBA) upcoming podcasting class. He also provided an update on the Balmoral group study that looks at the economic impact on specific sectors. He noted a significant increase in financial activities and information contributing to the economic growth in Winter Park. He mentioned bringing forward the full white paper at the next meeting.

**8. Board Comments**

**9. Upcoming Agenda Items**

- a. August 12, 2025 @ 8:15 next meeting

**10. Adjournment**

The meeting adjourned at 9:31 a.m.

Approved by the board on  
/s/ Bahiyyah Layton, Board Coordinator



# Economic Development Advisory Board

# agenda item 4.a

**item type**

Action Items

**meeting date**

August 12, 2025

**prepared by**

Kyle Dudgeon, Assistant Division Director of  
Economic Development/CRA

**approved by**

Bahiyyah Muhammad-Layton, Board  
Coordinator

**subject**

Approval of NEC contract for FY25-26

**motion | recommendation**

Approve as requested

**background**

The 2021 EDAB strategic and action plan described the opportunity to evaluate new programs for expanding businesses in Winter Park (Focus Area 3, strategy 1) and to establish roundtable sessions with market and subject matter experts for educational outreach (Focus Area 4, strategy 1). Further, as part of their review of the 2022 retail strategies report, the Commission directed staff to find strategies for the development of small and minority business, and home-based entrepreneurs. This as a collective direction, in addition to Commission guidance, beget the advent of the Winter Park Business Academy (WPBA). Beginning in September 2023, the program successfully executed two pilot programs as well as a full year of programming through FY24-25. Monthly workshop classes under each pilot has varied in nature but included such program topics as:

- Business Finance
- Sources of Capital
- Digital Marketing 101
- Brand Positioning Strategies
- AI and How to Use It For Your Business

Since inception, the city has identified over 517 individual attendees in all sessions, including fields such as professional services, physical therapy, biomed, interior design, accounting, and financial services. The program also won a top billing at this past year's East Central Florida Regional Planning Council Diamond Awards.

The attached proposal is for a 12-month continuation of the program which includes both workshops and one-on-one educational business programming (under SCORE) for those seeking support. There is no cap on the number of businesses that can be included. The

agreement also provides for an uninterrupted continuation of the existing program scheduled to end in October 2026.

### **alternatives | other considerations**

Amend the program

Do not consider the program

### **fiscal impact**

\$41,200

### **attachments**

1. Winter Park\_NEC\_Service Agreement 2025\_072825\_DP rev 8.1.2025
2. NEC WPBA Mid Year Report Oct 24-Mar 25
3. ECFRPC Diamond Award \_ Facebook

# Fixed Price Service Agreement

Between  
City of Winter Park  
401 South Park Avenue, Winter Park, Florida 32789  
and  
University of Central Florida Research Foundation, Inc.  
3100 Technology Parkway, Suite 201, Orlando, FL 32826-3281

This Service Agreement (“Agreement”) is made and entered into by and between City of Winter Park (“Service Requestor”), a Florida municipal corporation, organized under the laws of Florida and the University of Central Florida Research Foundation, Inc. (“UCFRF”), a direct support organization and instrumentality acting for the benefit of and on behalf of The University of Central Florida Board of Trustees (“UCF”) for the benefit of the National Entrepreneur Center; individually, “Party”, or collectively, “Parties”.

In consideration of the following and for the good and valuable consideration, the receipt and sufficiency of which is hereby acknowledged, Service Requestor and UCFRF agree as follows:

## 1. TERM

UCFRF will perform the Services, described in Exhibit A, incorporated by reference herein, beginning on October 1, 2025 and shall not extend beyond October 30, 2026 unless the period is extended by modification of this Agreement.

## 2. FINANCIAL SUPPORT AND PAYMENT

2.1 Service Requestor hereby agrees to pay UCFRF a fixed fee of \$41,200 Payment schedule is as follows:

Upon Execution	\$41,200.00
<b>TOTAL</b>	<b>\$41,200.00</b>

2.2 In accordance with the invoicing schedule, invoices shall be submitted to:

Name City of Winter Park Attn: CRA  
401 S Park Avenue  
Address  
City, State Zip Winter Park, FL 32789  
Email kdudgeon@cityofwinterpark.org

2.3 Payment by check shall be made payable to University of Central Florida Board of Trustees and remitted to:

University of Central Florida  
PO Box 160119  
Orlando, FL 32816-0119

2.4 Service Requestor agrees to pay \$25.00 USD Fee for any payments made by wire transfer.

2.5 UCFRF may choose to discontinue performance of the Services if Service Requestor fails to pay any invoice within thirty (30) days of receipt.

### **3. REPORTS**

UCFRF will provide Service Requestor a Mid-Year and Final report summarizing the results of the Services, as described in Exhibit A. Work Sessions and Classes may vary dependent upon the nature of business needs and support in the community.

### **4. ADMINISTRATIVE CONSIDERATION**

Service Requestor understands that UCFRF does not have any employees, and that all personnel performing under this Agreement are employees or agents of UCF. As a result, and notwithstanding anything to the contrary hereunder, UCFRF shall be able to disclose confidential information, as described in this provision, to employees of UCF who have a legitimate need to know the confidential information.

### **5. INTELLECTUAL PROPERTY**

5.1 Service Requestor hereby provides UCFRF a non-exclusive, royalty-free, fully paid up license to use any materials Service Requestor provides to UCFRF. UCFRF shall not use such materials in any manner other than for the provision of the Services.

5.2 Service Requestor will receive title to any data or test results generated. Title to all other intellectual property including, without limitation, any inventions and discoveries conceived or first reduced to practice, all computer software, works, and material developed in the course of performance of the Services, whether or not protectable by patent, trade secret or copyright shall be owned by UCFRF.

5.3 Notwithstanding any other provision of this Agreement to the contrary, UCFRF and UCF reserve an irrevocable, non-exclusive, royalty-free, nontransferable license to make and use the intellectual property, data, and test results generated hereunder for educational and research and development activities practiced by UCFRF and UCF.

### **6. PUBLICATION**

Any research or research results generated in conjunction herewith shall be subject to unrestricted publication or dissemination provided that such publication or dissemination will not compromise the ability to file for patent protection or inadvertently divulge proprietary information of a Party.

### **7. NO REPRESENTATIONS AND WARRANTIES**

UCFRF IS A 501(C) (3) NON-PROFIT DIRECT SUPPORT ORGANIZATION OF UCF. UCFRF AND UCF MAKE NO REPRESENTATIONS AND EXTEND NO WARRANTIES OF ANY KIND, EITHER EXPRESS OR IMPLIED WITH REGARD TO THE SERVICES PERFORMED UNDER THIS AGREEMENT. THERE ARE NO EXPRESS OR IMPLIED WARRANTIES OF MERCHANTABILITY OR FITNESS FOR A PARTICULAR PURPOSE, OR THAT ANY SERVICES OR INTELLECTUAL PROPERTY PROVIDED OR DEVELOPED BY UCFRF UNDER THIS AGREEMENT WILL NOT INFRINGE ANY THIRD-PARTY PATENT, COPYRIGHT, TRADEMARK, OR OTHER THIRD-PARTY RIGHTS. UCFRF AND UCF MAKE NO REPRESENTATION AS TO THE USEFULNESS OF ANY SERVICE DELIVERABLE OR INTELLECTUAL PROPERTY. IF SERVICE REQUESTOR CHOOSES TO EXPLOIT SERVICE DELIVERABLES OR INTELLECTUAL PROPERTY IN ANY MANNER WHATSOEVER, IT DOES SO AT ITS OWN RISK.

### **8. LIMITATION OF DAMAGES**

In no event shall UCFRF, UCF or Service Requestor be responsible for any indirect damages, incidental damages, consequential damages, lost goodwill, lost profits, lost business and/or any indirect economic damages whatsoever regardless of whether such damages arise from claims based upon contract, negligence, tort (including strict liability or other legal theory), a breach of any warranty or term of this Agreement, any materials or information provided by any Party to any other Party, and regardless of whether it was advised or had reason to know of the possibility of incurring such damages in advance. The foregoing limitation of liability will survive any termination of this Agreement and will apply without

regard to any other provision of this Agreement which may have been breached or have been proven ineffective.

## **9. ASSUMPTION OF RISK**

9.1 UCFRF and UCF expressly retain all rights, benefits, and immunities of sovereign immunity in accordance with Section 768.28, Florida Statutes, and nothing in this Agreement shall be deemed as a waiver of sovereign immunity or limits of liability beyond any statutory waiver. The Parties acknowledge and agree that UCFRF is a direct support organization acting on behalf of and as an instrumentality of UCF and that the cap on the amount and liability of UCFRF and UCF for damages regardless of the number or nature of claims in tort, equity, or contract shall not exceed the lesser of the (i) dollar amount set by the legislature for tort in Section 768.28, Florida Statutes or (ii) policy limits of UCFRF's insurance coverage. Service Requestor agrees, at its sole expense, to defend, indemnify and hold harmless UCFRF and UCF and their respective officers, employees, servants, and agents, and the UCF Board of Trustees from and against any and all suits, claims, demands, penalties, fines, charges, causes of action, damages, losses, liabilities, costs and expenses (including without limitation attorneys' fees) arising from or related to intellectual property infringement for content provided by Service Requestor under this Agreement or for any action or inaction taken by Service Requestor under this Agreement.

9.2 **No Waiver of Sovereign Immunity.** CITY is a municipal corporation and expressly retains all rights, benefits, and immunities of sovereign immunity in accordance with common law and § 768.28, Florida Statutes. Regardless of anything set forth to the contrary in this Agreement, nothing in this Agreement may be interpreted or otherwise deemed as a waiver of immunity or limits of liability of the CITY beyond any statutory limited waiver of immunity or limits of liability that may have been or may be adopted by the Florida Legislature, and the cap on the amount and liability of the CITY for damages, regardless of the number or nature of claims in tort, equity, or contract, may not exceed the dollar amount set by the legislature for tort. Nothing in this Agreement may inure to the benefit of any third party for the purpose of allowing any claim against the CITY, which claim would otherwise be barred under the doctrine of sovereign immunity or by operation of law.

9.3 Each Party assumes any and all risks of personal injury and property damage attributable to the negligent acts or omissions of that Party and its officers, employees, servants, and agents thereof while acting within the scope of their employment.

## **10. TERMINATION**

10.1 Either Party may terminate this Agreement for any reason upon thirty (30) days written notice to the other.

10.2 Service Requestor will pay UCFRF any costs or non-cancellable obligations which have accrued or been encumbered up to the actual date of termination and Service Requestor will not be relieved of the obligation to pay those costs because of a termination hereunder.

## **11. CONFIDENTIAL INFORMATION**

Should it be necessary for either Party to disclose confidential information to the other, the Parties will first execute a confidentiality agreement.

## **12. EQUIPMENT**

UCFRF will be accountable for and hold title to all equipment purchased under this Agreement and will be responsible for employing it for the overall purpose of the project. UCFRF agrees to maintain sufficient records to enable Service Requestor to fulfill its accountability. Each Party will be accountable for and keep title to all equipment it owns and utilizes under this Agreement.

### 13. NON-USE OF NAMES

Neither Party may use each other's name or trademarks in any promotion, statement, advertisement, press release or communications to the general public or any third party without each other's express written consent. Any proposed public statement, advertisement, press release or communications by either Party shall be submitted to the other Party for its review and written approval at least thirty (30) days prior to the planned dissemination or publication, unless otherwise required. However, nothing shall prohibit either Party from complying with Florida Statutes 1004.22(2) regarding sponsored research activities.

### 14. EXPORT CONTROL

Each Party acknowledges that it is subject to and agrees to abide by the United States laws and regulations controlling the export or transfer of information, technical data, software, items, materials, mockups/prototypes, biological materials and other items (including the Arms Export Control Act ("AECA"), as amended and enumerated in the International Traffic Arms Regulations ("ITAR") 22 CFR Parts 123-130, and the Export Administration Act ("EAA") of 1979 enumerated in the Export Administration Regulations ("EAR") 15 CFR Parts 300-799. The transfer of such items and technical data may require a license from the cognizant agency of the U.S. Government or written assurances by Service Requestor that it shall not export such items to certain foreign countries and/or foreign persons without prior approval of the cognizant agency. UCFRF neither represents that a license is or is not required or that, if required, it shall be issued.

### 15. NOTICES

All notices and other communication given under this Agreement shall be addressed or sent via electronic mail to the address set forth below unless by a previous notice a different person or address has been designated.

UCFRF Contractual Contact:  
University of Central Florida Research  
Foundation, Inc.  
3100 Technology Parkway, Suite 201  
Orlando, Florida 32826-3281

Attn: Denisha Pierre  
Email: denisha.pierre@ucf.edu

UCFRF Technical Contact:  
National Entrepreneur Center  
3201 E. Colonial Drive, Suite A20  
Orlando, FL 32803  
Attn: Belinda Kirkegard  
Email: Belinda@nationalec.org

Service Requestor Contractual Contact:  
City of Winter Park Procurement  
  
401 S Park Avenue  
Winter Park, FL 32789

Attn: Kyle Dudgeon  
Email: kdudgeon@cityofwinterpark.org

Service Requestor Technical Contact:  
City of Winter Park  
401 S Park Ave  
Winter Park, FL 32789  
Attn: Anne Sallee  
Email: asallee@cityofwinterpark.org

### 16. MISCELLANEOUS

16.1 This Agreement will be governed by the laws of the State of Florida and the United States. Any dispute between the Parties concerning this Agreement shall be decided in a court of competent jurisdiction of the Parties and the subject matter hereof in Orange County, Florida. The Parties specifically waive the right to any other jurisdiction and venue, and the defense based on inconvenient forum.

16.2 The Parties to this Agreement are and will remain independent contractors and nothing herein will be construed to create a partnership, agency or joint venture between us. Neither Party shall have any

authority to bind the other or the other's representatives in any way and shall not represent to any third party that it has such authority.

16.3 No default, delay, or failure to perform on the part of either Party shall be considered a default, delay, or failure to perform hereunder, if such default, delay, or failure to perform is due to causes beyond either Party's reasonable control including, but not limited to, strike, lockouts, or inactions of governmental authorities; epidemic; pandemic; war; embargoes; fire; earthquake; acts of God; or default of a common carrier. In the event of such default, delay, or failure to perform, any date or times by which either Party is otherwise scheduled to perform shall be extended automatically for a period of time equal in duration to the time lost by reason of the excused default, delay, or failure to perform.

16.4 The Parties understand and agree that a Party may suffer irreparable harm in the event of breach of any of the obligations under this Agreement and that monetary damages may be inadequate to compensate for such breach. Accordingly, the Parties agree that, in the event of a breach, or threatened breach by a Party, of any of the provisions of this Agreement a Party, in addition to any other available rights, remedies or damages, shall be entitled to seek a temporary restraining order, preliminary injunction and permanent injunction in order to prevent or to restrain any such breach by the Party, or its employees, servants, agents and any and all persons directly or indirectly acting for the Party.

16.5 Neither Party may assign or transfer its rights and remedies nor transfer its obligations or subcontract for any of the Services to be performed under this Agreement, in whole or part, without the prior written consent of the other Party. This Agreement is binding upon the Parties and their permitted successors and assigns.

16.6 No waiver or delay by either Party to exercise any right or remedy of any breach of any provision hereof will constitute a waiver of any other breach of that provision or of any other provision hereof.

16.7 If any provision of this Agreement is held invalid, illegal, or unenforceable, the remaining provisions shall not be affected or impaired but shall remain in full force and effect.

16.8 Each Party represents that it has the right, power, and authority to enter into this Agreement and that it shall comply with applicable state and federal laws in its performance hereunder.

16.9 Modifications to this Agreement may be made in writing signed by authorized signatories of both Parties.

16.10 This Agreement consists of the following parts and constitutes the entire Agreement of the parties with respect to the subject matter hereof. Any other agreement, written or oral, is hereby superseded.

- a. Articles 1-16
- b. Exhibit A – Scope of Work and Deliverables

**IN WITNESS WHEREOF**, this Agreement has been duly executed as of the date set forth below.

University of Central Florida Research  
Foundation, Inc.

City of Winter Park

By:

By:

Name      Amanda Coveney  
Title      Associate Director  
Date      \_\_\_\_\_

Name      Randy Knight  
Title      City Manager  
Date      \_\_\_\_\_

## EXHIBIT A – SCOPE OF WORK AND DELIVERABLES

UCFRF shall perform the work described below:

Which documents are hereby incorporated into this Agreement by reference with the same force and effect as if set forth herein in full.

The following deliverable items are required:

<b>Due Date</b>	<b>Deliverable</b>
04/30/2026	6-month report (October - March)
10/30/2026	Final Report

**City of Winter Park**  
**Proposed Funding Amount:**  
**\$41,200**

**Funding Term:**  
 12 Month Program

**Funding Period:**  
 10/01/2025 – 09/30/2026

**Breakdown of Fund Utilization**

NEC Program & Administration Communication

**In-Person Business Educational Training**

**Funding Amount: \$31,080**

- Conduct (11) in-person business educational workshops starting October 2025 and strategically tailored to meeting the needs of Winter Park small business owners.
- NEC and the City will continue to work together to develop workshop topics, locations, dates/times, and promotion opportunities for the duration of the contract.

**NEC Service Line Support:**

**Funding Amount: \$ 6,000**

- The NEC’s Central FL International Trade Office (CFITO) will provide any Winter Park Business owner free one- on-one business coaching for businesses interested in import/export opportunities (in-person or virtual sessions available).
- International Trade Master Class Workshops to be provided as requested or needed, separate to by request.
- CFITO trade leads provided to WPBA through the CFITO website.
- BizLink Orange overview provided to all WPBA participants in person or through personal action plan requests.
- CEO Round Tables provided by SCORE Orlando based on WPBA participant interest.
- Continuation of monthly newsletters tailored for academy users, packed with valuable resources and updates, and insights to drive business growth.
- NEC will create all collateral materials to promote upcoming events and activities and share with the City of Winter Park for joint distribution.

**NEC Program Administration & Communications**

**Included**

- The City will be provided with a mid-year and comprehensive final program report.
- NEC will make every effort to collect as much data as requested by the City from WPBA participants.
- NEC will continue the creation and distribution of monthly newsletters, tailored for academy users, packed with valuable resources, updates, and insights to drive business growth.
- NEC will continue hosting and maintaining the all-encompassing WPBA resource page, within the NEC’s BizLink Orange platform and will include any WPBA service line additions.
- NEC will create all its collateral materials to promote upcoming events and activities and share with the City of Winter Park for joint distribution.

**UCF Sponsored Research**

**Funding Amount \$4,120**

- Required 10% administration fee charged by UCF Sponsored Research

**Program Requirements**

- To conduct educational programs for entrepreneurs, the NEC will need the City of Winter Park to continue providing training room/classroom space for activities.
- NEC would ask for support to enhance the marketing of all program components through any City of Winter communication methods available.

# # #



*Prepared by:*

# Mid-Year Program Update

October 1, 2024 – March 31, 2025





# OVERVIEW

## Mid-Term Update (October - March)

The National Entrepreneur Center is pleased to provide this update on the WPBA.



### Executive Summary

Provided by the  
National Entrepreneur  
Center



### Program Timeline

- 12-Month Program
- Started October 1, 2024
- Ends September 30, 2025



### Program Analysis

An in-depth look at  
the services provided.



### Participants

Learn more about  
who engaged with the  
WPBA.



### Statistics

Website traffic, email  
marketing and more.



### Looking Forward

Recommendations  
based on our findings.



# Executive Summary



March 31, 2025

The National Entrepreneur Center (NEC) is pleased to report a strong first half for our partnership on the Winter Park Business Academy! We look forward to continuing to build small businesses in Winter Park and throughout Central Florida.

Here are a few highlights of the statistics outlined in our report:

- **517 Participants:** The total number of entrepreneurs participating in either workshops, webinars, roundtable discussions, and mentoring sessions since inception.
- **16% Local Representation:** Participants in Winter Park 32789/32790/32792 zip codes.
- **4,081 Webpage Views:** In a 6-month period, the CFLBizLink/WinterPark landing page has become a valuable resource, with over **578** unique users seeking entrepreneurial assistance and economic development information.
- **383,860 Reached on Social Media:** Our social media efforts have been very successful, boosting the buzz around town.

We are grateful to the City of Winter Park for actively supporting small businesses and partnering with us on the Winter Park Business Academy.

Please let us know if you have any questions on this report, or if we can be of assistance in any way.

Smile,

Belinda O. Kirkegard  
President

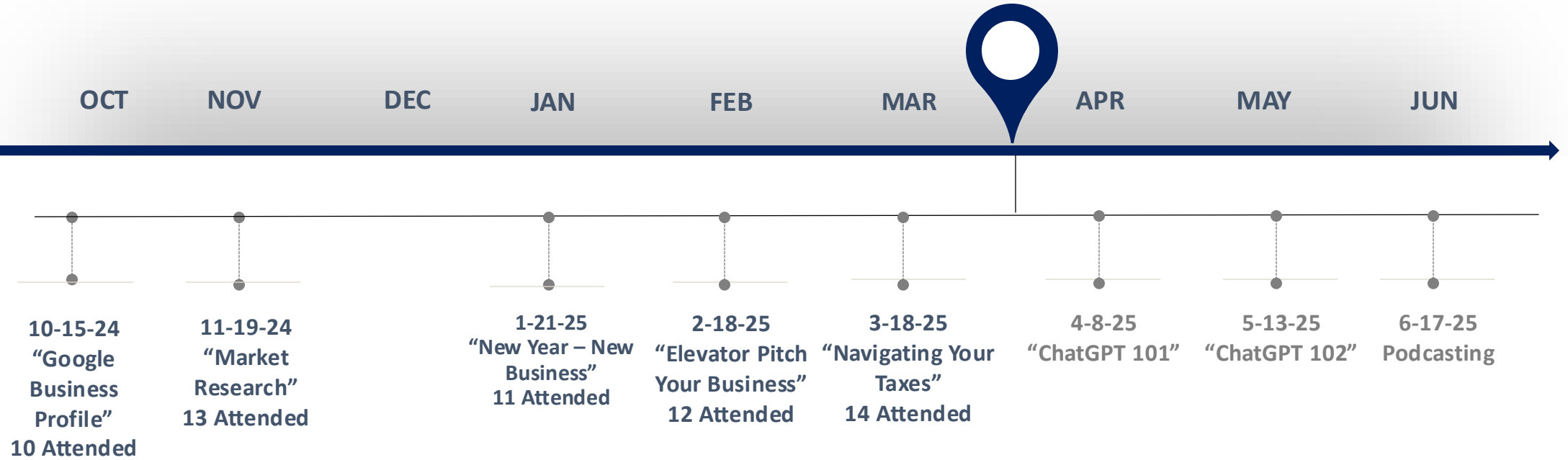




# 2024-2025 Program Timeline

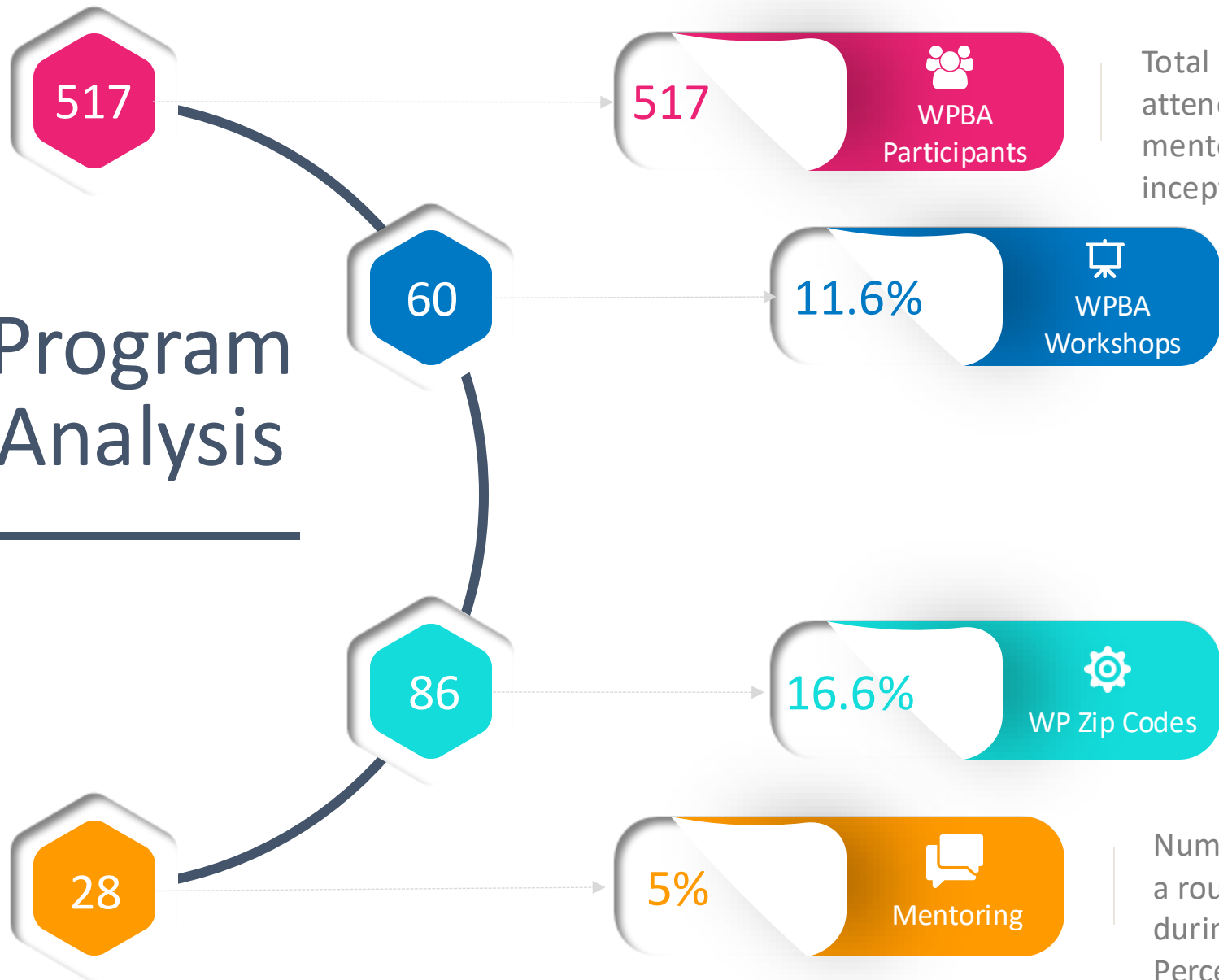
Contract Term: October 1, 2024 – September 30, 2025

## Mid-Term Update





# Program Analysis



Total number of participants that have attended workshops, webinars, or mentoring sessions since program inception.

Number of participants that attended the in-person workshops from October 2024 through March 2025 & its percentage from overall participation from program inception.

Number and percentage of total participants from Winter Park Zip Codes: 32789, 32790, 32792.

Number of participants that attended a roundtable or a mentoring session during this reporting time. Percentage from overall participation.



# January – March Workshops



**Are you ready to be your own boss?**

Join us to discover what you need to know to start and grow a successful business. Why not you? Why not now?



Workshop Instructor:  
**Lois Perry**  
Chapter Chair  
SCORE Orlando

Lois Perry and the Orlando team of SCORE mentors have coached and trained thousands of small business owners. Through one-on-one coaching and hundreds of workshops offered annually, Central Florida's entrepreneurs can easily access the personalized advice, resources and education they need to be successful in their businesses (for FREE)



WINTER PARK BUSINESS ACADEMY

**January 21, 2025**  
**6:00 - 8:00 pm**

Winter Park Library  
1052 W. Morse Blvd., Winter Park, FL 32789

**FREE WORKSHOP**  
**REGISTER TODAY!**  
CFLBizLink.com/WinterPark



This event is brought to you in partnership with:



## ELEVATOR PITCH MY BUSINESS

Make a Great Impression in 30s or Less

**FREE WORKSHOP**  
**FEBRUARY 18, 2025 | 6-8PM**

Winter Park Library • 1052 W. Morse Blvd., Winter Park, FL 32789

In this hands-on workshop, you'll learn how to craft a compelling elevator pitch that grabs attention and effectively communicates your business idea in less than 30 seconds.



Workshop instructor:  
**Karen Kurta**  
President-Elect  
NAWBO Orlando



**REGISTER TODAY!**  
CFLBizLink.com/WinterPark



Brought to you by:



Whether you're pitching to potential investors, clients, or partners, you'll leave with a polished, memorable pitch that makes a lasting impression. Join us to refine your messaging, boost your confidence, and unlock the power of the perfect elevator pitch!

## NAVIGATING YOUR TAXES



WINTER PARK BUSINESS ACADEMY

About the **EVENT**

**3.18.25**  
**6-8PM**

Winter Park Library  
1052 W. Morse Blvd.,  
Winter Park, FL 32789



Free Workshop  
**REGISTER TODAY**  
BizLinkOrange.com/WinterPark



Workshop Instructor:  
**Gustavo Torres Becas, CPA**

- Areas of Expertise
- Payroll
  - Compliance
  - Tax Resolution
  - Business Plans
  - Accounting
  - Audits
  - Business Valuation
  - Forensic Accounting

This event is brought to you by...



*"Having free resources like this for my business is extremely valuable... I look forward to all the events because I come away with great lessons learned and can start applying them to my business."*

Attendee


*"It means a lot to my business to have free workshops like this in Winter Park because it gives us a chance to grow and get support from other local business"*

Attendee



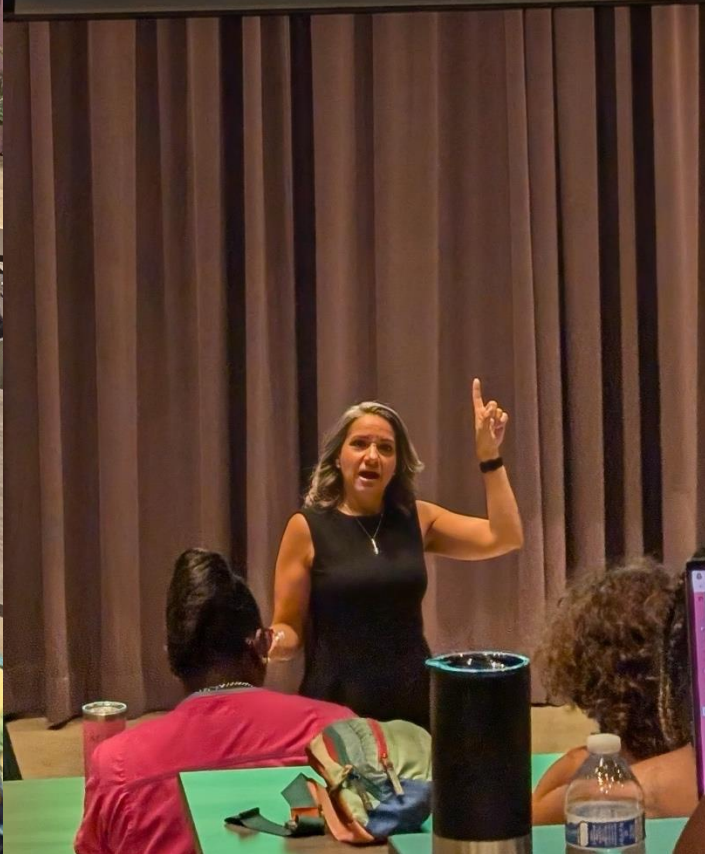


## Use Cases: Perplexity



- ✓ Market Research
- ✓ Ideal Target
- ✓ Client Research
- ✓ Validate A
- ✓ Sales Playb
- ✓ Plan a trip

2024 Copyright © Marley Nonami Incorporated

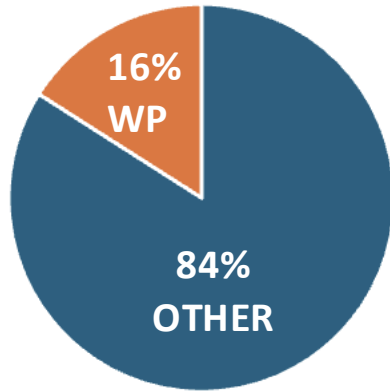




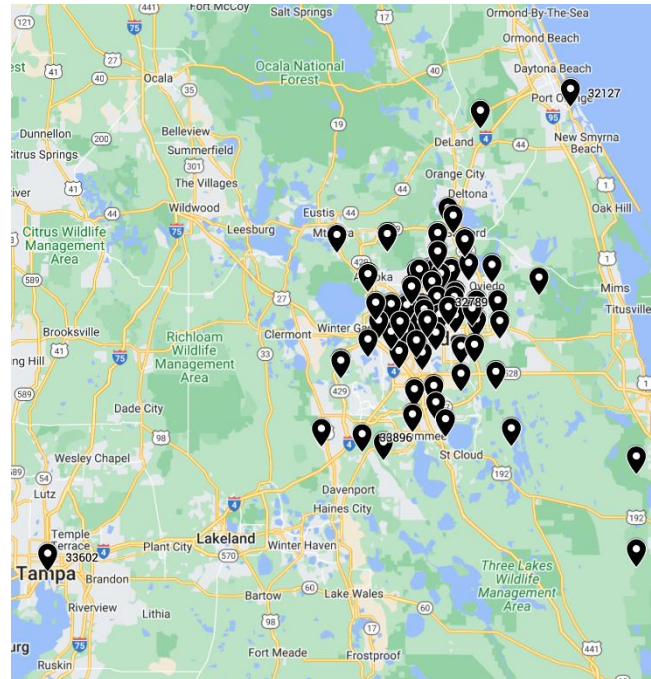
# About WPBA Participants

The WPBA is open to everyone especially those wanting to start a new business or grow an established business within Winter Park city limits.

VIDEO



**WPBA ZIP Codes**  
 Winter Park  
 32789, 32790, 32792 (16%)  
 Other Areas (84%)



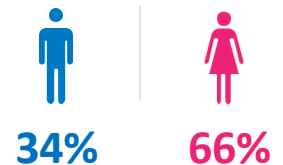
## LEARN MORE

To see the full list of WPBA Participants, refer to Appendix A.

## FUN FACT

Of the participants reporting their industry over "25" have identified as consultants proving WPBA is where professionals go to GROW!

## PARTICIPANTS BY GENDER





# Landing Page Stats



WINTER PARK BUSINESS ACADEMY



The City of Winter Park and its Community Redevelopment Agency (CRA) have partnered with the National Entrepreneur Center (NEC) to provide direct business technical support.

## UPCOMING WORKSHOP



## MARK YOUR CALENDAR

JANUARY - JUNE

**UPCOMING BUSINESS WORKSHOPS**  
Join us for 1 or ALL!

- ✓ January 21 - "New Year, New Business"
- ✓ February 18 - "Elevator Pitch My Business"
- ✓ March 18 - "Navigating Your Taxes"
- ✓ April 8 - "Chat GPT 101"
- May 13 - "Chat GPT 102"

ALL EVENTS  
WINTER PARK LIBRARY  
ALL EVENTS  
6-8PM

## BUSINESS ROUNDTABLE

Save the Date  
**BUSINESS ROUNDTABLE**  
April 8, 2025 | 6-8pm

WPBA

WPBA Landing Page Visits:  
<https://CLFBizLink.com/winterpark/>

**4,081 VIEWS / 578 Unique Users**  
**(October - March)**

# Social Media Stats



**Nationalec / National Entre...**  
Mon 12/30/2024 1:02 pm EST

**NEC & Winter Park Business Academy...**  
Our partnership with the City of Winter Park has created the Winter Park Business...

Video Views: 17

Estimated Minutes Watched: 6m

Engagements: 0

**National Entrepreneur Cen...**  
Thu 2/13/2025 5:00 am EDT

READY. SET. PITCH! In this hands-on workshop, you'll learn how to craft a compelling elevator pitch that grabs...

Impressions: 1,329

Reach: 1,203

Engagements: 37

Engagement Rate (per Impression): 2.8%

**nationalec**  
Thu 3/13/2025 8:17 am EDT

Entrepreneurs, Meet Your Power Duo!  
The Winter Park Business Academy & National Entrepreneur Center are the...

Views: 39

Reach: 24

Engagements: 2

Engagement Rate (per View): 5.1%

**National Entrepreneur Cen...**  
Mon 3/17/2025 7:38 am EDT

Last chance to register! Don't miss the Navigating Your Taxes seminar with NEC & Winter Park Business Academy!

Impressions: 836

Reach: 811

Engagements: 16

Engagement Rate (per Impression): 1.9%

**REACH: 383,860**

Reach includes posts across all platforms (26,410), Facebook boosts (198,512) and LinkedIn ads (158,938)



# Monthly E-Mails to Registrants



## Winter Park Business Academy Oct 8

Sent Email • Sent Oct 8, 2024 at 3:45pm EDT  
346 sends • 150 (45%) opens • 5 (2%) clicks • 15 (4%) bounces • 0 (0%) unsubscribes



## Winter Park Business Academy Nov Events

Sent Email • Sent Oct 30, 2024 at 2:05pm EDT  
367 sends • 186 (53%) opens • 17 (5%) clicks • 16 (4%) bounces • 1 (1%) unsubscribe



## Winter Park Business Academy Happy New Year

Sent Email • Sent Jan 10, 2025 at 12:13pm EDT  
379 sends • 175 (48%) opens • 17 (5%) clicks • 15 (4%) bounces • 1 (1%) unsubscribe



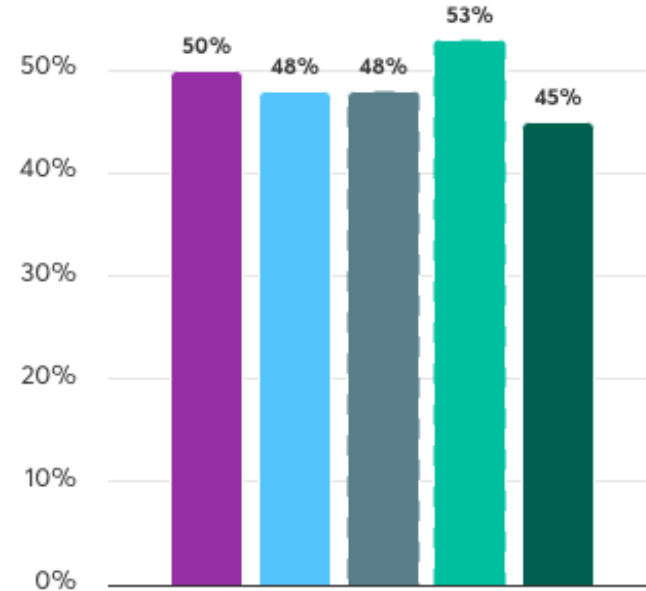
## Winter Park Business Academy Feb Events

Sent Email • Sent Feb 4, 2025 at 2:30pm EDT  
387 sends • 177 (48%) opens • 16 (4%) clicks • 19 (5%) bounces • 0 (0%) unsubscribes



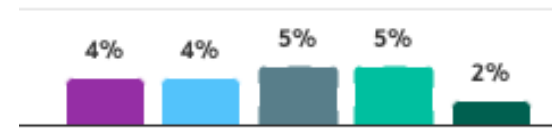
## Winter Park Business Academy March Events

Sent Email • Sent Feb 26, 2025 at 10:11am EDT  
415 sends • 198 (50%) opens • 15 (4%) clicks • 22 (5%) bounces • 0 (0%) unsubscribes



Open Rate

- Winter Park Business Academy March Events
- Winter Park Business Academy Feb Events
- Winter Park Business Academy Happy New Year
- Winter Park Business Academy Nov Events
- Winter Park Business Academy Oct 8



Click Rate

**October -  
March**

**1,894  
Emails Sent**

**886  
Opened**

**70  
Click Throughs**

\* Additional emails were sent as WPBA reminders as well as highlighting events in monthly NEC newsletters.



# Looking Forward

---

Through enhanced collaboration, we anticipate growing interest and participation in WPBA to enrich and empower the Winter Park business community. Aligning with our proposal for services, we also recommend the following:

1. Grow educational offerings (both in-person and online).
2. Increase residence awareness and participation of WPBA with closer collaboration with City Communication Office.
3. Increase strategic marketing efforts: purchasing ads in local publications that include digital marketing opportunities.
4. Optimize in-person survey efforts as digital surveys have not garner desired results.
5. NEC is currently working to revamp WPBA landing page to add more online educational content.





# THANK YOU for your continued support of small business!

We are grateful for this partnership!



*Services provided by:*



### City of Winter Park - Government's post



City of Winter Park - Government

March 4 · 🌐

The Winter Park Business Academy (WPBA), was honored with the Executive Choice Diamond Award by Tara McCue, AICP, Executive Director, [East Central Florida Regional Planning Council](#), at the 2025 East Central Florida Diamond Awards. 🥰

In partnership with the [National Entrepreneur Center](#), the [Winter Park Library](#), & the Center for Micro-Entrepreneurial Training, the WPBA has received immediate success for its ability to coordinate and educate small businesses on various topics relevant for today's busy entrepreneur.

Provided at no cost to each participant, the program is an example of a partnership that works by leveraging the strengths of each partner to create a beneficial program of regional significance. The program offers monthly presentations with topics like "Elevator Pitch My Business", "Navigating your Business Taxes", "Chat GPT 101", and "The Secret Sauce to Communications". One-on-one mentoring, on-demand video learning, and monthly marketing roundtables are available as well. For any entrepreneur with a business they'd like to start or scale up and grow, this program offers something for everyone.

More information & upcoming sessions ➡ [CFLBizlink.com/WinterPark](https://CFLBizlink.com/WinterPark)



👍 17

1 comment 1 share

Like

Comment

Most relevant



# Economic Development Advisory Board

# agenda item 5.a

**item type**

Non-Action Items

**meeting date**

August 12, 2025

**prepared by**

Kyle Dudgeon, Assistant Division Director of Economic Development/CRA

**approved by**

Bahiyyah Muhammad-Layton, Board Coordinator

**subject**

FY25-26 Goals

**motion | recommendation****background**

The board may use this time to identify any other goals for FY25-26. The intent is to continue the general thought process on advising the commission since 'economic development' is a very diverse topic.

**alternatives | other considerations****fiscal impact****attachments**

1. EDAB Basics 7-9-24 - Backup Material
2. EDAB Basics-Orientation- 5-13-25 updates PMA

## EDAB Addendum/Excerpts (PMA 6/30/24)

1. Economic Development Definitions and Guiding Principles
2. Vision 2016 Word Cloud
3. Retail Concepts and Park Avenue- MJB Phase 1 Excerpt
4. Millage Rate Comparison Bar Chart
5. General Fund Budget Pie Chart
6. Winter Park Power Company Rate Comparison Bar Chart
7. Retail Vision
8. Retail Implementation Plan – MJB Phase 2 excerpt
9. Winter Park Market Area- MJB Phase 1 excerpt

## 1. Economic Development Definitions and Guiding Principles



### **Winter Park- Economic Development Definition (April 19, 2022)**

“Economic Development is the creation of wealth from which community benefits are realized. It is more than a jobs program, it’s an investment in growing your economy and enhancing the prosperity and quality of life for all residents.”

The Department follows a number of **guiding principles** in which it follows to execute its initiatives, projects, and programs.

- 1.** Our **quality of life** through the city’s charm and character is our competitive advantage.  
*(Metric example: City report, City Visioning)*
- 2.** Act as fiscal stewards in **growing the tax base** to meet our needs (to support Quality of Life) and ensure future prosperity and safeguard real estate ad valorem growth rate exceeds expense growth  
*(Metric example: City budget metrics, DOR code analysis)*
- 3.** **Attract targeted businesses and workforce** that is resilient, offer opportunity, and add to individual and community prosperity, be a net exporter of high value goods and services, providing thoughtful and premier commercial choices for residents and guests.  
*(Metric example: Location Quotient Report, Wages, Chamber Scorecard)*
- 4.** Maintain the city as a **regional partner and player** while sustaining the city’s scale and character as a **unique economic driver**.  
*(Metric example: Regional organization membership, infrastructure and road spending, consumer trade area market spending)*
- 5.** Embrace and leverage **our location education institutions** for a hireable, talented workforce and clustering that fosters lifelong learning.  
*(Metric example: Census)*
- 6.** Coordinate with city departments and regional efforts on the linkage between availability of **attainable housing and commuting to ensure appropriate job needs** and activation opportunities within the community.  
*(Metrics example: Chamber scorecard)*
- 7.** Winter Park is a welcoming city that strives for **inclusivity and sustainability** as a premier place to live work and play.

## 2. Vision 2016 Word Cloud

# OUR VALUES

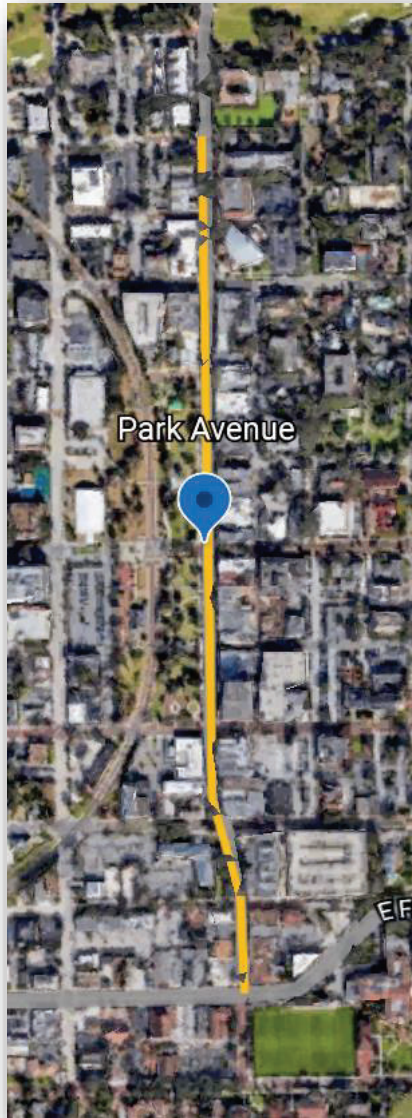
active/healthy lifestyles  
safety/ security  
parks/ recreation  
landscape setting/ wildlife  
diversity  
cultural assets  
family-oriented  
stewardship/ sustainability  
uniqueness  
proactive growth/ future  
thriving commercial areas  
village ambiance/ small town feel  
collaboration/ involvement  
transportation/ transit  
friendly/ welcoming  
quality of life  
creativity  
excellence/ high-quality/ world-class  
tranquility/ calmness  
appeal/ destination  
vibrancy  
pride  
technology  
progressive  
inclusiveness  
education  
history/heritage  
generational appeal  
walkability/ bikability  
aesthetics

3. Retail Concepts and Park Avenue- MJB Phase 1 Excerpt  
Key Concepts:
  - a. **“Critical Mass of Comparison Shopping”**
  - b. **“Dwell Time”**
  - c. **“Flight to Quality”** is part of success
  - d. The high concentration of comparison goods retailers is THE MOST important aspect of Park Avenue’s strength
  - e. Restaurants benefit from retail, particular with midday hours.

## Winter Park's Business Districts and Commercial Corridors

Of course, these consumer segments are not distributed evenly across the study area. Rather, they impact different districts and corridors differently, for a variety of factors, not the least of which is the complex role that the *other* marketplace – the one in which tenants lease (or buy) space from landlords – plays in the ultimate composition of retail mix.

### Park Avenue



Park Avenue today remains the premier “Downtown” in metro Orlando, the only one that offers a walkable *and* authentic “Main Street” experience with a critical mass of comparison goods retailers.

The Mall at Millennia and the Florida Mall are both, well, enclosed malls. Disney Springs is, well, Disney, which trade area residents largely avoid to the extent possible. And while other Downtowns like Winter Garden and Mt. Dora are no doubt ascendant, they draw primarily with food and beverage, presenting little threat at the moment as shopping destination(s).

Generally speaking, the shopping along Park Avenue targets an upmarket (though not luxury) clientele. Yet while it features retailers that appeal to shoppers middle-aged and older, like Chico’s, Lily Pulitzer, J. McLaughlin, Talbots and Eileen Fisher, its diversified collection also plays to younger audiences with concepts like Evereve, Lululemon, Synergy and the Impeccable Pig.

The arrival of Warby Parker is particularly noteworthy. A pacesetter of sorts for the ever-growing number of “digitally-native” brands that started as online-only before expanding into brick-and-mortar, the seller of uber-stylish yet moderately-priced eyewear speaks directly to the aforementioned psychographic of Millennial neo-hipsters and signals a forward-looking, “on-trend” shopping street.

Similarly, with sit-down dining, the mix skews upmarket but has evolved over the years to encompass not just traditional cuisines and atmospheres – like, for instance, BoVine Steakhouse, Prato and Pannullo’s Italian – but also, more ethnic and contemporary concepts – such as Bosphorous Turkish Cuisine, AVA MediterrAegean, ORO and Farm + Haus.

Amidst all of the hand-wringing about retail apocalypse, online competition, pandemic impacts and a looming recession, Park Avenue is that sort of “Class A” location which benefits from the “flight to quality” phenomenon, whereby tenants consolidate in or gravitate to the established market leaders in times of contraction or disruption.

Retailers and restaurants will come and go on Park Avenue, but with demand for a street-level presence far exceeding the supply of this very limited resource, newly-available spaces should backfill, assuming the floorplates are workable and the asking rents are market-appropriate.

Indeed, several Park Avenue businesses closed in the early pandemic months, yet the vacancy rate today is still quite low, with new arrivals like Evereve (replacing the Gap), Warby Parker (Alex and Ani) and Park Avenue Contemporary Art (Lighten Up!) as well as Farm + Haus (Café de France) and AVA MediterrAegean (Luna on Park).

Park Avenue’s appeal as a location for comparison goods brands remains so strong, in fact, that its roster *improved* not only amidst COVID-19, but also, at the same time that Casto was redeveloping Winter Park Village on 17/92 and undoubtedly trying to poach or attract such retailers.

Further evidence of its allure can be seen in the spill-over of its energy to intersecting side streets, Hannibal Square and Fairbanks Avenue, where well-capitalized outfits that might prefer a Park Avenue address, like Park Avenue Tavern and Bang & Olufsen, are compelled to locate as a result of the undersupply.

For all of these reasons – the critical mass, the diversification, the flight to quality – Park Avenue’s future prospects do not seem to offer cause for concern. Indeed, they actually point to a relatively deep pool of prospective tenants as well as consumer submarkets to further penetrate.

For example, it could conceivably attract other such digitally-native brands, including ones that appeal to the neo-hipster psychographic yet prefer locations along established shopping streets (versus, say, Mills 50). Also, it can potentially build on its collection of home stores (e.g. Pottery Barn, Williams-Sonoma, RH, Park Avenue Contemporary Art, etc.), a category in which existing co-tenancy exerts an especially strong pull.

This is not to say, though, that there is an absence of risk. Perhaps most worrisomely, elevated ground-floor rents threaten to narrow the range of tenants that can afford to locate and remain on the street, which would, in turn, jeopardize or weaken different components of its retail mix.

Contrary to popular belief, landlords are not free to charge whatever they want for their space(s). Rather, rents – or more accurately, occupancy costs (rents plus pass-through expenses like taxes, insurance and maintenance, known as “triple-nets” or NNN) – are supposed to be based on projected gross sales.

Generally speaking, the rule-of-thumb is 10%. That is, the average retailer will spend no more than 10% of its expected revenue on occupancy costs. If it agrees to more, it risks not having enough to pay for all of its other expenses. The property owner that demands too much, then, will either not land a tenant or sign one likely to fail, resulting in prolonged vacancy or constant turnover.

According to leasing professionals, market rents on Park Avenue typically fall between \$55 and \$65 per sq ft, with an additional \$10 to \$12 per sq ft in NNN – translating to occupancy costs between \$65 and \$77 per sq ft. In order to afford such a lease, a retailer would need to generate \$650 to \$770 per sq ft in annual sales.

Based on calculations by GAI Consultants, shops selling clothing and accessories on Park Avenue are currently grossing \$503 per sq ft, and ones offering home furnishings, \$465 per sq ft. Theoretically, then, they can handle \$39 and \$35 per sq ft, respectively – far below the current \$55 to \$65 per sq ft.

Coupled with the stubborn narrative of “retail apocalypse”, this will reinforce the longer-term trend in favor of food and beverage tenancy, which, largely due to sales of high-margin alcoholic beverages, can justify and sustain rents that are as much as 50% higher.

Historically this has been held in check by the constraints on converting shop space to restaurants, namely, the requirement to provide parking as well as the hefty costs associated with scratch-built kitchens. However, Artistry Restaurants’ plans for 500 S. Park Avenue suggest that these might no longer be adequate as deterrents.

Of course restaurants are sexy, especially in our foodie-obsessed culture. Indeed, as noted earlier, so much of what defines today’s up-and-coming competitors and concerns local stakeholders about their rise is the on-trend eateries, food halls and the like.

The trend, however, is *not* consequence-free. If spaces are converted to dining, that will mean less space for shopping. And again, with comparison goods, a shrinking collection reduces the appeal both to consumers, who want the many options, and prospective tenants, which are drawn to the co-tenancy.

The danger with critical mass is that it is relatively easy to lose but very difficult to create (or regain). Once a given location falls below that threshold, the gravitational pull of larger clusters starts to work against it – especially amidst a flight to quality. That’s partly why once-vital malls can unravel so quickly.

The uniqueness and strength of Park Avenue’s retail mix is not so much in its food and beverage – which most of its rivals offer as well – but in its concentration of comparison goods retailers and the synergies resulting from the combination of the two. To lose *that* would, in a sense, bring it back to the pack.

The retail industry today speaks to the importance of dining as a driver for shopping, but the reverse is also true, if not even more so. Especially in high-rent settings, restaurants need more than just the dinner trade, and it is the destination shopping that helps to provide the daytime traffic.

This gets to the notion of “dwell time.” Mall owners have long understood that consumers spend more money in a given location when they stay there for longer. Such centers are planned, tenanted and programmed – with food courts, restrooms, child-play areas, phone-charging stations, etc. -- so as to ensure that the visitor never has a reason to leave, as it is assumed that once they do, they will not return.

Indeed, this was likely part of the reasoning for Disney’s decision in the 2010’s to double down on what is now Disney Springs with a major expansion of retail space that would keep visitors from leaving the Disney World ecosystem for the Mall at Millennia, the Florida Mall or the nearby outlet centers. Park Avenue does not have the room for something like that, but it can make sure to keep what it has.





85 Fourth Avenue, Suite 6A  
New York, New York 10003  
Phone: 917-816-8367

2730 Forest Avenue, Suite W  
Berkeley, California 94705  
Phone: 510-356-4956

E-mail: [info@consultmjb.com](mailto:info@consultmjb.com)  
Web: [www.consultmjb.com](http://www.consultmjb.com)

Memorandum

To: Kyle Dudgeon  
Assistant Division Director, Economic Development/CRA  
City of Winter Park  
Peter Moore  
Division Director, Office of Management & Budget  
City of Winter Park

Cc: Owen Beitsch  
Senior Director, Economic and Real Estate Advisory Services  
GAI Consultants Inc.

From: Michael Berne  
President, MJB Consulting

Re: Phase I Executive Summary Memo (Draft #2)

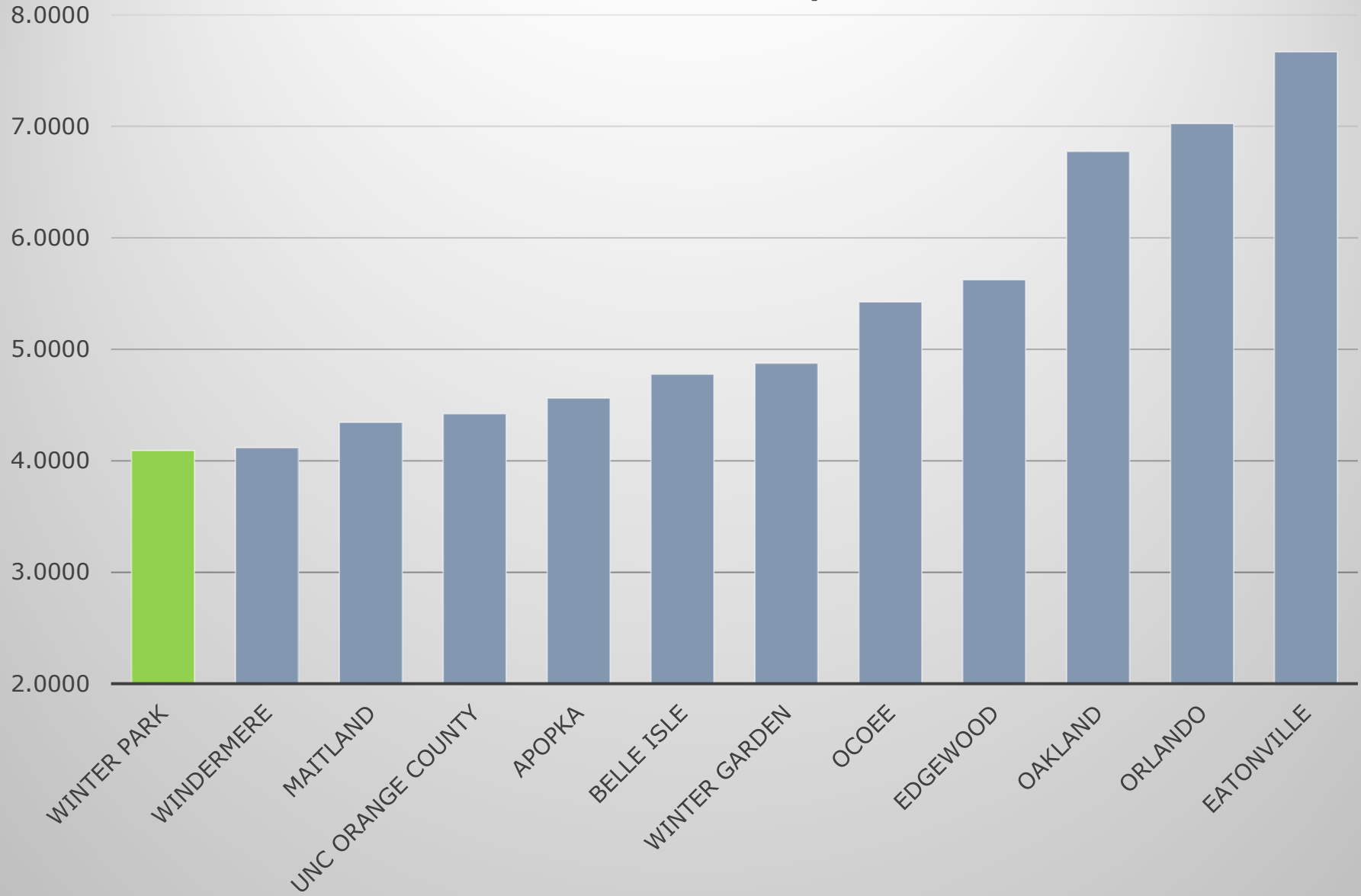
Date: February 3, 2023

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In March 2022, the City of Winter Park hired MJB Consulting, as a subconsultant to GAI Consultants Inc.'s Community Solutions Group, to undertake an assessment of retail

#### 4. Millage Rate Comparison Bar Chart

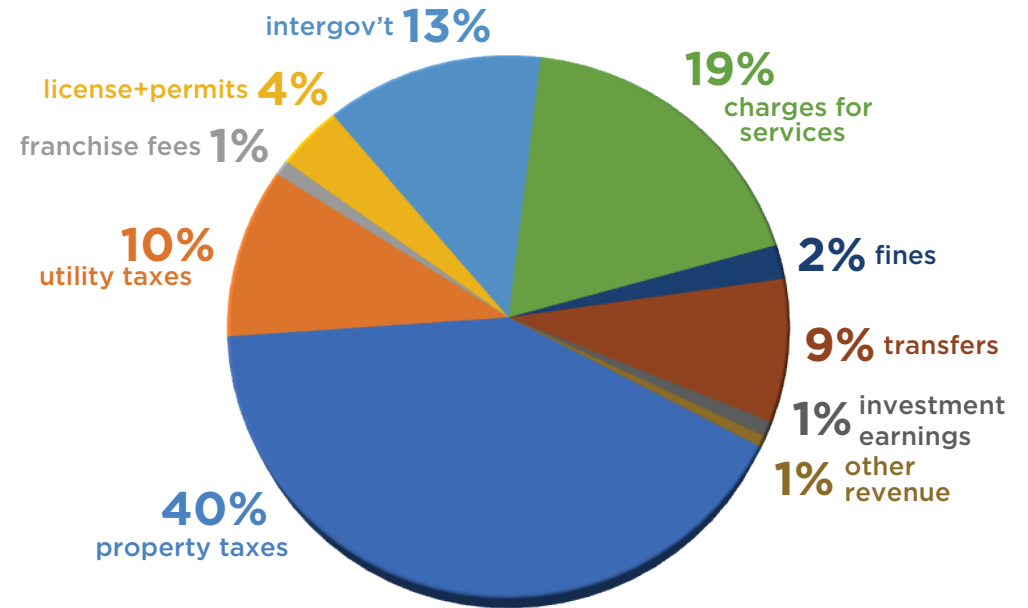
### 2023 Orange County Operating Millage Comparison (Exclude Debt Service)



## 5. General Fund Budget Pie Chart

## general fund revenues & expenditures (2023)

The city is required to account for its finances using fund accounting. This method separates revenues and expenses into different funds based on the source of the revenue and intended use. The most notable is the city's general fund. These include property taxes, utility taxes, franchise fees, licenses & permits, intergovernmental revenues, charges for services, fines, transfers and other revenue. Expenditures for these items are broken down on the next page.



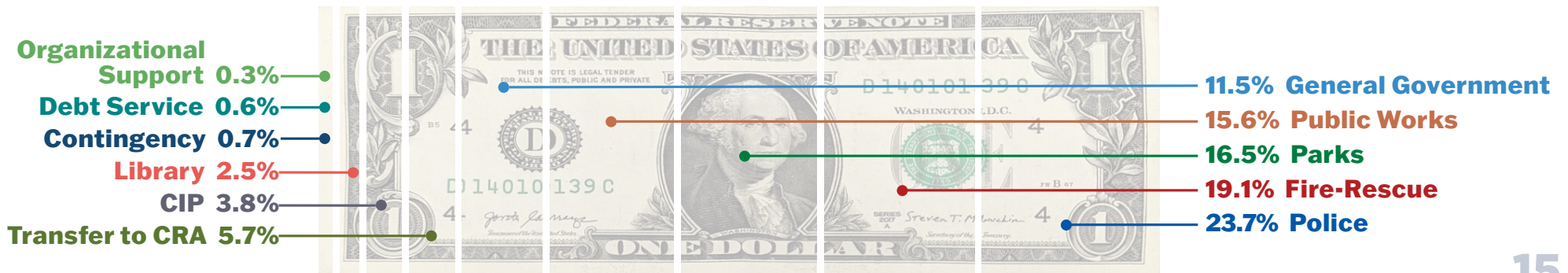
GENERAL FUND REVENUES	FY2019	FY2020	FY2021	FY2022	FY2023
PROPERTY TAXES	\$22,531,341	\$24,313,515	\$26,155,260	\$27,511,689	\$30,400,941
UTILITY TAXES	6,610,204	6,665,189	6,791,257	7,006,666	7,533,817
FRANCHISE FEES	935,492	862,173	823,954	845,243	682,947
LICENSES + PERMITS	3,938,661	3,262,118	3,684,484	3,667,915	2,890,770
INTERGOVERNMENTAL	8,357,430	7,307,153	7,575,680	9,284,363	9,612,546
CHARGES FOR SERVICES	9,796,638	8,860,037	9,712,719	11,665,578	13,872,437
FINES	1,397,330	1,047,091	830,204	1,180,220	1,505,884
TRANSFERS	5,303,292	5,224,645	5,346,469	7,488,744	6,291,728
INVESTMENT EARNINGS	1,107,060	620,102	(24,837)	(2,495,309)	678,400
OTHER REVENUE	231,923	434,621	287,582	286,121	484,638
<b>TOTAL</b>	<b>\$60,209,371</b>	<b>\$58,596,644</b>	<b>\$61,182,772</b>	<b>\$66,441,230</b>	<b>\$73,954,108</b>

The largest increase in total value was in property taxes at over \$2.9 million or 10.5% from last year. Charges for services also saw significant growth from 19% in 2023 and 20% in 2022. Expenditures rose in parks & recreation due to

the purchase of the Winter Park Pines Golf Club. Transfers also saw an increase as the uptick out of COVID has grown the total number of Capital Improvement Plan (CIP) projects. Transfers out to the CRA also still remain healthy.

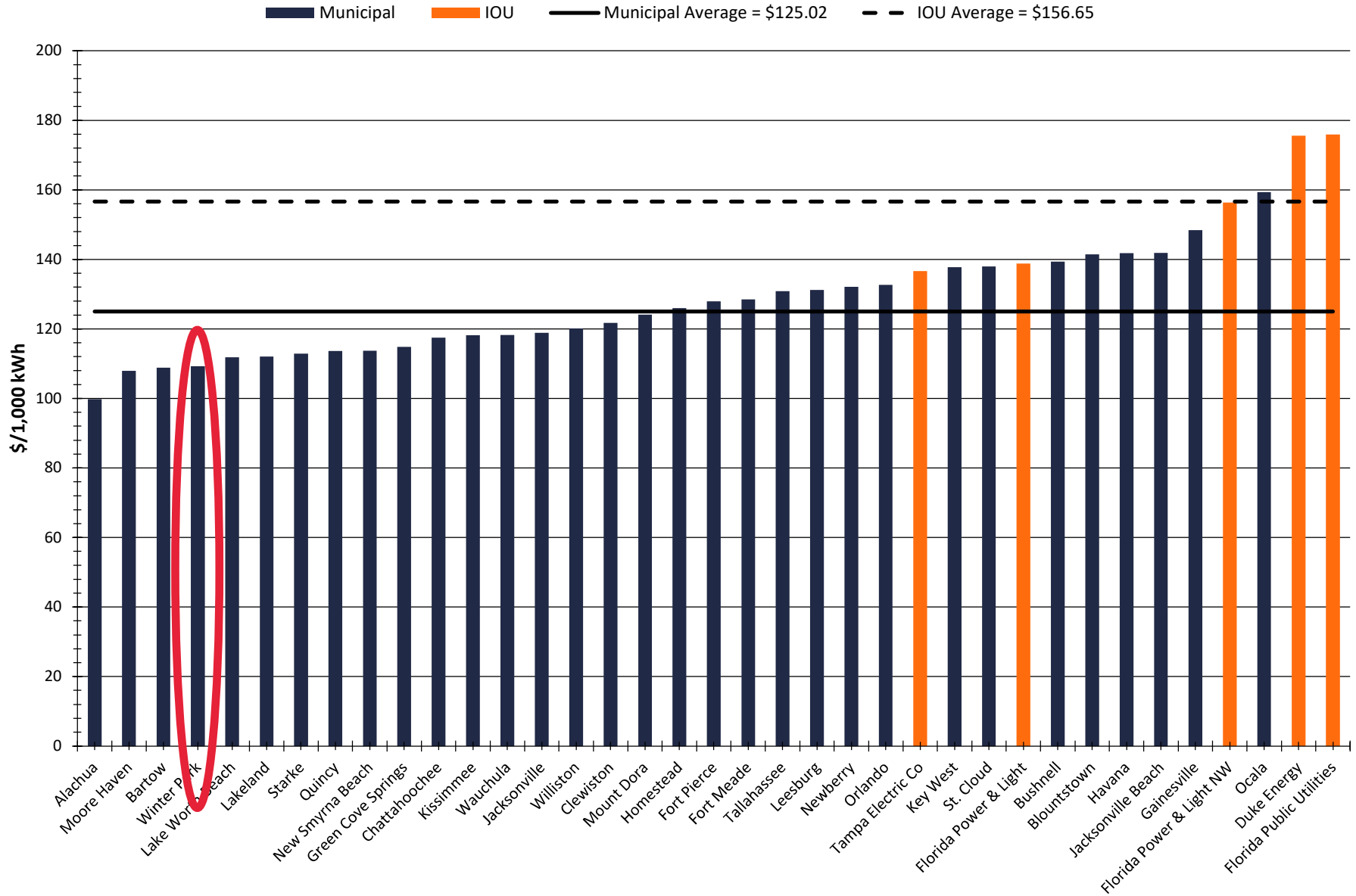
GENERAL FUND EXPENDITURES	FY2019	FY2020	FY2021	FY2022	FY2023
GENERAL ADMINISTRATION	\$1,502,324	\$1,754,007	\$1,830,850	\$2,218,901	\$2,627,867
INFORMATION TECHNOLOGY	594,524	572,889	495,973	767,303	844,615
FINANCIAL SERVICES	392,858	419,202	446,235	440,836	535,551
COMMUNICATIONS	382,158	191,381	233,418	520,949	357,671
PLANNING + COMMUNITY DEVELOPMENT	550,958	871,964	1,034,432	1,225,552	1,002,759
BUILDING & PERMITTING SERVICES	2,023,916	2,363,024	2,045,153	1,982,704	2,240,579
PUBLIC WORKS & TRANSPORTATION	9,429,907	8,977,049	8,505,929	9,867,266	11,337,985
POLICE	14,504,784	14,901,031	15,235,458	16,338,467	16,221,951
FIRE-RESCUE	12,785,748	13,204,252	13,319,849	13,626,554	13,666,042
PARKS & RECREATION	8,654,415	8,563,143	8,712,096	10,731,167	12,442,308
CULTURAL + COMMUNITY SERVICES	1,556,772	1,717,339	1,657,004	1,656,999	1,840,000
TRANSFERS OUT	5,344,129	5,316,947	5,357,606	7,492,780	8,709,855
<b>TOTAL</b>	<b>\$57,722,493</b>	<b>\$58,852,228</b>	<b>\$58,874,003</b>	<b>\$66,869,478</b>	<b>\$71,827,183</b>

### EXAMPLE OF BUDGET EXPENDITURE BREAKDOWNS



6. Winter Park Power Company Rate Comparison Bar Chart

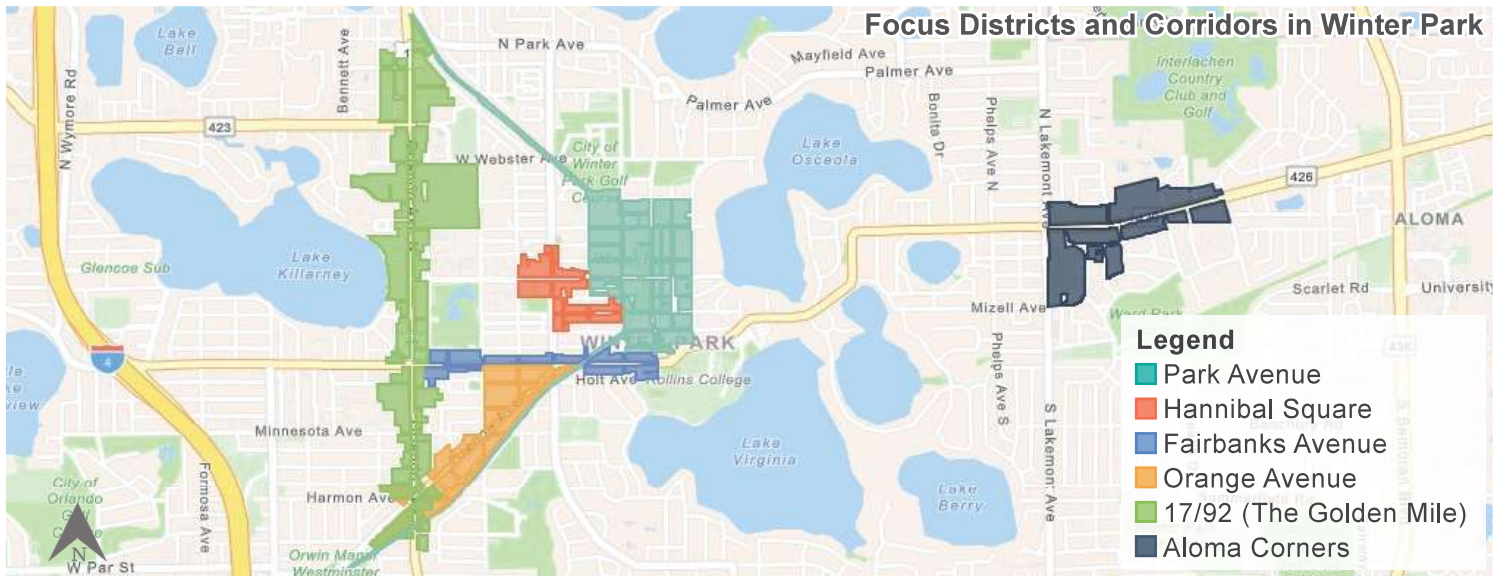
## 1,000 kWh Residential Bill Comparison: June 2023 - May 2024 Municipals & IOUs, Lowest to Highest



## 7. Retail Vision Overview of All Corridors

# WINTER PARK RETAIL VISION

For more information, see Phase I memorandum.



### PARK AVENUE

**Current Positioning**

- Metro's premier walkable/authentic shopping destination
- Upmarket, skewing middle-aged and older

**Potential**

- Additional **soft goods** co-tenancy
- Broadening of customer base
- Side-street opportunities




### ORANGE AVENUE

**Current Positioning**

- Continuation of neo-hipsterdom to the south/west
- Affordable **eclecticism**
- "Every-so-often" uses

**Potential**

- Home design/improvement
- Craft food and beverage
- Vintage/resale






### HANNIBAL SQUARE

**Current Positioning**

- Park Avenue **spillover/extension**
- Local orientation
- Food and beverage skew

**Potential**

- Destination concepts/brands
- Better connectivity/in-fill



### 17/92 (THE GOLDEN MILE)

**Current Positioning**

- Upmarket/specialty strip commercial**
- "Restaurant Row" for north metro

**Potential**

- Comparison shopping (both upscale and value)
- "Non-commodified" conveniences
- Sophisticated/first-in-market food & beverage chain-lets

### FAIRBANKS AVENUE

**Current Positioning**

- Park Avenue spillover + **Rollins**
- "Every so often" uses
- Primary gateway to I-4

**Potential**

- Hybrid college/general bookstore
- Home design/improvement, bridal
- Clinic (medical, dental, vet, etc.)
- Ongoing beautification




### ALOMA CORNERS

**Current Positioning**

- Mid-market conveniences
- Local draw**

**Potential**

- Fast casual/casual food and beverage
- Mall staples going "off-mall"




## KEY THEMES AND CONCEPTS

Some of the key themes and concepts that emerged from the analysis in Phase I, as useful context for what has been proposed within the *Implementation Matrix*, include the following:

### LOCATION DRIVERS

The extent to which the site-location decisions of prospective retail tenants are driven by considerations of “co-tenancy”, that is, the nearby businesses that generate relevant cross-traffic.

### CRITICAL MASS

The need for established shopping destinations, particularly ones specializing in comparison goods, to retain a “critical mass” (or remain above a certain threshold) of such stores.

### GROUND FLOOR TENANCY

The importance of active retail tenancies on the ground floor of walkable districts and along the frontage of commercial corridors (to preserve such spaces for uses with the greatest need for high visibility)—in cases where tight market conditions prevail.

### WINTER PARK RETAIL ECOLOGY

The understanding of Winter Park’s districts and corridors as a retail ecology or hierarchy, with the tight market for retail space in one creating “spillover” tenant demand in others.

### ZONING & POLICIES

The accompanying notion that the city’s overall retail potential can only be maximized by grounding policies (including zoning) in such dynamics, even if in some cases that implies different expectations for individual properties and stakeholders.

### INTERESTING MIX OF TENANCIES

The roles that development economics, permitted uses and rent expectations play in street-level vitality, with strategically-zoned, “second-generation” spaces often priced at levels that can be sustained by a broader and more interesting mix of tenancies.

### FLEXIBILITY AS PRE-EMPTION

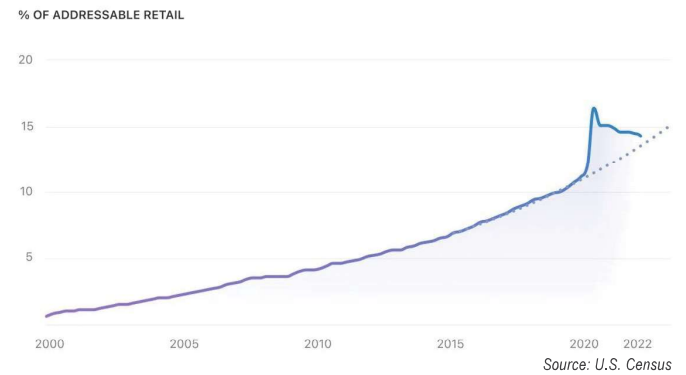
The realization that flexibility—in policy, zoning, approvals, and permitting—will be essential to keeping Winter Park relevant and differentiated in a rapidly-evolving and fiercely-competitive industry.

## THE PRIMACY OF SUPPLY AND DEMAND

The recognition that market forces—specifically, supply and demand variables—can often dictate retail conditions and opportunities to a greater extent than the physical and design attributes of roads and buildings.

DEFINITION: “Retail” for the purposes of this scope-of-work has been defined broadly, to include any ground-floor uses that are consumer-facing—that is, welcoming potential customers either on a walk-in or subscription basis. This would encompass, then, personal services, food and beverage as well as entertainment venues, while precluding businesses that operate exclusively or primarily by appointment.

## US Ecommerce Adoption Growth Rate



CAPTION: No, e-commerce has *not* taken over: By 2022, the market share of online sales was roughly similar to where it would have been without the pandemic, given historic growth rates.

## Overall Vacancy & Asking Rent



CAPTION: **What Retail Apocalypse?** Despite pandemic-era disruption, the market for retail space was robust in 2021 and most of 2022, with declining vacancy rates and rising asking rents.



8. Retail Implementation Plan – MJB Phase 2 excerpt

Questions:

- a. Given the guidelines to sustain the Quality of Life and Charm, as well as the up-market retail on Park Avenue (largely fashion and upscale accessories), which consumers are appropriate to target? Can that targeting be done in the tourism corridor without pushing down the retail quality?
- b. Are there “compatible” profiles such as historic charm preferences or arts and culture preferences?

# IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Retail Marketing Collateral – <b>MARKETING</b>	Draft, refine, finalize and produce brochure, in physical and digital formats, that frames and sells Winter Park as a retail location to prospective tenants, tenant-rep brokers and other industry professionals, including inserts and tabs about specific districts as well as a sleeve for property-specific fliers.	Short Term (0-1 years)
Consumer Marketing – <b>MARKETING</b>	Develop and promulgate a multi-channel marketing campaign that targets theme park visitors and Central Florida residents with more <b>elevated tastes and preferences</b> , including tabs and inserts about specific districts.	Short to Medium Term (0-3 years – depending on sponsor response)
Place Management Entities – <b>MARKETING/ CAPITAL IMPROVEMENTS</b>	With the help of an established consultant, explore different models for a non-profit, “place management” entity for Park Ave—perhaps as an outgrowth to the Park Avenue District—that spearheads beautification efforts, stages events and promotions, coordinates marketing campaigns, facilitates economic development as well as advocates on behalf of the district and its stakeholders, among other predetermined responsibilities; provide support as well for nascent efforts to create “Main Street” or other such “voluntary” organization(s) in Hannibal Square and Orange Avenue, perhaps as outgrowth(s) of existing merchant association(s).	Short to Medium Term (0-3 years – allowing time for the Park Avenue District to “grow” into such a role and for efforts in other districts to cohere)

Chief Sponsor(s)	Context/Commentary
City of Winter Park, with support from leasing professionals, the Park Avenue District and the Winter Park Chamber of Commerce.	Retailers and brokers active in Central Florida certainly know about Winter Park, but the purpose here would be to deepen awareness of the opportunity in analogous markets further afield --like, for instance, St. Armands Circle (Sarasota), Chatham (Cape Cod), Cherry Creek North (Denver), Claremont Village (Los Angeles), etc., with the ultimate goal of catapulting Winter Park into the upper echelon of retail locations nationwide; such a piece would provide ammunition with which developers, landlords and leasing professionals can make a broader community/district-level pitch that would accompany their property-specific efforts; it should be updated digitally on a semi-annual basis, and in print, annually.
Winter Park Chamber of Commerce, with support from the Park Avenue District, the City of Winter Park, local hotels, Rollins College, Morse Museum and other relevant stakeholders.	Winter Park and Park Ave is still leaving money on the table in the absence of a proactive effort to capture the attention and spending of the subset of visitors that yearn for a more <b>mature and upmarket</b> alternative or accompaniment to the traditional Orlando tourist experience, who, while perhaps accounting for just a tiny percentage of the overall pie, nonetheless account for a large absolute number; at the same time, preemptive action is needed to ensure that Park Ave remains metro Orlando’s premier “Main Street” experience in the minds of Central Florida residents, given the ascendancy of newer competitors such as Winter Garden, Mt. Dora, etc.
Park Avenue District, the Winter Park Chamber of Commerce, the City of Winter Park and landlords/ merchants, with the requisite buy-in from relevant stakeholders (in the case of Park Avenue, as part of a mandated process).	While it can take several forms (e.g. BID, SID, NID, Main Street, etc.), the benefits of such an entity for Park Avenue include the following: 1) a guaranteed funding mechanism from the additional assessment (thereby greatly reducing the dependence on City grants, private fundraising, revenue-generating events, etc. and providing greater certainty for multi-year initiatives); 2) hedge against recession-triggered decline in municipal tax base; 3) a voice and forum for property and business owners; 4) a more entrepreneurial approach to addressing district needs and challenges; 5) a mechanism for coordinating provision of collective goods; and 6) greater marketing clout for small businesses—as an approximation of the role of a mall manager but for a Downtown setting with multiple stakeholders; in contrast, the models proposed for other Winter Park districts would not involve automatic assessments and would only offer benefits #3 through #6 above.

## CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
C-2 Zoning – <b>ZONING</b>	<p>Consider appropriate tweaks and adjustments to the Commercial (C-2) district (Sec. 58-75) for the commercial portion of the central business district as well as definitions particularly relevant thereto:</p> <ol style="list-style-type: none"> <li>1. Simplify definitions of different kinds of eating and drinking establishments so as to align more closely with industry terminology and understanding;</li> <li>2. Raise threshold for revenue from take-out orders to qualify as a fine-dining restaurant;</li> <li>3. Allow for greater flexibility in changes to “core business” (i.e. mix of goods and services) before requiring a new application to the City (e.g. for business tax receipt); and</li> <li>4. Prohibit “churches, nonprofit organizations’ halls/ lodges and schools less than 5,000 sq. ft. in size)” in the ground-floor of properties having frontage on Park Avenue or along intersecting streets within 140 feet of Park Avenue.</li> </ol>	Short Term (0-1 years)
Comparison Goods Retailers in the Park Avenue Corridor – <b>INCENTIVES</b>	<p>Explore different sorts of incentives for existing and perspective tenants in <b>comparison goods categories</b> (e.g. apparel, footwear, jewelry, accessories, home goods, gifts, art, etc.), like, for instance, forgivable loans and fee waivers with interior build-out and/or modernization.</p>	Short Term (0-1 years)
Role for Rollins College – <b>INCENTIVES</b>	<p>Partner with Rollins College and other stakeholders on a broader retail vision and tenancing approach along Fairbanks Avenue that can help to create a more compelling “college-town” environment for the school’s roughly 3,100 students, leveraging their presence to attract amenities that the general public can also enjoy, with Rollins, for instance, contracting with a new operator for a hybrid college/general bookstore and considering leases with other such broadly-desired businesses.</p>	Short to Medium Term (0-3 years)

Chief Sponsor(s)	Context/Commentary
City of Winter Park, with input and buy-in from the Winter Park Chamber of Commerce, the Park Avenue District and Park Ave landlords/merchants.	<p>Chief arguments for each of these proposed modifications are as follows:</p> <ol style="list-style-type: none"> <li>1. The language used to define different kinds of restaurants—for the two worthwhile and appropriate goals of protecting against fast food in particular and avoiding a proliferation of restaurants more generally—is confusing and leaves too much room for discretion, deterring prospective tenants that long for clarity and predictability;</li> <li>2. The current 10% threshold does not account for the growth in “off-premise” dining that took hold amidst the pandemic. According to data from the NPD Group, off-site consumption accounted for 33% at full-service restaurants nationwide (versus 19% pre-pandemic);</li> <li>3. Making such tweaks too onerous risks hampering the ability of individual businesses to respond nimbly to shifts in consumer tastes and preferences, which helps to keep the overall mix fresh and current; and</li> <li>4. These uses would remove precious ground-floor inventory that could otherwise be occupied by more synergistic tenants which add to Park Avenue’s critical mass.</li> </ol>
City of Winter Park and/or the CRA, with input and buy-in from the Winter Park Chamber of Commerce, the Park Avenue District and Park Ave landlords/merchants.	<p>Park Avenue’s appeal as a shopping destination for comparison goods is a large part of what differentiates it among other competing Downtowns in the region, yet preserving and fortifying such primacy requires a meaningful commitment to retaining the critical mass in such categories, as such shops are often outflanked by other uses (e.g. eating and drinking establishments) on a level playing field; note that the purpose is not so much to promote individual small businesses but rather, to entice certain kinds of retailers (including well-capitalized ones that do not technically need the support) so as to protect the overall mix and defend a position in the marketplace.</p>
City of Winter Park, Rollins College and Fairbanks Ave landlords/merchants.	<p>Fairbanks Avenue has long ranked as Winter Park’s most underwhelming commercial corridor, yet it is the prime gateway to Park Avenue as well as the front door to Rollins College, which would seem to have the mandate, the incentive and the financial wherewithal to reinvigorate the two-block stretch it primarily owns and controls so as to better compete with prospective students, professors and researchers (as well as engender good will as a tax-exempt institution)—similar to how many other elite colleges and universities across the country, in partnership with local government, have acted aggressively to elevate their surroundings for such purpose (even at the expense of their portfolio’s operating margins).</p>

## CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Fairbanks Avenue as Gateway – <b>CAPITAL IMPROVEMENTS</b>	Continue with ongoing efforts to beautify the Fairbanks Avenue corridor from the I-4 exit to Park Avenue while also, perhaps with the help of a transportation consultant, assessing ways to improve traffic flow as well as enhance automobile access and visibility for adjoining business.	Short to Medium Term (0-3 years)
Zoning in Orange Avenue Corridor – <b>ZONING</b>	Consider appropriate tweaks and adjustments to the Orange Avenue Overlay District (Ordinance 3228-21): <ol style="list-style-type: none"> <li>1. Require conditional use permits for certain personal services (e.g. spas, massage, cosmetic treatment) and “quasi-retail tenancies” (e.g. financial institutions, professional offices, medical/dental clinics) at street level, while limiting entrances, leasing or management offices and residential amenities (e.g. health/fitness, meeting/activity room, storage) in mixed-use buildings to no more than 15% of the ground floor;</li> <li>2. Loosen restrictions on resale/stores as a permitted use;</li> <li>3. Allow retail businesses to use a limited percentage of their floorplates for other purposes besides sale of merchandise to on-premises customers; and</li> <li>4. Provide greater clarity and less room for subjectivity in the distinction between “fast food”, which is prohibited, and “fast-casual”, which is permitted.</li> </ol>	Short to Medium Term (1-3 years)
Off-Street Parking in the Orange Avenue Corridor – <b>CAPITAL IMPROVEMENTS</b>	With the help of an appropriate consultant, consider a special assessment district that identifies and secures a centrally-located parcel for as well as funds the design, construction and management of a public parking structure in or near the Orange Avenue Corridor; and, if realized, relax requirements for off-street parking in said Corridor (e.g. for redevelopment that adds square footage, change-of-use to food and beverage, etc.) as well as extend the distance threshold from 750 to 1,320 feet.	Long Term (3+ years)

Chief Sponsor(s)	Context/Commentary
City of Winter Park, State of Florida, the Winter Park Chamber of Commerce, Rollins College and Fairbanks Avenue landlords/merchants.	As the primary route between I-4 and Park Avenue/Rollins College, Fairbanks Avenue serves as the gateway to Winter Park for most visitors, yet in its current appearance, the City’s recent investments notwithstanding, it still does not always reflect the higher standards and upmarket positioning for which the community is known, nor does it offer what is perceived as a viable alternative for uses prohibited, requiring a conditional use permit or otherwise unable to secure locations along 17/92 (see below); at the same time, leasing efforts and customer volumes along the corridor are reportedly constrained by both poor access (e.g. left turns heading eastbound are extremely difficult at certain times of day) as well as compromised visibility (e.g. navigation provides few opportunities for motorists to take notice of the businesses that they are passing).
City of Winter Park, with input and buy-in from Orange Avenue landlords/merchants.	Chief arguments for each of these proposed modifications are as follows: <ol style="list-style-type: none"> <li>1. Such tenancies do not typically generate much street-level interest in, widespread excitement about or destination appeal for the district, nor do they provide more than limited spin-off for nearby businesses;</li> <li>2. Vintage/resale has long been popular among neo-hipsters while no longer carrying quite the same stigma more broadly (as evidenced by the proliferation of stores selling “designer consignment”);</li> <li>3. With the rise of “omni-channel” business models, retailers are increasingly valuing and utilizing brick-and-mortar spaces for multiple purposes, including fulfillment for on-line delivery; and</li> <li>4. Gourmet “foodie” dining among younger generations often takes a fast-casual form (without the attributes of traditional “fine” dining, e.g. reservations, waiters, white tablecloths, etc.), yet differentiation vis-à-vis fast food that is based solely on what constitutes “freshly-prepared, higher-quality food” leaves prospective tenants vulnerable to personal tastes and discretion, resulting in a lack of predictability that can act as a deterrent.</li> </ol>
City of Winter Park, with input and buy-in from Orange Avenue landlords/merchants.	Redevelopment and re-tenancing in the corridor is currently challenged—and traffic congestion exacerbated—by a number of undersized, under-parked properties, while the benefits of a new parking scheme will no doubt accrue to the owners and tenants of the same; planners and urban designers routinely define “walking distance” as a quarter-mile radius, which translates to 1,320 feet.

## CONTINUATION OF IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Zoning for 17/92 and Fairbanks Avenue – <b>ZONING</b>	<p>Consider changes in the ordinance which create different rules for 17/92 (north of Orange Avenue) and Fairbanks (west of Denning Avenue), both of which are largely designated as Commercial (C-3):</p> <p><b>17/92</b> – as the “A” commercial corridor, with the following permitted: theaters, restaurants, bars, taverns and cocktail lounges, fitness facilities, exercise or health clubs, buildings over 10,000 sq ft (or any addition over 500 sq ft to such a building, etc.); with the following requiring conditional use permits (and prohibited along the frontage): personal or business services (including banks or similar financial institutions), business, financial, governmental, medical and professional offices, agencies and clinics, blueprinting, photocopying and printing offices, animal hospitals, veterinary clinics and other animal case businesses; and with the following prohibited in any location: funeral homes and cemetery monument sales, churches, community clubs, nonprofit organizations’ halls/lodges and schools, publicly-owned recreational facilities, repair and servicing of motor vehicles (also, as an ancillary use to a vehicle sales showroom), paint and body shops, office/showroom/warehouse uses, conditional uses provided in the R-3 and R-4 districts; and</p> <p><b>Fairbanks Avenue</b> – as the “B” commercial corridor, with the same as the existing Commercial (C-3) zoning except that the following are also permitted: fitness facility, exercise or health clubs; Shopping Centers designated as Commercial (C-1): revise in accordance with the above classifications, depending on corridor.</p>	Long Term (3+ years)
Approvals and Permitting Process – <b>INCENTIVES</b>	<p>Undertake a comprehensive review of the current process that prospective <b>retail tenants must navigate in order to secure necessary approvals and permits</b>, including (but not limited to) consideration of a new, more flexible approach for evaluating proposed uses and tenancies that acknowledges today’s rapidly-evolving and fiercely-competitive retail industry.</p>	Long Term (3+ years)

Chief Sponsor(s)	Context/Commentary
City of Winter Park, with input and buy-in from landlords/merchants on 17/92 and Fairbanks Avenue.	<p>1) 17/92 and Fairbanks Avenue currently occupy very different positions in the ecology and hierarchy of Winter Park retail, suggesting different approaches to land use and zoning, with the following goals: (i) reserving the precious real estate along the space-constrained “Golden Mile” (and especially the frontage) for the tenancies with the greatest need for such visibility and access as well as the most potential for generating widespread interest; and (ii) establishing Fairbanks Avenue as a more viable alternative for uses prohibited, requiring a conditional use permit or otherwise unable to secure locations along 17/92;</p> <p>In addition, the requirement for a conditional use permit for any building of 10,000 sq ft or more seems overly restrictive for a corridor like 17/92 with so many big and medium-box uses; and</p> <p>2) With the rise of “omni-channel” business models, retailers are increasingly valuing and utilizing brick-and-mortar spaces for multiple purposes, including fulfillment for on-line delivery and distribution for wholesale – which seems especially appropriate for commercial corridors with large-floor plate tenancies, surface-parking fields, loading docks, etc.</p>
City of Winter Park, with requisite buy-in from relevant stakeholders as part of a mandated process.	<p>Prospective retail tenants frequently cite approvals and permitting as a decisive factor in where they do and do not choose to locate, and can be deterred by processes which provide ample opportunity for elected officials and staff planners to inject their subjective tastes and preferences into the process; at the same time, the conventional approach of prohibiting any use not specifically enumerated in (a periodically-updated) zoning code has always been unable to “keep up” with changes and innovations in retail tenancy – and never more so than now, with new concepts and formats (as well as combinations thereof) emerging at an especially fast clip, and with the need to stay ahead of and differentiated from the competition (both physical and digital) becoming ever more urgent.</p>

# PROJECT UNDERSTANDING

In March 2022, the City of Winter Park ("Client") hired MJB Consulting, as a sub-consultant to GAI Consultants' Community Solutions Group ("Project Team"), to undertake an extensive scope-of-work designed to arrive at and secure buy-in to retail strategies for Winter Park's six main business districts and commercial corridors, listed below and illustrated on the map on the following page:

- Park Avenue and Side Streets
- Hannibal Square
- Fairbanks Avenue
- Orange Avenue
- 17/92 ("The Golden Mile")
- Aloma Corners

Phase I in this scope-of-work analyzed retail conditions, opportunities and challenges, culminating in a memorandum that assessed whether Winter Park's retail mix has been fully leveraging its synergistic potential and, if not, what market and real estate-related factors might be responsible.

As part of this exercise, the Project Team conducted interviews with the following<sup>1</sup>:

- Teri Gagliano, Chez Vincent
- John Crossman, CrossMarc Services
- Damien Madsen, Harbert Realty Services
- Darryl Hoffman, JLL
- Sam Stark, Rollins College
- Dan Butts, Crossman & Company
- Tracy Brand-Liffey, New General
- David Gabbai, Colliers
- Matthew McKeever, Colliers
- Drew Hill, Hill Gray Seven
- David Albertson, Park Avenue landlord
- Brenda Carey, Great American Land Company
- Palmer Vietor, Owens Realty Capital
- James Petrakis, The Ravenous Pig/Swine & Sons

In addition, the Project Team met with and presented to the members of the Economic Development Advisory Board ("EDAB") on various occasions throughout 2022—July, September, and October—integrating the EDAB's input and feedback into our ultimate findings and conclusions.

In Phase II, the Project Team has developed a host of recommendations that the City and various other stakeholders might consider in the name of more fully realizing such retail potential.

These recommendations are based on our extensive research and national experience as well as initial input and feedback from the EDAB (at a March 2023 meeting) and the City's Planning Department.

<sup>1</sup>The Project Team also reached out to a number of other stakeholders who did not respond.



Image Source: City of Winter Park

Note, however, that these recommendations are *preliminary*. There are many more stakeholders to interview for comments and buy-in. Even then, each of the individual action items would need to travel through the same mandated approval processes as any other such proposals.

The following *Implementation Matrix* provides detail on these recommendation items, including the following:

- Area – Bucket, with recommendations assigned to one of four "buckets", which include: (1) Marketing, (2) Incentives, (3) Zoning and (4) Capital Improvements.
- Specific Action Item(s), with specifics on what the proposal consists of and requires.
- Time Horizon for Implementation – ranging from 0 to 1 years (short-term), 0 to 3 years (short- to medium-term) and

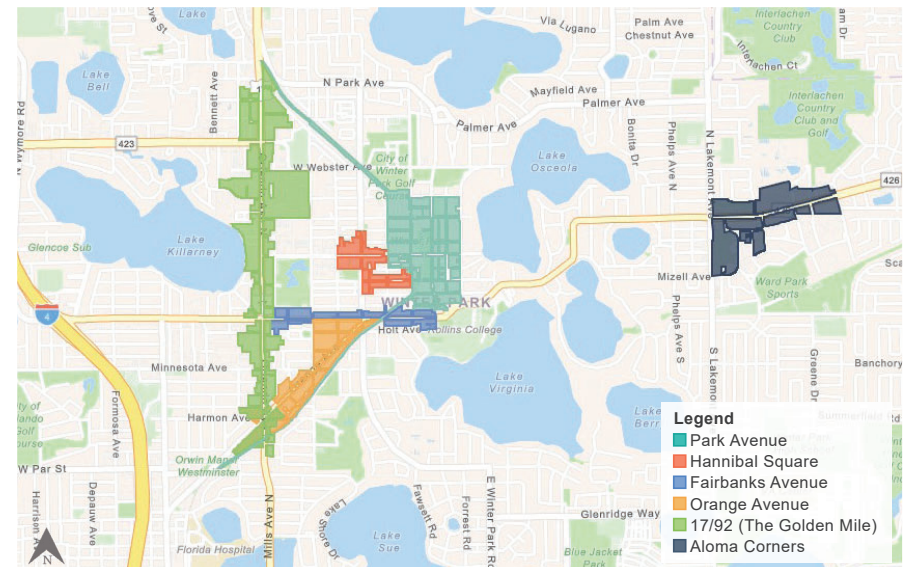
3+ years (long-term), as based on the need for adjustments or deeper dives, the process for securing buy-in as well as the practicalities of capacity, timing and priority.

- Chief Sponsor(s), including those spearheading execution, supplying funding and/or otherwise impacted.
- Context/Commentary, summarizing the reasoning and rationale.

Briefly, the three most immediate priorities that emerged from this exercise are as follows:

1. Creation and dissemination of retail marketing collateral.
2. Tweaks and adjustments to C-2 Zoning
3. Incentives for comparison goods retailers in Park Avenue Corridor.

Focus Districts and Corridors in Winter Park





# CITY OF WINTER PARK RETAIL STRATEGIES

PHASE II IMPLEMENTATION MATRIX I  
JUNE 2023

*Prepared by MJB Consulting and GAI Consultants, Inc.  
Prepared for City of Winter Park, Florida*

# CITY OF WINTER PARK RETAIL STRATEGIES

PHASE II IMPLEMENTATION MATRIX I JUNE 2023

## ACKNOWLEDGMENTS

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COMMUNITY  
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GROUP



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behalf of the City of Winter Park, Florida.



9. Winter Park Market Area- MJB Phase 1 excerpt

Questions

- a. Why does polygon stop at Colonial? What economic impact do College Park, Thornton Park and Lake Osceola play (since there is no definitive restaurant corridor on central Orlando)? Do they go to Sand Lake Rd instead?
- b. Are there under-represented sectors?

## Demographics, Psychographics and Trade Areas

To better understand the demographic characteristics of Winter Park residents, we retrieved and interpreted data from ESRI, one of the industry’s major data-mining companies that provides 2022 estimates on the basis of information from the U.S. Census Bureau and other sources as well as its own proprietary methodology.

	Winter Park (City)	Orlando CBSA
<b>Population</b>	30,734	2,799,598
<b>Median Household Income</b>	<b>\$92,058</b>	\$67,299
<b>% HH Earning \$150K+</b>	<b>32%</b>	15%
<b>Median Home Value</b>	<b>\$464,169</b>	\$288,826
<b>% Homes Valued \$750K+</b>	<b>26.1%</b>	3.5%
<b>% B.A. or Higher</b>	<b>62%</b>	35%
<b>% Working in Management, Business, Financial or Professional Occupations</b>	<b>62%</b>	40%

Table: Winter Park – Demographic Profile  
Source: ESRI, MJB Consulting

Not surprisingly, Winter Park’s population boasts much higher household incomes and home values than metro Orlando as a whole, a reflection in part of its educational attainment and occupational profile.

Winter Park is also atypical psychographically for Central Florida, closer in its lifestyles and sensibilities to the communities that predominate along the so-called “Acela Corridor” in the Northeast (from Boston to Washington, D.C.) as well as coastal California.

The biggest spenders are middle-aged married couples who own their homes. Well-educated and well-traveled, they are patrons of “high” culture. As consumers, they favor upscale goods and services but will also shop at select value retailers like Costco, Target and Trader Joe’s.

The residents of Winter Park, however, account for just a small percentage of what would properly be understood as its “trade area.”

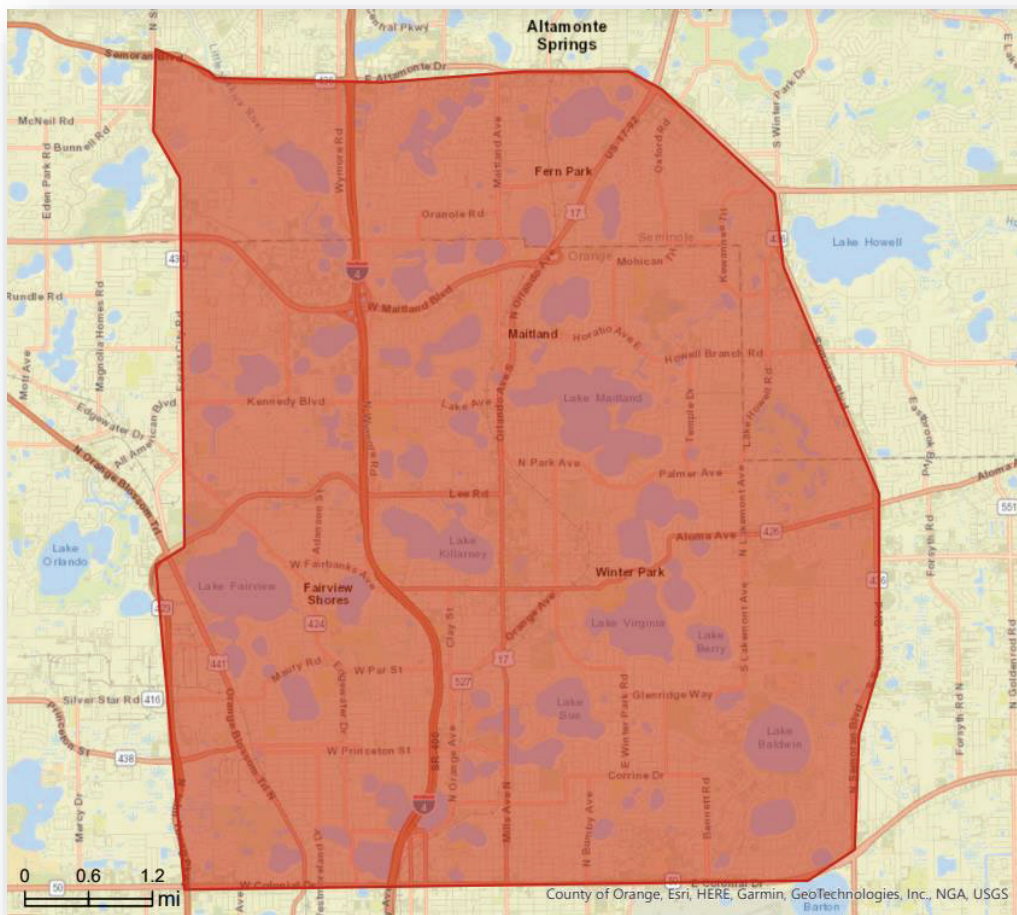
A term of art in the retail industry, trade area refers to the rough geography or polygon within which a given location derives roughly 70% of its customer base. Put in simple terms, it is meant to represent that location’s most frequent and reliable patrons. And it does *not* necessarily conform to municipal boundaries.

Moreover, trade areas vary by retail category. For goods and services generally understood as “convenience-driven”, like basic groceries, prescription drugs and dry cleaning, the relevant geography tends to be local, and the resulting polygon, relatively small. After all, why drive across town for a CVS if there is one just around the corner?

For “comparison goods” such as apparel, footwear or home furnishings, on the other hand, consumers will typically gravitate to centers or districts where they can peruse – indeed, “compare” -- multiple options at a range of styles, price points and levels of quality.

In such categories, there are increasing returns to scale: as a given cluster grows in size, its draw expands both in penetration and geographic reach. Shoppers, for instance, will bypass a standalone clothier and drive further afield for a larger concentration of such stores.

Winter Park is very fortunate that it can pull from well beyond its borders and should welcome such patronage with open arms, for a population of just 31,000 represents but a fraction of the consumer demand needed to support its current inventory of retail space.



### Winter Park - Trade Area Polygon

Source: MJB Consulting, GAI Consultants, ESRI

For the sake of this analysis, we have collaborated with GAI Consultants to draw the following polygon as a representation of Winter Park’s true trade area. Its boundaries are

defined as SR 536 to the north, SR 536 to the east, SR 10 (Colonial Drive) to the south and SR 423 / SR 434 to the west.

Keep in mind that this polygon is *not* meant as a precise rendering, and should therefore not be evaluated as such. Indeed, given what was just said about the range of retail categories, such exactitude is not even possible. Nor, for that matter, is it necessary, for the placement of a boundary along one street versus another a few blocks over is unlikely to make much of a difference. Again, the point here is to arrive at a *general* understanding of those residents whom a given location draws most frequently and reliably, for *roughly* 70% of its sales.<sup>2</sup>

	<b>Winter Park Trade Area</b>	<b>Winter Park (City)</b>
<b>Population</b>	161,634	30,734
<b>Population Change (2010 to 2022)</b>	+24,105	+3,018
<b>Median Household Income</b>	\$76,732	\$92,058
<b>Median Home Value</b>	\$359,662	\$464,169
<b>% Working in Management, Business, Financial or Professional Occupations</b>	53%	62%
<b>Median Age</b>	40.6	45.5
<b>% Aged 25 to 44</b>	29%	23%
<b>% Aged 65+</b>	19%	24%

Table: Winter Park Trade Area – Demographic Profile  
Source: ESRI, MJB Consulting

Comparing the demographic data of Winter Park’s trade area to that of the political jurisdiction, a few significant differences emerge.

One, not only does Winter Park itself represents less than 20% of the trade area’s consumer demand, but also, that share continues to decline, as the city accounted for just 12% of the polygon’s population growth over the last twelve years. In other words, the communities outside Winter Park proper will loom even larger in the years ahead.

Two, those communities are characterized by comparatively weaker demographics, resulting in trade area medians that, while still well above the metro’s, are considerably lower than the city’s. This would imply somewhat more of a value orientation than one might associate with Winter Park.

<sup>2</sup> From the other extreme, one might also wonder why the trade area does not comprise the entire metropolitan area. After all, Winter Park pulls from all of Greater Orlando. However, if the polygon were extended across too large of a geography, the data would start to become meaningless. Not only would it include a swath of people who visit Winter Park sparingly, but also, it is large and varied enough that one could find evidence of almost any consumer submarket and for virtually any niche opportunity.

Three, the age profile beyond the city's boundaries is much younger, with higher percentages in their 20's and 30's as well as lower ones for seniors. This points to an emerging trend, and indeed a larger opportunity, for Winter Park itself, especially along the Orange Ave corridor.

Looking more closely at the psychographics, this cohort can bring an entirely new dimension to Winter Park's retail mix and identity. It consists primarily of Millennial singles earning moderate incomes today yet well-educated and upwardly mobile. Early adopters drawn to novelty, they value the creative impulse, often gravitating to distinctive "craft" and artisan businesses.

The presence of such "Millennial neo-hipsters" within the trade area is not entirely surprising, given that the geography encompasses several Orlando neighborhoods to the north of Downtown where that psychographic appears to have concentrated in the last couple of decades, including Mills 50, Milk District, Audubon Park, College Park and Ivanhoe Village.

Of course, trade area residents constitute just one (albeit the most significant) of the consumer submarkets that inform Winter Park's retail potential.

As noted earlier, Winter Park – especially Park Ave – is also a destination for out-of-town tourists. And while the family-oriented theme park experience is a very different one, it is safe to assume that at least some percentage of those visitors would also be interested in what Winter Park has to offer. Even if just 1%, that would equal 500,000 of Disney World's 50 million annual guests.

According to ESRI data, Winter Park also boasted 35,348 daytime workers in 2022, including significant numbers of well-paid employees in professional, scientific and tech services (5,094), finance, insurance and real estate (4,254), information (1,285) as well as medicine (with AdventHealth Winter Park) and higher education (with Rollins College).

Finally, Rollins College reported an enrollment of roughly 3,100 students<sup>3</sup> in the 2020-2021 school year, 2,800 of them full-time and 2,500 of them undergraduates. Its reputation as a school for "rich kids" notwithstanding, 85% receive some form of financial aid. Coeds are once again required to live on campus for at least three years, and the 17 residence halls contained a total of 1,554 beds in 2021.<sup>4</sup>

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<sup>3</sup> Note that, except for the (presumably) tiny percentage who commute from housing elsewhere, students – even those living in "group quarters" (i.e. residence halls) – are already counted in the overall Winter Park population.

<sup>4</sup> <https://www.thesandspur.org/record-number-of-students-live-on-campus/>.



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New York, New York 10003  
Phone: 917-816-8367

2730 Forest Avenue, Suite W  
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E-mail: [info@consultmjb.com](mailto:info@consultmjb.com)  
Web: [www.consultmjb.com](http://www.consultmjb.com)

Memorandum

To: Kyle Dudgeon  
Assistant Division Director, Economic Development/CRA  
City of Winter Park  
Peter Moore  
Division Director, Office of Management & Budget  
City of Winter Park

Cc: Owen Beitsch  
Senior Director, Economic and Real Estate Advisory Services  
GAI Consultants Inc.

From: Michael Berne  
President, MJB Consulting

Re: Phase I Executive Summary Memo (Draft #2)

Date: February 3, 2023

---

In March 2022, the City of Winter Park hired MJB Consulting, as a subconsultant to GAI Consultants Inc.'s Community Solutions Group, to undertake an assessment of retail

EDAB Overview and Opportunities - May 2025

Context for Economic Development Board

- A. Economic Development in Winter Park is focused on maintaining our quality of life and providing the tax base to support that quality of life. See the Winter Park – “Economic Development Definition” (April 19, 2022) and Guiding Principles 1 and 2.
- B. The top 3 characteristics residents value the most based on the Resident Visioning Project in 2016 are:
  - a. **Our History and Heritage**
  - b. **Our Village Ambiance and Small-Town Charm**
  - c. **Our efforts to be Proactive about our Future and Growth**
- C. “Park Avenue today remains the premier “Downtown” in metro Orlando. The only one that offers a walkable and authentic “Main Street” experience with a **critical mass of comparison goods** retailers.” Keeping Park Avenue and its spill over commercial districts occupied with strong retailers extends the “Dwell Time” for customers and preserves Winter Park’s brand. Because our market area is 150,000 people for 70% of our sales, Winter Park residents and workers have a much broader selection of retail and restaurants than a town of 30,000 should expect. (MJB Phase 1 Market Report)
- D. Winter Park’s Budget for its high level of services is the **General Fund**, with the following characteristics:
  - a. It is ALWAYS a balanced budget with expected revenues exceeding expenses.
  - b. It has a \$20 million dollar emergency reserve.
  - c. Winter Park has the lowest “millage rate” (the property tax rate) in all of Orange County (see bar chart).
  - d. It has the fastest emergency response times in the region.
  - e. The General Fund Fiscal Year Ending 10/1/24 has a Revenue Budget of [\$70 mill] and Expense Budget, including construction (“capital”) projects of [\$68 mill].
  - f. Winter Park has diverse revenue sources. Only [43%] comes from real estate taxes, [13%] comes from Orange County Sales Taxes, which is directly linked to tourism. The balance comes from fees for services and from excess funds and reimbursements from our power company and our water company (which are called our “Enterprises”).
  - g. Our “Enterprises” are well run and efficient. The power company serving 80% of Winter Park residents has the lowest rates in the region and is self-funding our undergrounding and sustainability efforts. The water company has excellent water quality and serves the water and sewer needs of an area [3x] the size of Winter Park itself. ~~has 2024, the po~~
  - h. In crisis times, city staff can adjust spending and stay within our revenue.

update # 5

i. Bond Rating Upgrade in 2024

## Areas of EDAB Influence

The Economic Development Advisory Board can influence the vitality of the City by advising the Commission on Policy and by alerting and guiding our City team on local issues. Some of those areas are:

- A. Keeping the "Big Picture" of Winter Park's charm and history as the keys to success
- B. Suggesting Programs and Marketing for merchants and businesses
- C. Creating and Targeting Incentives
- D. Being a voice for budget and content of Seasonal and Other City Events
- E. Being a voice for service level changes
- F. Recommending policy changes that might attract targeted businesses.
- G. Identifying Target businesses and uses
- H. Researching, educating, and marketing useful information to the business community
- I. Supplementing City and Chamber statistics with useful marketing information
- J. ~~Advocating for~~ BEING A VOICE FOR RETAIL CORRIDORS, ESPECIALLY PARK AVE.

### Specific Opportunities:

1. Board member Workshop/Review of the Retail Report and Other background information.
2. Refine and Communicate the Retail Market Study to other parties.
3. Execute and adjust the Retail Study Implementation Plan.
4. Refine how we define and pursue target businesses.
5. Explore how to create entrepreneurial and e-commerce strategies to build resilience in recessions (based on COVID and 2008/2009 lessons).
6. Explore profiling the customers for Park Avenue and other corridors with strategies to reach them.
7. Advise and monitor incentive programs.
8. Similar to the Retail study, evaluate importance of and positive characteristics of Financial Services. Discuss how to incentivize and create a critical mass of financial services (as commercial properties redevelop under existing codes).
9. Develop understanding of the Community Redevelopment Authority mission and funding to integrate with EDAB initiatives.

EDAB Addendum/Excerpts (PMA 6/30/24)

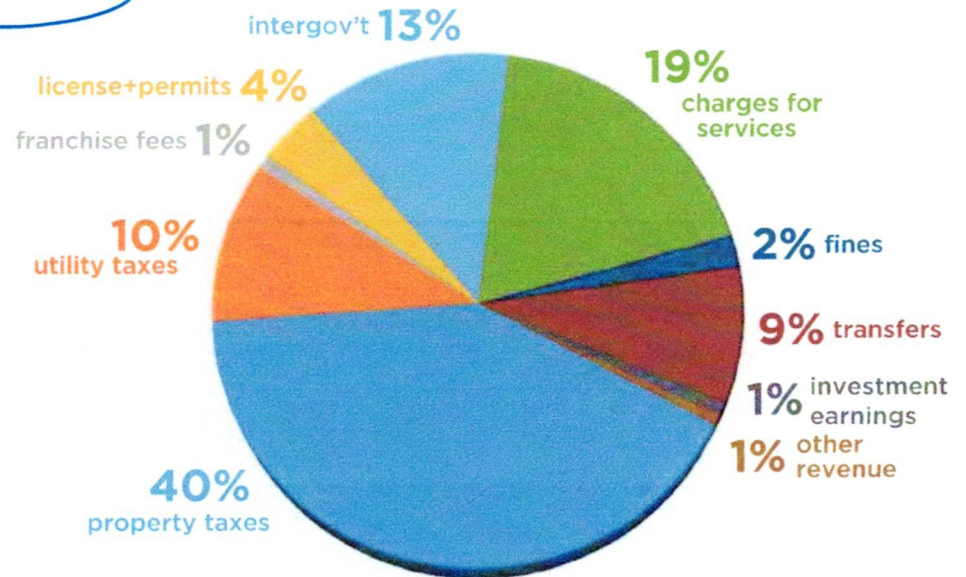
1. Economic Development Definitions and Guiding Principles
2. Vision 2016 Word Cloud
3. Retail Concepts and Park Avenue- MJB Phase 1 Excerpt
4. Millage Rate Comparison Bar Chart
5. General Fund Budget Pie Chart — *Can we show Expenses as a Pie Chart?*
6. Winter Park Power Company Rate Comparison Bar Chart
7. Retail Vision
8. Retail Implementation Plan – MJB Phase 2 excerpt
9. Winter Park Market Area- MJB Phase 1 excerpt
10. ~~Existing City Score Card~~  
~~Including Police & Fire Response~~  
↳ *Police & Fire Response* ~~Other~~  
*(use the City Service Scorecard if that is the best available)*
11. *[Discuss] - Draft of EDAB Scorecard?*
12. *Park Ave District "Audience Profile" Example*

*Can we show Expenses as a Pie Chart?  
otherwise OK as-is*

# general fund revenues & expenditures (2023)

2024

The city is required to account for its finances using fund accounting. This method separates revenues and expenses into different funds based on the source of the revenue and intended use. The most notable is the city's general fund. These include property taxes, utility taxes, franchise fees, licenses & permits, intergovernmental revenues, charges for services, fines, transfers and other revenue. Expenditures for these items are broken down on the next page.



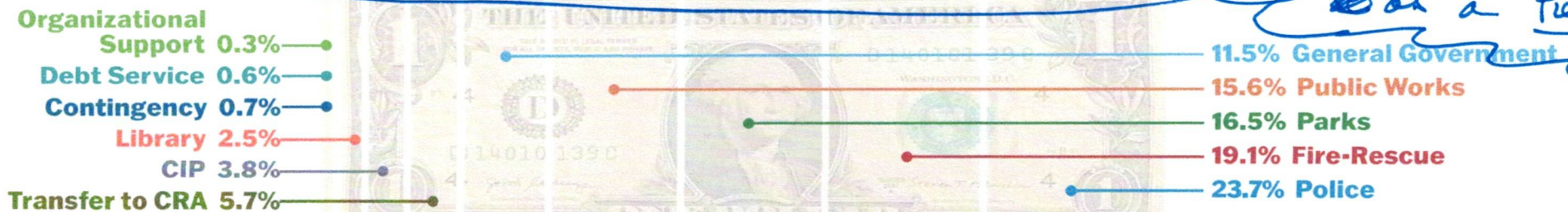
GENERAL FUND REVENUES	FY2019	FY2020	FY2021	FY2022	FY2023
PROPERTY TAXES	\$22,531,341	\$24,313,515	\$26,155,260	\$27,511,689	\$30,400,941
UTILITY TAXES	6,610,204	6,665,189	6,791,257	7,006,666	7,533,817
FRANCHISE FEES	935,492	862,173	823,954	845,243	682,947
LICENSES + PERMITS	3,938,661	3,262,118	3,684,484	3,667,915	2,890,770
INTERGOVERNMENTAL	8,357,430	7,307,153	7,575,680	9,284,363	9,612,546
CHARGES FOR SERVICES	9,796,638	8,860,037	9,712,719	11,665,578	13,872,437
FINES	1,397,330	1,047,091	830,204	1,180,220	1,505,884
TRANSFERS	5,303,292	5,224,645	5,346,469	7,488,744	6,291,728
INVESTMENT EARNINGS	1,107,060	620,102	(24,837)	(2,495,309)	678,400
OTHER REVENUE	231,923	434,621	287,582	286,121	484,638
<b>TOTAL</b>	<b>\$60,209,371</b>	<b>\$58,596,644</b>	<b>\$61,182,772</b>	<b>\$66,441,230</b>	<b>\$73,954,108</b>

The largest increase in total value was in property taxes at over \$2.9 million or 10.5% from last year. Charges for services also saw significant growth from 19% in 2023 and 20% in 2022. Expenditures rose in parks & recreation due to

the purchase of the Winter Park Pines Golf Club. Transfers also saw an increase as the uptick out of COVID has grown the total number of Capital Improvement Plan (CIP) projects. Transfers out to the CRA also still remain healthy.

GENERAL FUND EXPENDITURES	FY2019	FY2020	FY2021	FY2022	FY2023
GENERAL ADMINISTRATION	\$1,502,324	\$1,754,007	\$1,830,850	\$2,218,901	\$2,627,867
INFORMATION TECHNOLOGY	594,524	572,889	495,973	767,303	844,615
FINANCIAL SERVICES	392,858	419,202	446,235	440,836	535,551
COMMUNICATIONS	382,158	191,381	233,418	520,949	357,671
PLANNING + COMMUNITY DEVELOPMENT	550,958	871,964	1,034,432	1,225,552	1,002,759
BUILDING & PERMITTING SERVICES	2,023,916	2,363,024	2,045,153	1,982,704	2,240,579
PUBLIC WORKS & TRANSPORTATION	9,429,907	8,977,049	8,505,929	9,867,266	11,337,985
POLICE	14,504,784	14,901,031	15,235,458	16,338,467	16,221,951
FIRE-RESCUE	12,785,748	13,204,252	13,319,849	13,626,554	13,666,042
PARKS & RECREATION	8,654,415	8,563,143	8,712,096	10,731,167	12,442,308
CULTURAL + COMMUNITY SERVICES	1,556,772	1,717,339	1,657,004	1,656,999	1,840,000
TRANSFERS OUT	5,344,129	5,316,947	5,357,606	7,492,780	8,709,855
<b>TOTAL</b>	<b>\$57,722,493</b>	<b>\$58,852,228</b>	<b>\$58,874,003</b>	<b>\$66,869,478</b>	<b>\$71,827,183</b>

**EXAMPLE OF BUDGET EXPENDITURE BREAKDOWNS**



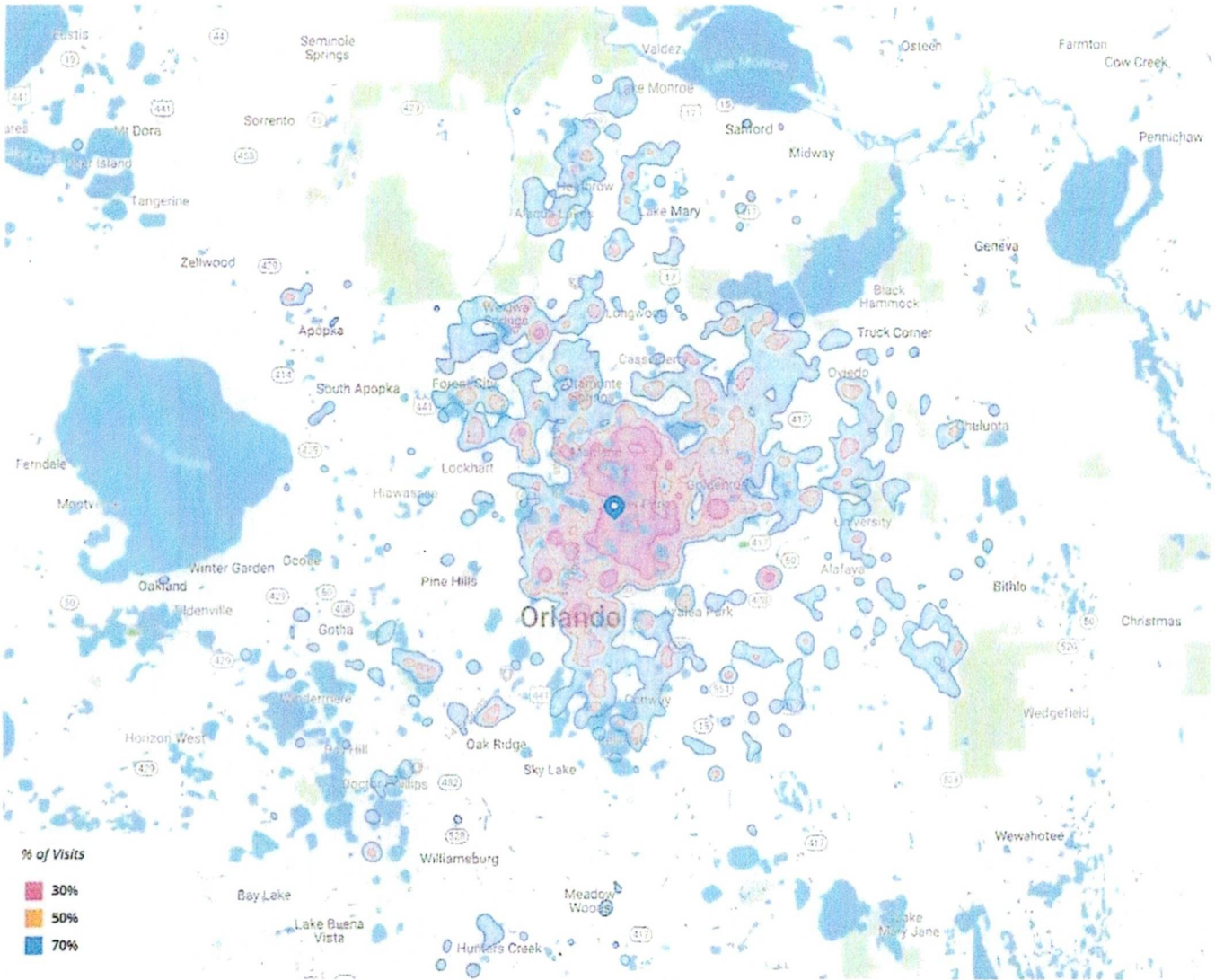
*Can we show as a Pie Chart*

# Audience Profile

Jan 1 - Dec 31, 2019



## Park Avenue District / FL



FROM PARK AVENUE DISTRICT



# Economic Development Advisory Board

# agenda item 5.b

**item type**

Non-Action Items

**meeting date**

August 12, 2025

**prepared by**

Kyle Dudgeon, Assistant Division Director of  
Economic Development/CRA

**approved by**

Bahiyah Muhammad-Layton, Board  
Coordinator

**subject**

Scorecard Review

**motion | recommendation****background**

Staff is presenting the final version of the resident infographic discussed last month. Working with the vendor, staff articulated opportunities to shape each data set with lines, color changes, and updated information. The vendor is currently working on the last three infographics (business owners, investors, and the park avenue district) for a complete set for distribution.

**alternatives | other considerations****fiscal impact****attachments**

1. Residents Infographic\_v1
2. EDAB Scorecard Metrics Outline - Spring 2025

# CIVIC HEALTH IN ACTION

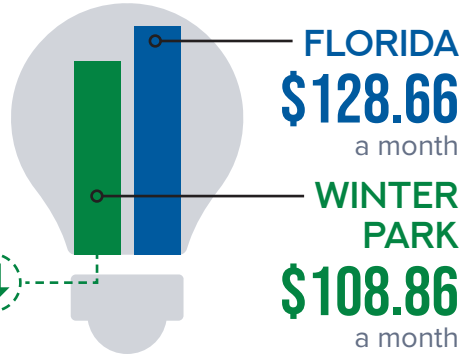
## HOW WINTER PARK WORKS FOR YOU

From low taxes to fast emergency response and strong savings, Winter Park is building a city that's safe, stable, and smart with your money.

### YOUR WALLET

WINTER PARK'S IS **15% LOWER** than state average

### AVERAGE MONTHLY ELECTRIC BILL



### MILLAGE RATE

(how your property tax is calculated)

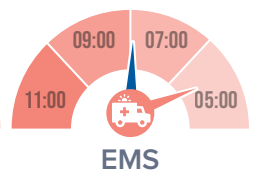
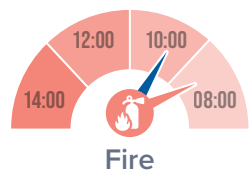
You pay \$1 in tax for every \$1,000 of your home's taxable value.



### SAFETY FIRST

### EMERGENCY RESPONSE TIMES (in minutes)

WINTER PARK **01:39**  
U.S. AVERAGE **10:00**



**08:13**  
**10:00**

**05:03**  
**08:00**



### FINANCIAL HEALTH

### BOND RATING

(how financially trustworthy a city is when it borrows money)

WINTER PARK = **AAA** (Fitch)

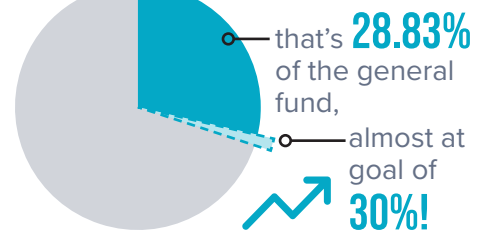
The highest bond rating in the county! **#1**



### RESERVES

(city's saving account; rainy day fund)




WINTER PARK = **\$22M** in reserves










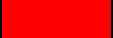









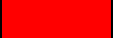


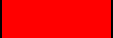





With smart planning, responsive service, and a deep commitment to community, Winter Park offers more than just good numbers, it offers a better way to live.



## Scorecard Summary Outline

Legend	
Included in the Infographic	
Contemplated for later	
Not included	

Residents	Item	Methodology	Priority
Taxes	Millage Rate	Ranking in County	
	Sales Tax	County rate	
	Property Tax Bill %	% Winter Park	
	Homestead Cap	% of homes capped, average annual increase in property value for homestead, 3% cap max	
Service Rates	Water & Sewer	Average monthly bill for residential home.	
	Electric	Average monthly bill for residential home.	
	Stormwater	Average monthly bill for residential home.	
	Solid Waste	Average monthly bill for residential home, service frequency	
Schools	School Grades	List each public school and grade	
	School proximity	Count of schools within XX drive of WP.	
Educational Attainment	Educational Attainment	% population with College or Higher vs Orange County	
Housing Stock	Ownership %	% of owned homes vs Orange County	
	Appreciation	Average annual growth rate, rolling 5 years	
	Value	Median home sale price	
	Days on Market	Homes sold within 30 days or less on market	
Safety	Police Priority 1	Priority 1 response time	
	Fire Priority 1	Priority 1 response time	
	EMS Response	EMS response time	
	911 Calls Rate	Calls answered in 10 seconds or less	
	Code Cases	% of Cases resolved in 30 days or less	
	Accreditations	Police and Fire and ISO listed	
Childcare	Access to Childcare	# of Facilities within XX drive	
City Stability	Bond Ratings	List GF bond rating	
	Reserves	Unencumbered GF reserves and %.	
Incentive Programs	Incentive Programs	List programs and website links - separate list	

Businesses	Item	Methodology	Priority
Lease Rents	Rent per SF	Costar average rents by class	

Occupancy Rates	Vacancy Rate	Costar average by class	
Taxes & Fees	Millage Rate	Ranking in County	
	Sales Tax	County rate	
	Property Tax Bill %	% Winter Park	
	Fees	Link to fee schedule on internet	
Service Rates	Water & Sewer	Average monthly bill for commercial SF user.	
	Electric	Average monthly bill for commercial SF user.	
	Stormwater	Average monthly bill for commercial SF user.	
	Solid Waste	Average monthly bill for commercial SF user.	
Workforce Education	Educational Attainment	% population with College or Higher vs Orange County	
	Major area Universities	List of Universities in region	
Wages	Household income	Median household income	
Safety	Police Priority 1	Priority 1 response time	
	Fire Priority 1	Priority 1 response time	
	EMS Response	EMS response time	
	911 Calls Rate	Calls answered in 10 seconds or less	
	Code Cases	% of Cases resolved in 30 days or less	
	Accreditations	Police and Fire and ISO listed	
Connectivity	Cellular Service	5G node enabled city	
	Broadband	Top Speeds available 10Gb	
Industries	Top Industries	Cluster by employment or LQ?	
Incentive Areas	Incentive Areas	List of regions and links	
Incentive Programs	Incentive Programs	List programs and website links	
City Stability	Bond Ratings	List GF bond rating	
	Reserves	Unencumbered GF reserves and %.	
Access	Housing Access	% & # of Dwellings at 120% of AMI or lower within a 30 minute commute	

Investors & Redevelopment	Item	Methodology	Priority
Value of Property	Property Value	Sale price per SQ foot of Residential, Office, Retail	
Industries	Top Industries	Cluster by employment or LQ?	
Incentive Areas	Incentive Areas	List of regions and links	
Incentive Programs	Incentive Programs	List programs and website links	
Taxes & Fees	Millage Rate	Ranking in County	
	Sales Tax	County rate	
	Property Tax Bill %	% Winter Park	
	Fees	Link to fee schedule on internet	
Service Rates	Water & Sewer	Average monthly bill for commercial SF user.	
	Electric	Average monthly bill for commercial SF user.	
	Stormwater	Average monthly bill for commercial SF user.	

	Solid Waste	Average monthly bill for commercial SF user.	
Workforce Education	Educational Attainment	% population with College or Higher vs Orange County	
	Major area Universities	List of Universities in region	
Wages	Household income	Median household income	
Safety	Police Priority 1	Priority 1 response time	
	Fire Priority 1	Priority 1 response time	
	EMS Response	EMS response time	
	911 Calls Rate	Calls answered in 10 seconds or less	
	Code Cases	% of Cases resolved in 30 days or less	
	Accreditations	Police and Fire and ISO listed	
Connectivity	Cellular Service	5G node enabled city	
	Broadband	Top Speeds available 10Gb	
Development Opportunities	Development Sites	Link to LoopNet or equivalent	
Prospective Tenant list	Tenant opportunities	Is this already provided?	
Location	Travel	Distance to Airport, train, port.	
	Special Interest	Distance to amusement parks	
Occupancy Rates	Vacancy Rate	Costar average by class	

Downtown Park Ave District	Item	Methodology	Priority
Occupancy Rates	Park Ave Vacancy Rate	Local data from broker, no access to this.	
Lease Rate	Park Ave Lease Rate	Local data from broker, no access to this.	
Tenant Type Distribution	Tenant Distribution	Visual, would need to be created.	
Dwell Time	Park Ave Dwell Time	PlacerAI	
Visits	Pedestrian Annual Visits	PlacerAI	
	Vehicle Trips	Internal City Data, would need to collect it	
Sales per SF	Avg Sales per SF	ESRI or Placer, data may not be available	
Available Spaces	Vacant Spaces	Property owner or broker database, doesn't exist would need to make it.	
Annual Special Events	Downtown Annual Events	Link to events on website.	



# Economic Development Advisory Board

# agenda item 5.c

**item type**

Non-Action Items

**meeting date**

August 12, 2025

**prepared by**

Kyle Dudgeon, Assistant Division Director of Economic Development/CRA

**approved by**

Bahiyyah Muhammad-Layton, Board Coordinator

**subject**

Balmoral Group White Paper

**motion | recommendation**

N/A

**background**

Staff is providing the Balmoral Group White Paper Report for consideration and discussion. The report provides an updated look at how business sectors in Winter Park have evolved since the pandemic. As the board considers how it would like to frame priorities and incentives, the analysis is another benchmark tool when considering how the market has moved in the past six years. For consistency purposes, the report outlines each sector under the North American Industrial Classification System with particular emphasis on:

- Education and Health Services
- Financial Activities and Information
- Professional/Business Services and Construction
- Food Services, Accommodation and Entertainment, and Retail Trade

Overall, the report shows some fluctuation among industry sectors with increases in overall effect in Financial Services and moderate reductions in some retail trade, food service, and professional services. It is valuable to note in certain circumstances that captured data at the hyperlocal level may create incongruencies, so the report should be used in concert with other data sets or in an 'order of magnitude' when evaluating future programs/projects.

**alternatives | other considerations**

## **fiscal impact**

### **attachments**

1. DRAFT Winter Park Economic Impact Analysis July 2025

# Technical Memo



**TO:** Kyle Dudgeon

**FROM:** The Balmoral Group

**DATE:** 07/11/2025

**SUBJECT:** Winter Park Economic Impact Analysis

## ECONOMIC IMPACT ANALYSIS OF EXISTING CONDITIONS

As a precursor to estimating economic impacts, the total economic output of the study area was estimated. Through calibration of federal data and proprietary purchased data, the total baseline economic output for Winter Park was estimated at about \$7.9 billion<sup>1</sup> in 2025. According to data from Environics Analytics and the U.S. Census Bureau, Winter Park comprises about 5% of Orange County’s GDP and 5% of employment; however, only about 2% of Orange County’s population resides in Winter Park.

Revenues by industry sector are provided in **Table 1**.

*Table 1: Revenues by Industry Sector, millions of \$*

NAICS Codes	Industry Sector Description	2025	2019
11, 21, 23, 54-56	Professional/Business Services and Construction	\$1,865	\$1,830
44-45, 71-72	Food Services, Accommodation, Entertainment & Retail Trade	\$1,499	\$1,599
51-53	Financial Activities & Information	\$2,197	\$1,759
61-62	Education and Health Services	\$1,501	\$1,203
31-33	Manufacturing	\$82	\$104
42	Wholesale Trade	\$439	\$599
22	Utilities	\$85	\$203
48-49	Transportation & Warehousing	\$45	\$40
92	Public Administration	\$13	\$21
81	Other Services	\$208	\$197
	Total	\$7,934	\$7,555

Source: Environics Analytics | Data Axle

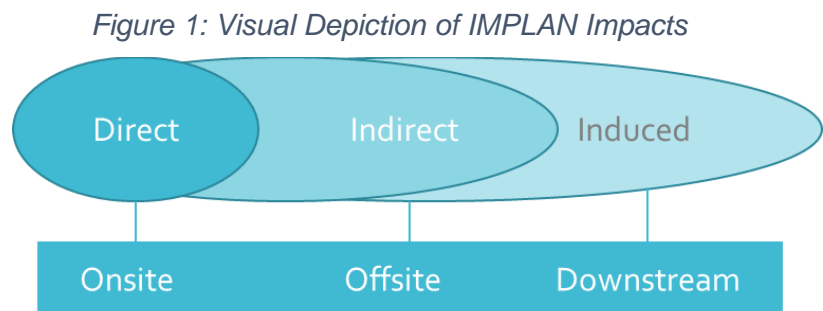
<sup>1</sup> Environics Analytics | Data Axle

During the COVID-19 pandemic, the Winter Park Chamber of Commerce commissioned an Economic Impact Analysis to assess various business loss mitigation strategies<sup>2</sup>. As part of the COVID-19 analysis, the base economic activity was estimated using pre-pandemic data (2019). In 2022, the City’s Economic Development Department commissioned an Employment Analysis which identified several target employment clusters based on 2019 employment<sup>3</sup>. These included Education & Knowledge, Arts, Culture, & Entertainment, Financial & Professional Services, Health Care Services, Retail Trade, and Creative Services. The analysis identified clusters that had a Location Quotient greater than 1, indicating higher concentrations of employment. The clusters identify areas that the city could enhance already existing resources and activities. The GAI information was complementary to understanding the base economic activity of the City.

The information herein provides current conditions in 2025 to further capture changes in Winter Park’s economic base. Several industries have shifted due to the COVID-19 pandemic, which saw employees shift to remote working environments, as well as changes in consumer spending behaviors. According to a 2024 analysis by Moody’s, office vacancy rates nationally have struggled to recover to pre-pandemic levels. As of the second quarter of 2024, national vacancy rates are at 20.1%<sup>4</sup>. However, the vacancy rate of the Orlando MSA stands at 17.9%; in 2019, the vacancy rate was 14.4%. Winter Park has historically performed better than the MSA, with pre-pandemic vacancy of 12.4%. While the Orlando MSA as a whole has not improved to pre-pandemic levels, Winter Park has recovered and improved from its pre-pandemic rate, with a recently estimated vacancy rate of 10.2%<sup>5</sup>.

## MODELING IMPACTS

Revenues by Sector were used as inputs in IMPLAN, an input-output modeling software, to model the direct, indirect and induced effects of the largest business sectors in Winter Park. For modeling impacts, the direct effects are the impacts specifically related to the revenues and its impact on businesses. The indirect effects are the impacts from the business-to-business purchases as a result of that spending. The induced effects are the impacts from employee spending. A visual representation of impacts is shown in **Figure 1**. The Appendix provides a more detailed figure explaining the trade flows represented here.



Source: TBG Work Product, IMPLAN

<sup>2</sup> The Balmoral Group (2020)

<sup>3</sup> GAI Consultants (2022)

<sup>4</sup> Moodys (2024). *A new working order: Reimagining offices in a hybrid world.* <https://www.moodys.com/web/en/us/insights/data-stories/us-commercial-real-estate-vacancies-downtown-vs-suburbs.html>

<sup>5</sup> Moody’s analyzes vacancy rates using their proprietary Commercial Real Estate data. Their data is available at: moodyscre.com

**Table 2** details the 2019 baseline economic activity estimated for the City of Winter Park’s business area<sup>6</sup>.

*Table 2: 2019 Conditions, All 4 Sectors Combined, millions of \$ (2019)*

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	43,131	\$2,213	\$3,268	\$5,637
<b>Indirect Effect</b>	22,174	\$1,273	\$2,104	\$3,806
<b>Induced Effect</b>	22,564	\$1,121	\$2,054	\$3,445
<b>Total Effect</b>	87,869	\$4,607	\$7,426	\$12,888

Source: TBG Work Product, IMPLAN

For consistency with the 2019 analysis and previously identified target industry clusters for the City of Winter Park, the industry sectors included in the economic modeling were grouped as follows:

- Education and Health Services (NAICS 61 – 62)
- Financial Activities and Information (NAICS 51 – 53)
- Professional/Business Services and Construction (NAICS 11, 21, 23, 54 - 56)
- Food Services, Accommodation and Entertainment, and Retail Trade (NAICS 44 - 45, 71 - 72)

In total, 2025 business revenues across these four sectors were estimated to have total economic impacts of about \$13.1 billion (**Table 3**). The industry clusters that showed the most improvement from pre-pandemic conditions were Financial Activities & Information, and Education & Health. The sector which includes Food Services, accommodation, entertainment and retail trade, was the only sector that did not show increased sales volumes since 2019. This is consistent with tourism statistics; Visit Orlando reported 75.3 million people visited the region in 2024, still below the 2019 peak of 76 million tourists<sup>7</sup>.

*Table 3: Existing Conditions, All 4 Sectors Combined, millions of \$ (2025)*

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	36,765	\$2,355	\$3,647	\$6,121
<b>Indirect Effect</b>	21,548	\$1,401	\$2,369	\$4,229
<b>Induced Effect</b>	14,615	\$867	\$1,733	\$2,772
<b>Total Effect</b>	72,928	\$4,623	\$7,750	\$13,122

Source: TBG Work Product, IMPLAN

Breakdowns of impacts by industry are included in the following tables; **Tables 4 – 7** show the results for 2019 and **Tables 8 – 11** detail the 2025 results.

<sup>6</sup> Note, a geographical area slightly larger than the City limits was included in the 2019 analysis, and is included throughout this analysis, as well.

<sup>7</sup> Visit Orlando (2025). *Orlando Welcomed 75.3 Million Visitors in 2024*. <https://www.visitorlando.org/about/corporate-blog/post/orlando-welcomed-753-million-visitors-in-2024/>

Table 4: Professional and Business Services and Construction, millions of \$, 2019

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	11,910	\$784.8	\$1,002.6	\$1,660.4
<b>Indirect Effect</b>	6,917	\$392.9	\$619.2	\$1,105.2
<b>Induced Effect</b>	8,406	\$417.6	\$765.3	\$1,283.5
<b>Total Effect</b>	27,233	\$1,595.3	\$2,387.1	\$4,049.2

Source: TBG Work Product, IMPLAN

Table 5: Retail Trade, Food Services, Accommodation and Entertainment, millions of \$, 2019

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	16,797	\$531.9	\$854.0	\$1,422.1
<b>Indirect Effect</b>	2,405	\$136.7	\$217.0	\$390.2
<b>Induced Effect</b>	2,372	\$117.8	\$215.9	\$362.2
<b>Total Effect</b>	21,573	\$786.4	\$1,286.9	\$2,174.4

Source: TBG Work Product, IMPLAN

Table 6: Financial Activities and Information, millions of \$, 2019

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	4,999	\$280.1	\$703.6	\$1,413.1
<b>Indirect Effect</b>	7,642	\$441.0	\$774.8	\$1,425.7
<b>Induced Effect</b>	4,466	\$221.9	\$406.6	\$682.0
<b>Total Effect</b>	17,108	\$943.0	\$1,885.0	\$3,520.7

Source: TBG Work Product, IMPLAN

Table 7: Education and Health, millions of \$, 2019

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	9,424	\$616.3	\$708.1	\$1,141.2
<b>Indirect Effect</b>	5,210	\$302.3	\$492.6	\$884.7
<b>Induced Effect</b>	7,320	\$363.7	\$666.5	\$1,117.8
<b>Total Effect</b>	21,955	\$1,282.4	\$1,867.2	\$3,143.7

Source: TBG Work Product, IMPLAN

Table 8: Professional and Business Services and Construction, millions of \$, 2025

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	9,597	\$765.2	\$1,019.1	\$1,674.8
<b>Indirect Effect</b>	4,564	\$304.4	\$501.6	\$879.3
<b>Induced Effect</b>	3,909	\$231.6	\$463.1	\$740.7
<b>Total Effect</b>	18,069	\$1,301.2	\$1,983.8	\$3,294.7

Source: TBG Work Product, IMPLAN

Table 9: Retail Trade, Food Services, Accommodation and Entertainment, millions of \$, 2025

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	10,896	\$484.6	\$884.8	\$1,314.3
<b>Indirect Effect</b>	1,422	\$91.9	\$152.5	\$271.1
<b>Induced Effect</b>	1,160	\$68.9	\$137.7	\$220.2
<b>Total Effect</b>	13,477	\$645.4	\$1,174.9	\$1,805.6

Source: TBG Work Product, IMPLAN

Table 10: Financial Activities and Information, millions of \$, 2025

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	5,942	\$313.7	\$838.0	\$1,702.6
<b>Indirect Effect</b>	9,536	\$604.3	\$1,069.2	\$1,942.0
<b>Induced Effect</b>	3,521	\$209.3	\$418.4	\$669.2
<b>Total Effect</b>	18,999	\$1,127.3	\$2,325.6	\$4,313.8

Source: TBG Work Product, IMPLAN

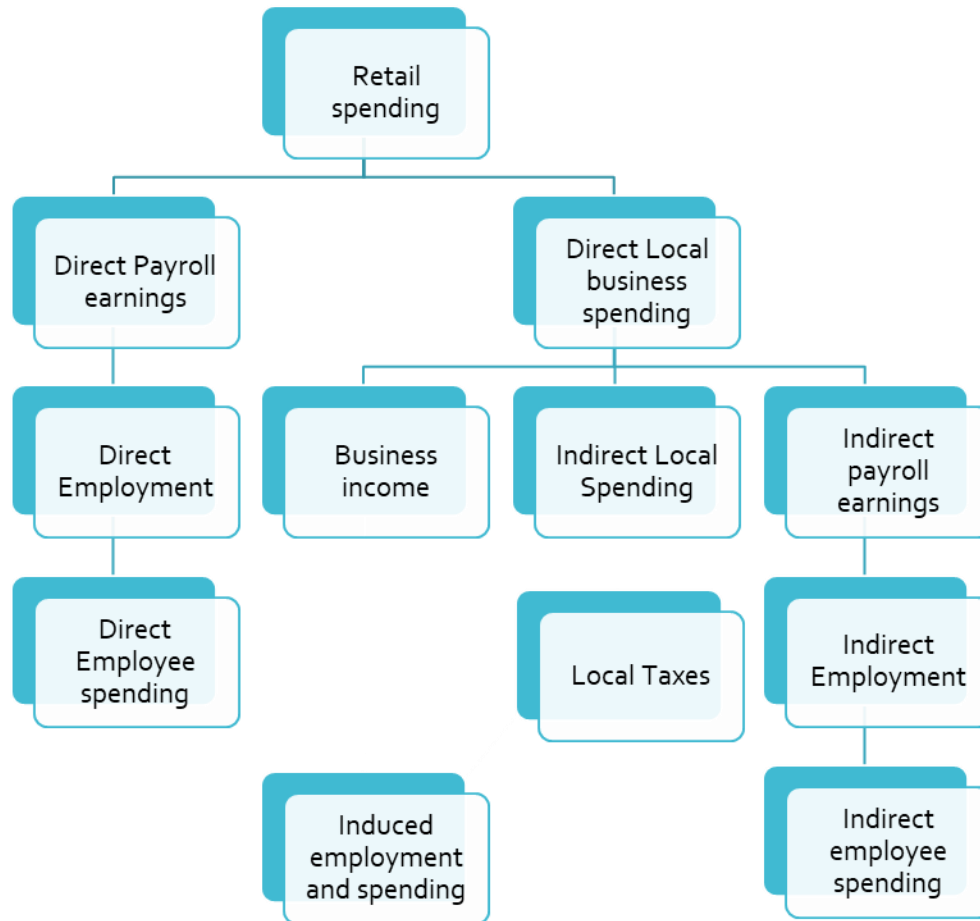
Table 11: Education and Health, millions of \$, 2025

Impact Type	Employment	Labor Income	Value Added	Output
<b>Direct Effect</b>	10,331	\$792.0	\$905.3	\$1,428.8
<b>Indirect Effect</b>	6,026	\$400.3	\$646.3	\$1,136.6
<b>Induced Effect</b>	6,026	\$357.2	\$714.0	\$1,142.1
<b>Total Effect</b>	22,382	\$1,549.4	\$2,265.6	\$3,707.5

Source: TBG Work Product, IMPLAN

## APPENDIX

Figure 2. Detailed Input-output model for Economic Impact



Source: TBG Work Product, IMPLAN



Economic  
Development  
Advisory Board

# agenda item 6.a

**item type**

Staff Updates

**meeting date**

August 12, 2025

**prepared by**

Kyle Dudgeon, Assistant Division Director of  
Economic Development/CRA

**approved by**

Bahiyah Muhammad-Layton, Board  
Coordinator

**subject**

EDAB Commercial Performance Report - August 2025

**motion | recommendation**

**background**

Updated reports as requested

**alternatives | other considerations**

**fiscal impact**

**attachments**

1. EDAB Commercial Performance Report - August 2025
2. EcoCounter August 2025
3. 9-3-25 Retail Bootcamp Flyer\_DRAFT
4. Winter Park Economic Enhancement District Public Hearing Courtesy Notice Postcard 1clr

# Commercial Performance Report

## 8/25

Full list of quarterly reports including annually recorded metrics are available at [www.cityofwinterpark.org/pm](http://www.cityofwinterpark.org/pm)

Sources: ESRI, CoStar, BLS

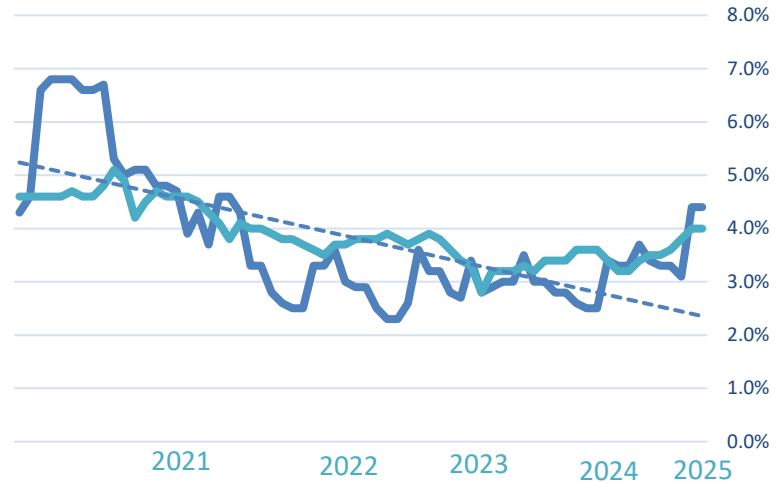
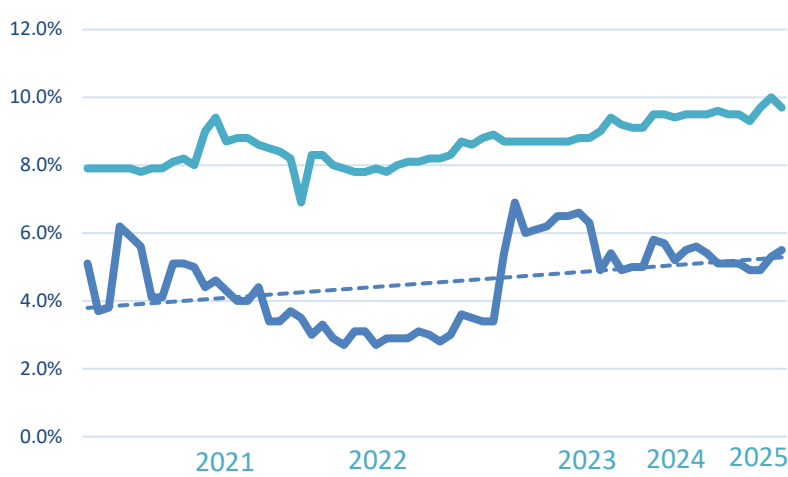
### OFFICE

### Vacancy

### RETAIL

Winter Park Orlando MSA

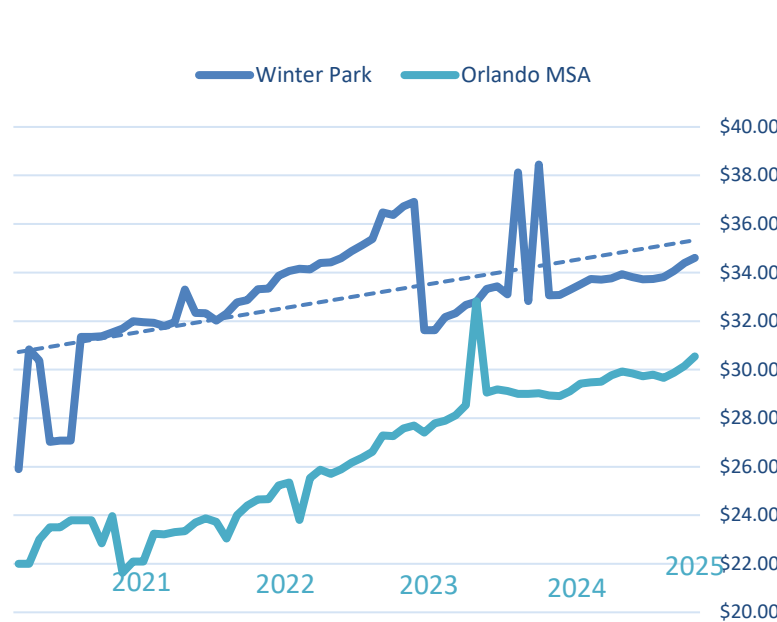
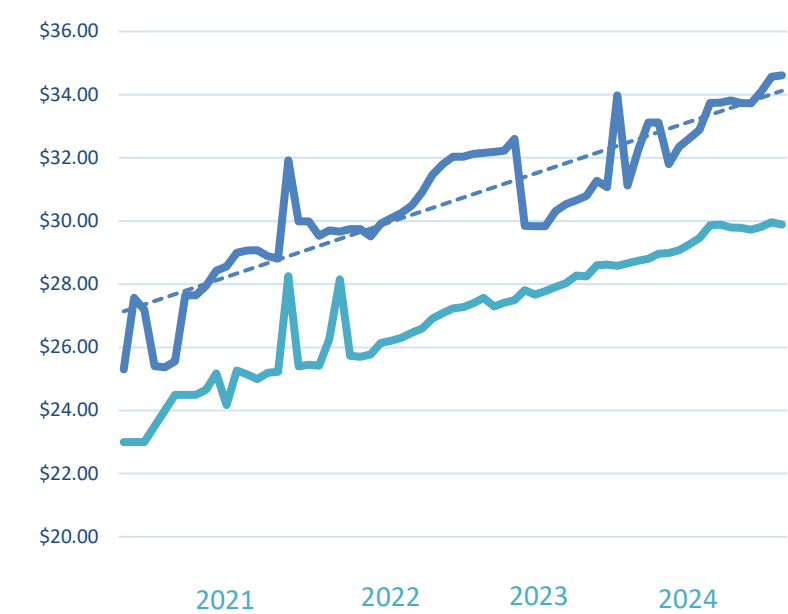
Winter Park Orlando MSA



### Rental Rate

Winter Park Orlando MSA

Winter Park Orlando MSA



# City of Winter Park



Kyle Dudgeon  
08/05/2025

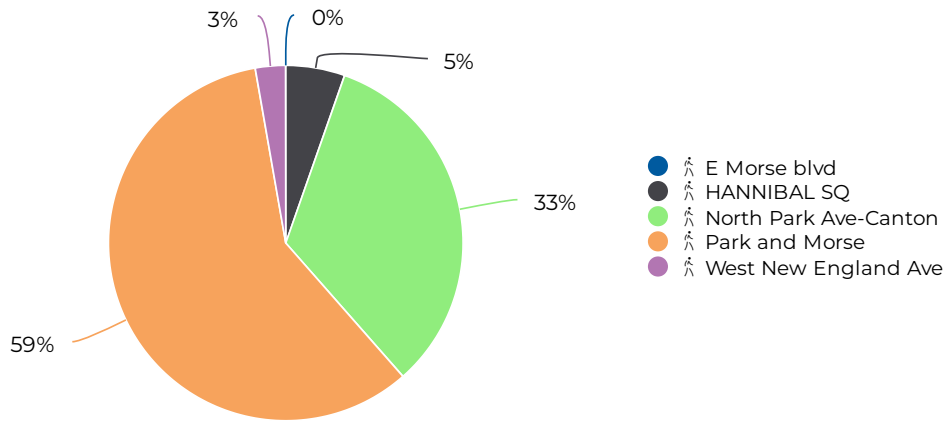
# Key Figures

July 1, 2025 → July 31, 2025

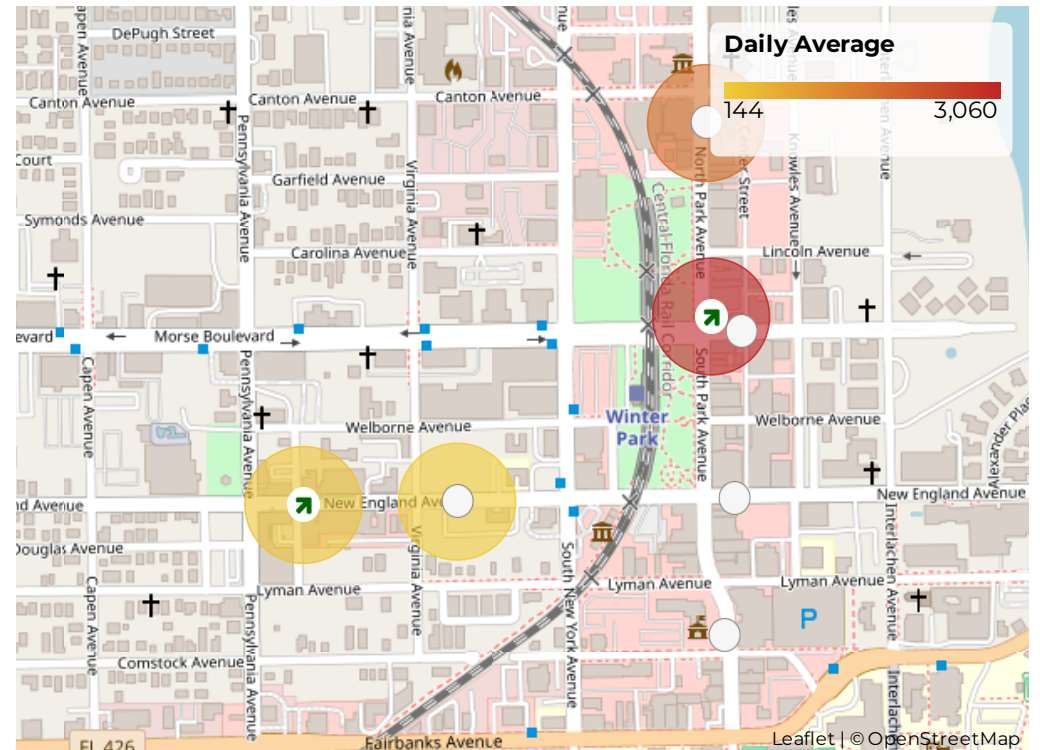
Total  
**161,555**

Peak Day  
Saturday  
Jul 26, 2025  
**9,673**

## Distribution



## Key Figures Map

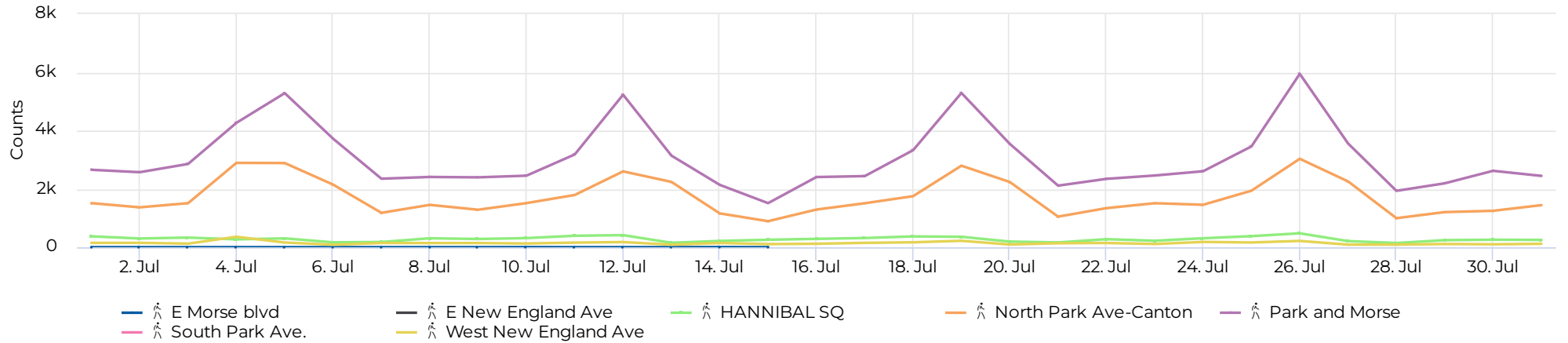


Compared to 07/02/2024 → 08/01/2024

# Key Figures

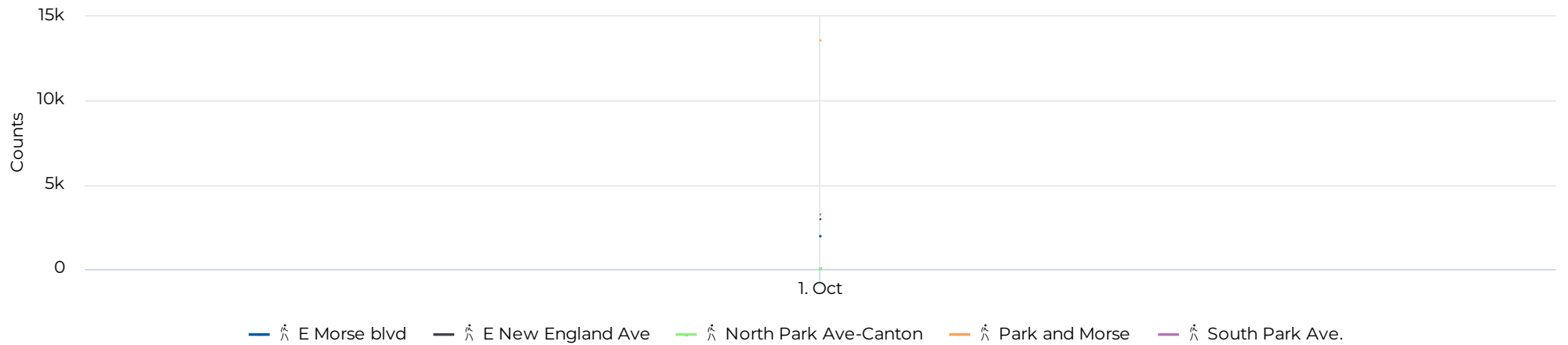
July 1, 2025 → July 31, 2025

## Daily traffic



## Monthly traffic

10/07/2023 → 10/08/2023

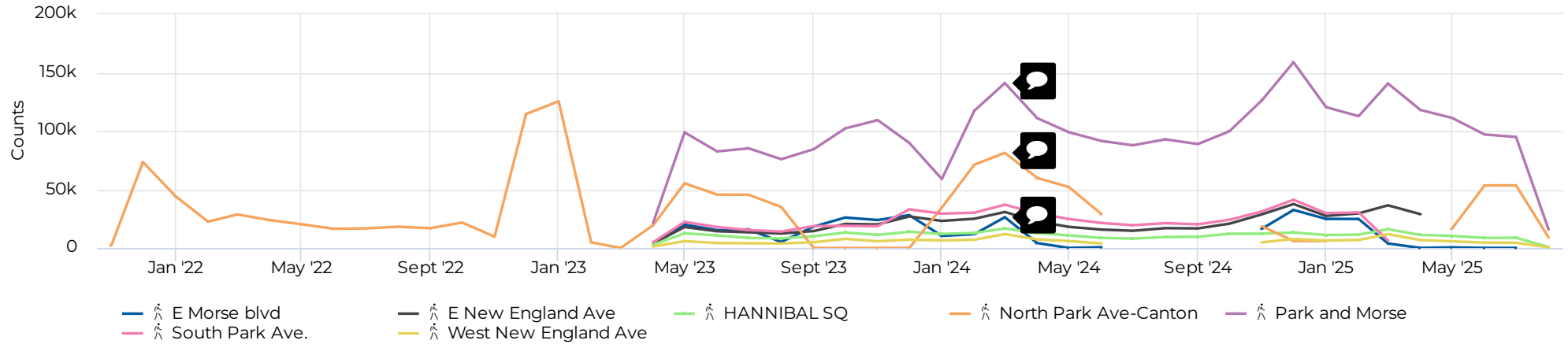


# Key Figures

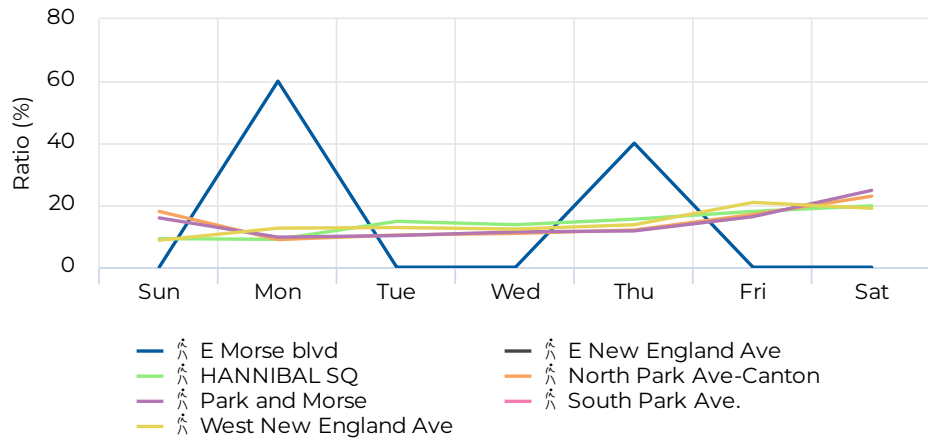
July 1, 2025 → July 31, 2025

## Monthly traffic

📅 Whole Period

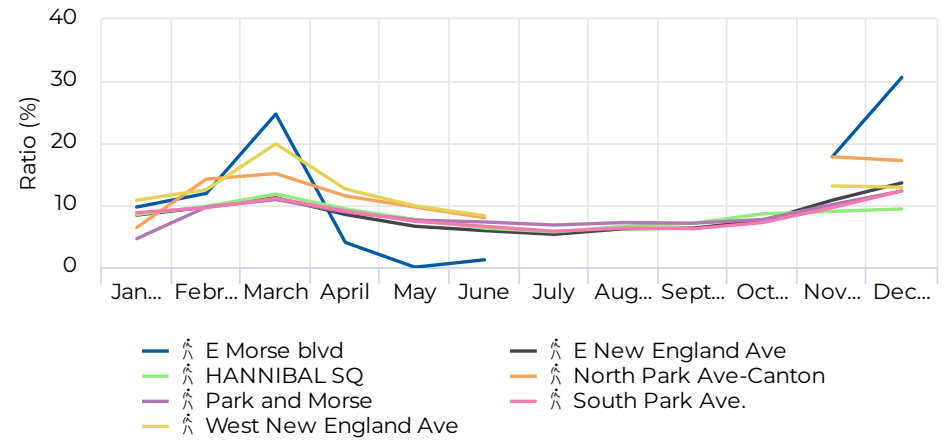


## Daily Profile



## Monthly Profile

📅 01/01/2024 → 12/31/2024

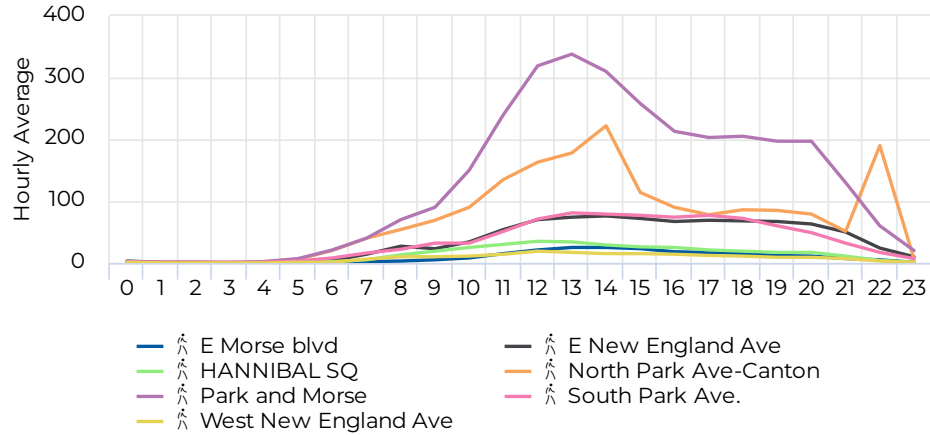


# Key Figures

July 1, 2025 → July 31, 2025

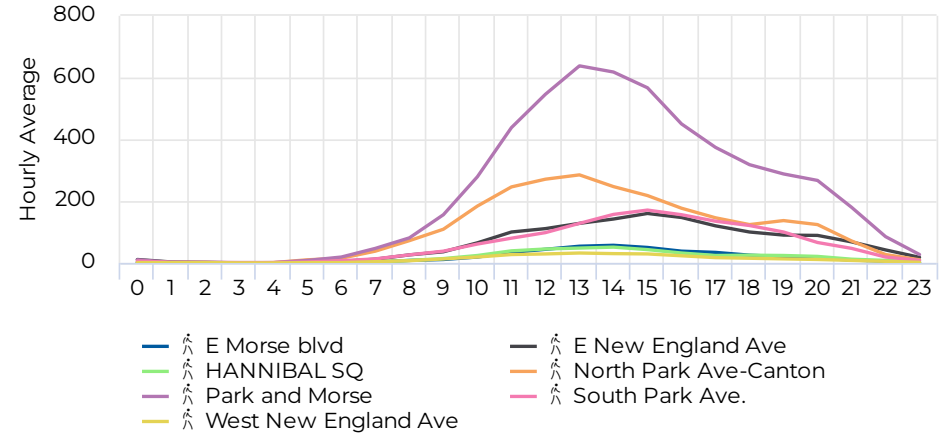
## Hourly Profile - Weekdays

01/01/2025 → 08/04/2025



## Hourly Profile - Weekend

01/01/2025 → 08/04/2025



# Key Figures

July 1, 2025 → July 31, 2025

## Key Figures Summary

Site	Daily Average ▼	Peak Day	Peak Count
Park and Morse	3,060 ▲ 7.9%	Sat Jul 26, 2025 Sat Jul 27, 2024	5,947 ▲ 18.6%
North Park Ave-Canton	1,726	Sat Jul 26, 2025	3,033
HANNIBAL SQ	281 ▲ 7.7%	Sat Jul 26, 2025 Sat Jul 27, 2024	477 ▲ 4.1%
West New England Ave	144	Fri Jul 4, 2025	359
E Morse blvd	0	Mon Jul 14, 2025	3
E New England Ave			
South Park Ave.			

📈 Compared to 07/02/2024 → 08/01/2024

**FREE  
2-PART EVENT**



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# 2025 HOLIDAY RETAIL BOOTCAMP

**Your ticket to a successful holiday**

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- ✓ Store Owners
- ✓ Pop-up Event Sellers
- ✓ Online Sellers

**Learn proven strategies to maximize sales and stay organized.**

FREE Bootcamp Includes: Workbook, Promotional Calendar, & Preparation Timelines & Checklists  
Everything you need to plan, execute and profit!

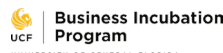
**2-PART BOOTCAMP**  
**9-3-25 & 9-4-25**  
1-5pm      9am-12pm

**GUEST SPEAKERS:**

**RENEE SCOTT & ROSLYN RICE**  
Co-Founders, DPI LLC

30+ years of experience shaping strategies and driving local and global success for corporate retail such as Burdines (Macy's) and Fossil Group.

SPONSORED BY: **REGIONS  
FOUNDATION**



**UCF DOWNTOWN - ACADEMIC COMMONS**  
**500 W. Livingston Street, Orlando, FL 32801**

# public reading COURTESY NOTICE



## COMMISSION MEETING

2025

WEDNESDAY **AUGUST 27** | 3:30 p.m.

City Hall Commission Chambers | 401 S. Park Ave. | 2nd Floor

This is the first reading for Florida Statute 376 Winter Park Economic Enhancement District (EED), an economic development tool to encourage redevelopment of properties by businesses and property owners. This program provides opportunities to facilitate job growth, utilize existing infrastructure, increase the local tax base, as well as improving and protecting the environment. For more information, please access [cityofwinterpark.org/EED](http://cityofwinterpark.org/EED).

Persons with disabilities needing assistance to participate in this proceeding should contact 407-599-3567 at least 48 hours in advance of the meeting.

**City of Winter Park**  
**Economic Development**  
401 South Park Avenue  
Winter Park, FL 32789

DRAFT