Economic Development Advisory Board Regular Meeting

Agenda

May 9, 2023 @ 8:15 am

Winter Park City Hall Commission Chambers

welcome

Agendas and all backup material supporting each agenda item are accessible via the city's website at cityofwinterpark.org/bpm 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) 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.

agenda	time
1. Call to Order	
2. Consent Agenda	
a. Approve the minutes of regular meeting March 14, 2023.	1 minute
3. Public Comments (for items not on the agenda): Three minutes allowed for each speaker	
4. Action Items	
5. Non-Action Items	
a. Retail Strategies Report - Phase II	45 minutes
6. Staff Updates	
a. EDAB subcommittee	5 minutes
b. EDAB Commercial Performance Report	5 minutes
c. 2023 Development Report	5 minutes
7. Board Comments	
8. Upcoming Agenda Items	
9. Adjournment	

Economic Development Advisory Board

agenda item

item type Consent Agenda	meeting date May 9, 2023
prepared by Tatia Ghviniashvili	approved by
board approval	
strategic objective	

subject

Approve the minutes of regular meeting March 14, 2023.

motion / recommendation

background

alternatives / other considerations

fiscal impact

ATTACHMENTS:

EDAB Draft Minutes.pdf

Economic Development Advisory Board Meeting Minutes

March 14, 2023 at 8:15 a.m.

City Hall, Commission Chambers
401 S. Park Avenue | Winter Park, Florida

Present

Sarah Grafton, Drew Madsen, Ginny Enstad, Kevin Mcclanahan, and Tracy Liffey; Board Coordinator Tatia Ghviniashvili.

Absent

Betsy Gardner Eckbert and Elijah J. Noel.

Staff Present

Assistant Division Director of Economic Development/CRA Kyle Dudgeon; Economic Development/CRA Coordinator Anne Sallee.

1) Call to Order

The meeting was called to order at 8:17 a.m.

2) Consent Agenda

a. Approve the minutes of regular meeting February 14, 2023

Motion made by Drew Madsen to approve the minutes as presented; seconded by Kevin Mcclanahan. Motion carried unanimously with a 5-0 vote.

3) Public Comments (for items not on the agenda):

Mayor Phil Anderson, 1621 Roundelay Ln, spoke on how the study conducted in partnership with MJB Consulting, works connectively with other projects/initiatives that are unfolding throughout the city. These include the annexation study, Comprehensive Plan review, and the path towards sustainable and renewable energy.

4) Action Items

There were none.

5) Non-Action Items

a. MJB Phase II discussion

Mr. Dudgeon gave a brief introduction highlighting the items discussed in Phase I and those that will be discussed in Phase II. Found in the agenda packet is an Implementation Plan for Retail Positioning and Tenanting Strategy for Downtown Westfield, New Jersey. This plan is being provided to the board as an example of the potential future steps and strategies that might be taken for Winter Park. The basis of this presentation and discussion is to gather board feedback before MJB Consulting solidifies the ideas as they relate to Winter Park.

Michael Berne, MJB Consulting, shared the following ideas with the board- not meant to be taken as final recommendations- but as points for discussion. A closer to finalized list is scheduled to be presented sometime in May.

- Retail Marketing Collateral- targeting leasing and tenant communities of Winter Park, such as perspective retailers and brokers. This would target the interests and concerns of those users, which is widely different from the general public, and needs to be addressed as such. Poses the idea of why Winter Park is an alternative to other areas in Orlando, and why it should be considered for perspective retailers. The board asked questions about the existing marketing strategies of the city and how to draw in more locals, specifically to Park Avenue, as well as the high rent prices that infringe on a tenant's ability to stay in Winter Park. A discussion ensued and staff answered questions and made clarifications.
- Park Avenue Main Street- has the potential to offer a foundation for a business improvement district, also known as a neighborhood improvement district. Property owners have a small additional assessment, passed through to the business owners, that is used to fund the business improvement district that handles clean and safe responsibilities, and marketing and events. This assessment provides more resources and a guaranteed revenue stream. The board asked questions pertaining to the specifics of the assessment and how it would look. Mr. Berne and associate gave specific examples for the program and outlined property owner/tenant responsibilities. A lengthy discussion followed, and the board asked for a framework to address specific questions such as who are the stakeholders, what are the time frames, what are some of the biggest opportunities, etc.
- Providing incentives for buildout assistance, enticements of expedited permitting, or fee waivers for shops in order to assist in retaining critical mass throughout the various corridors.
- Re-tenant spaces along Fairbanks Ave. to cater for both Rollins College and the general public. Focusing on aspects for both of these audiences.

- Small changes made to the permitted/prohibited uses in the Orange Avenue Overlay District as outlined previously in Phase I. Addition of criteria for development enhancement bonuses, such as willingness to provide incentives to small businesses at street level.
- Potential extension of the CRA boundaries to extend the Orange Avenue intersection with Orlando Avenue.

Staff made some closing remarks and will work alongside MJB Consulting to build a framework outlining thoughts, considerations, obstacles, timeline, etc., for elements discussed at this meeting and those previous.

There will be no regular meeting of this board next month, instead, the Economic Development Subcommittee will meet to hold a discussion.

6) Staff Updates

a. EDAB Commercial Performance Report

Mr. Dudgeon spoke briefly on the EDAB Commercial Performance Report (found in the agenda packet). The report continues to show strength in the office and retail markets.

b. Development Report March 2023

Also found in the agenda packet, the Development Report for March, details the projects coming forward, their status, timeline, and any upcoming steps.

7) Board Comments

There were no board comments.

8) Upcoming Agenda Items

Follow-up presentation from MJB Consulting.

9) Adjournment

The meeting adjourned at 9:18 a.m.

Minutes approved by the board on ________________.
/s/ Tatia Ghviniashvili, Board Coordinator

Economic Development Advisory Board

agenda item

item type Non-Action Items	meeting date May 9, 2023
prepared by Anne Sallee	approved by
board approval	
strategic objective	

subject
Retail Strategies Report - Phase II

motion / recommendation
For Discussion

background
Phase II Implementation Matrix prepared by MJB Consulting and GAI Consultants, Inc. At the March 2022 meeting, the consultant directed a very cursory conversation with the board about potential recommendations. The idea was to get a general feel for each item prior to putting them in a deliverable. Since that time, the consultant has been developing this deliverable including specific actions, time horizon, chief sponsors, and context/commentary. The intention of this item is to get a real look at each item, principle concepts, and provide feedback.

Staff will send the draft deliverable separate from this agenda packet due to time constraints. Please be advised it will be updated into the agenda packet once it has been delivered to the board.

alternatives / other considerations

fiscal impact
Study impacts have been paid for within the budget. Supplemental requests for program recommendations will come to the board individually for cost considerations.

ATTACHMENTS:
MJB_WinterParkImplementationMatrixFinalDraft.pdf

CITY OF WINTER PARK

RETAIL STRATEGIES

PHASE II IMPLEMENTATION MATRIX I
MAY 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 | MAY 2023

ACKNOWLEDGMENTS

Kyle Dudgeon | Assistant Division Director, *Economic Development/CRA*
Peter Moore | Division Director, *Office of Management and Budget*

City of Winter Park
401 South Park Avenue
Winter Park, Florida 32789
(407) 599.3399

PROJECT TEAM

Owen Beitsch, PhD, FAICP, CRE | Senior Advisor
Natalie Frazier, MBA | Project Manager

Community Solutions Group, GAI Consultants, Inc.
618 East South Street, Suite 700
Orlando, FL 32801
(321) 319.3088

Michael Berne | President

MJB Consulting
85 Fourth Avenue, Suite 6A
New York, NY 10003
(917) 816.8367

This document has been prepared by MJB Consulting and GAI Consultants, Inc. on behalf of the City of Winter Park, Florida.

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:

- 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[1]:

- 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.

[1]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.

Image Source: Park Ave Magazine

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*, includes 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.

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.

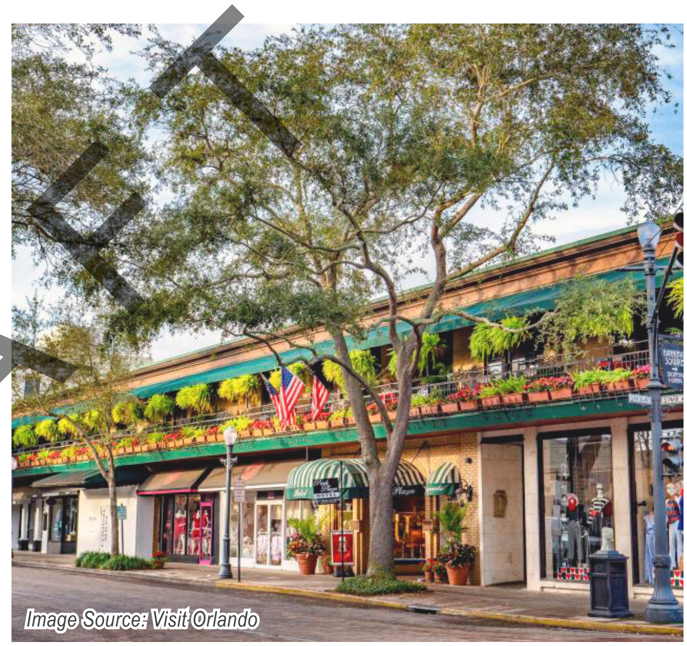


Image Source: Visit Orlando

Image Source: The Orlando Gazette

IMPLEMENTATION MATRIX

Area – Bucket	Specific Action Item(s)	Time Horizon
Retail Marketing Collateral – **MARKETING**	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 flyers.	Short Term (0-1 years)
Consumer Marketing – **MARKETING**	Develop and promulgate a multi-channel marketing campaign that targets theme park visitors and Central Florida residents with more elevated tastes and preferences, including tabs and inserts about specific districts.	Short to Medium Term (0-3 years – depending on sponsor response)
Place Management Entities – **MARKETING/ CAPITAL IMPROVEMENTS**	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 mature and upmarket 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 – **ZONING**	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: 1. Simplify definitions of different kinds of eating and drinking establishments so as to align more closely with industry terminology and understanding; 2. Raise threshold for revenue from take-out orders to qualify as a fine-dining restaurant; 3. Allow for greater flexibility in changes to "core business" (i.e. merchandise mix) before requiring a new application to the City (e.g. for business tax receipt); and 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.	Medium Term (3+ years – once the Comp Plan has been updated)
Comparison Goods Retailers in the Park Avenue Corridor – **INCENTIVES**	Explore different sorts of incentives for existing and perspective tenants in comparison goods categories (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.	Short Term (0-1 years)
Role for Rollins College – **INCENTIVES**	Partner with Rollins College and other stakeholders on a broader retail vision and tenanting 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, like, for instance, contracting with a new operator for a hybrid college/general bookstore and considering leases with other such broadly-desired businesses.	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.	Chief arguments for each of these proposed modifications are as follows: 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; 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); 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 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.
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.	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.
City of Winter Park, Rollins College and Fairbanks Ave landlords/merchants.	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).

CONTINUATION OF **IMPLEMENTATION MATRIX**

Area – Bucket	Specific Action Item(s)	Time Horizon
Fairbanks Avenue as Gateway – **CAPITAL IMPROVEMENTS**	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 – **ZONING**	Consider appropriate tweaks and adjustments to the Orange Avenue Overlay District (Ordinance 3228-21): 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; 2. Loosen restrictions on resale/stores as a permitted use; 3. Allow retail businesses to use a limited percentage of their floorplates for other purposes besides sale of merchandise to on-premises customers; and 4. Provide greater clarity and less room for subjectivity in the distinction between "fast food", which is prohibited, and "fast-casual", which is permitted.	Medium Term (1-3 years)
Off-Street Parking in the Orange Avenue – **CAPITAL IMPROVEMENTS**	With the help of an established 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: 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; 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"); 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 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.
City of Winter Park, with input and buy-in from Orange Avenue landlords/merchants.	Redevelopment and re-tenanting 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 – **ZONING**	Consider separate zoning classifications for 17/92 (north of Orange Avenue) and Fairbanks Ave (west of Denning Avenue), both of which are largely designated as Commercial (C-3): **17/92** – 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 **Fairbanks Avenue** – 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.	Long Term (3+ years)
Approvals and Permitting Process – **INCENTIVES**	Undertake a comprehensive review of the current process that prospective retail tenants must navigate in order to secure necessary approvals and permits, including (but not limited to) consideration of a new approach for evaluating proposed uses and tenancies that acknowledges today's rapidly-evolving and fiercely-competitive retail industry.	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.	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: 1) 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 2) 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; 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 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.
City of Winter Park, with requisite buy-in from relevant stakeholders as part of a mandated process.	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.

Prepared By:

COMMUNITY SOLUTIONS GROUP

618 E. South St.
Suite 700
Orlando, FL 32801
T 407-423-8398

gaiconsultants.com/communitysolutions

MJB CONSULTING

85 Fourth Avenue
Suite 6A
New York, NY 10003
T 917-816-8367

info@consultmjb.com

Economic Development Advisory Board

agenda item

item type Staff Updates	meeting date May 9, 2023
prepared by Kyle Dudgeon	approved by
board approval	
strategic objective	

subject
EDAB subcommittee

motion / recommendation
N/A

background
In 2022, after a joint meeting between the Commission and EDAB, members suggested a subcommittee to contine their discussion. The purpose was to develop overarching guidelines for EDAB to assist in their mission. The board had four meetings with the latest in 2023. From the April 2023 meeting, staff gathered concensus regarding finalized guidelines as well as collected requests to review performance metric examples and a cursory explaination of the city budget as it related to the board's mission.

Staff is including a draft of the guidelines as well as a powerpoint on an example performance metric.

alternatives / other considerations

fiscal impact

ATTACHMENTS:
Economic Development Statement & Guiding Principles DRAFT V1.1.pdf

ATTACHMENTS:
DOR Code Analysis - April 2023.pdf

401 South Park Avenue • Winter Park, Florida 32789
407-599-3695 • 407-599-3448 fax

CRA/Economic Development

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 hirable, talented workforce and clustering that fosters lifelong learning.
(Metric example: Census)

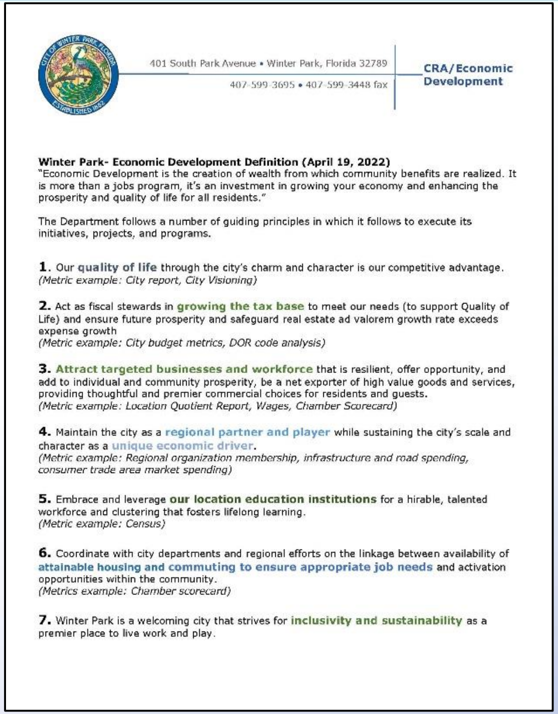
6. Coordinate with city departments and regional efforts on the linkage between availability of **attainable housing and commuting to ensure appropriate job needs** and activation opportunities within the community.
(Metrics example: Chamber scorecard)

7. Winter Park is a welcoming city that strives for **inclusivity and sustainability** as a premier place to live work and play.

Economic Development Advisory Board Subcommittee

April 11, 2023

Work to date



401 South Park Avenue • Winter Park, Florida 32789
407-599-3695 • 407-599-3448 fax

CRA/Economic Development

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)

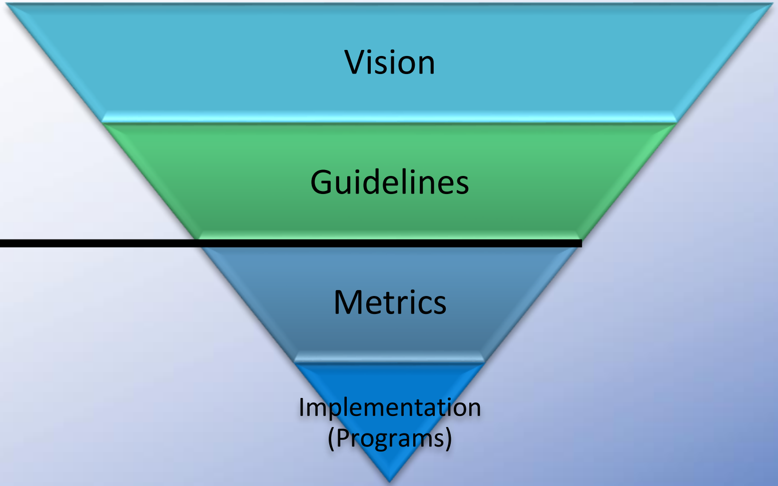
3. Attract targeted businesses and workforce that is resilient, offer opportunity, and add to individual and community prosperity, be a net exporter of high value goods and services, providing thoughtful and premier commercial choices for residents and guests.
(Metric example: Location Quotient Report, 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 hirable, 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.



Department of Revenue Code Analysis

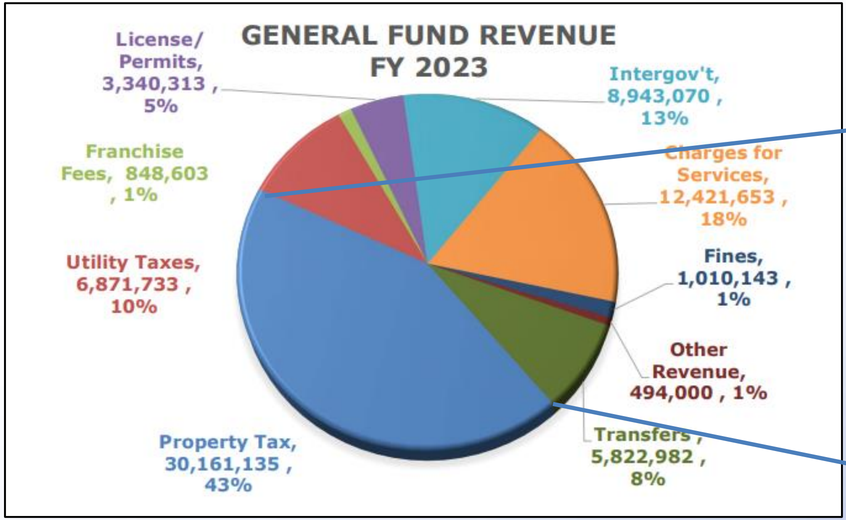
April 2023

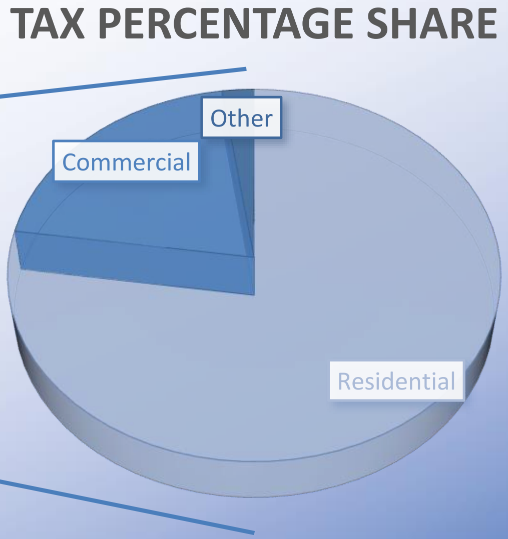
Question

What is the relationship between ad valorem and city expenses?

e.g. are property taxes keeping up with costs?

Definitions





Definitions

- Department of Revenue (DOR) code
    - *Used to categorize different property types for the purposes of assessing value*
    - *Codes may change dependent upon definition changes or uses*

0-999 – residential

1000-5000 – commercial (office, retail, industrial)

5001-9000 – agricultural, institutional, municipal

Assumptions

- *4-5% growth in expenditure*
- *20 year history*
  - *Cycles vs. immediate trend changes*
- *DOR codes adjust historically,* **but do not dramatically change** *trends*
- *Data covers ~90% of all commercial values*
- *other commercial generally not included:*
  - *Vacancy*
  - *Venues (Stadium, theatres, private golf courses)*
  - *Specialty sites (car wash, vehicle repair, manufacturing)*

Definitions, cont.

Retail

1100-1610 – stores, small/mid box
2100-2201 - restaurant
2720 - retail
2900-3000 - wholesale

Office

1700-1911 – one story, professional service
2300-2310 – financial

Retail

William Sonoma *(1100)*

Winter Park Center *(1610)*

Office

641 W. Fairbanks *(1700)*

Bank of America *(1802)*

Employment Clusters, 2022* *(LQ)*

Retail

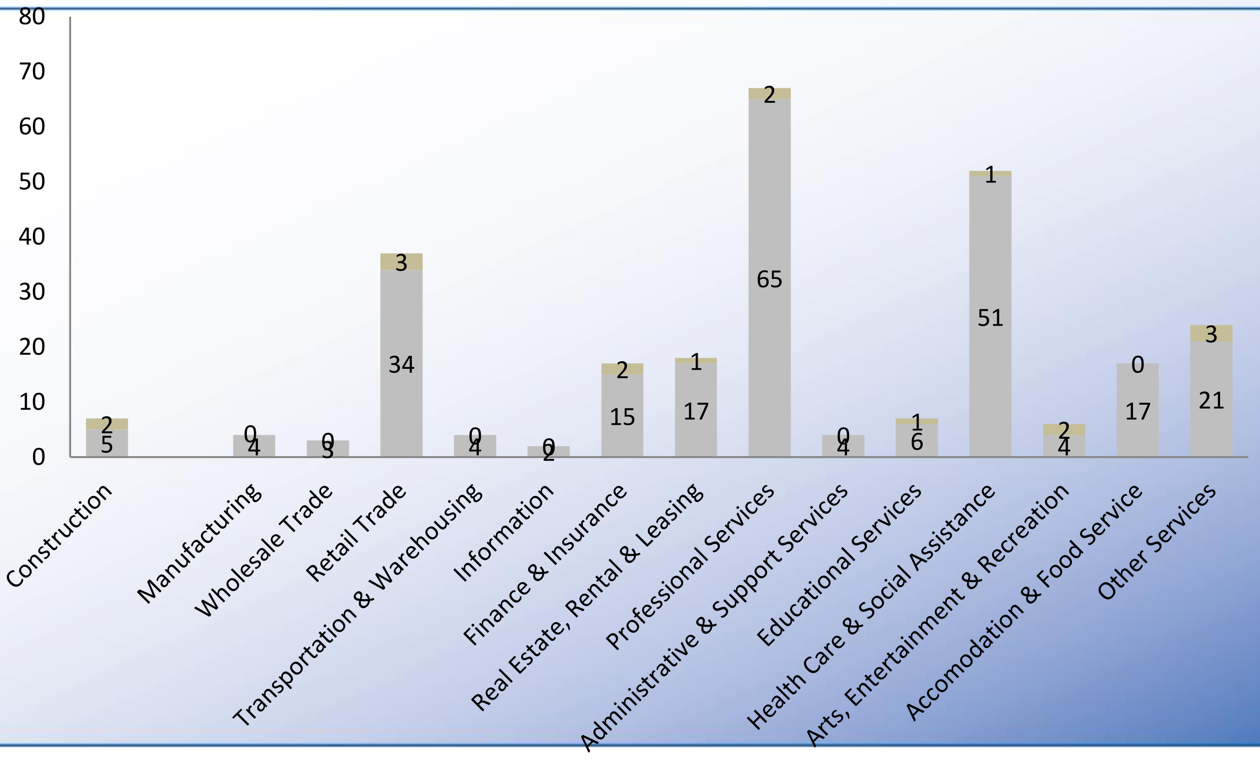
Creative Services	*(3.08)*
**Arts, Culture, & Entertainment	*(1.53)*
Retail Trade	*(1.21)*

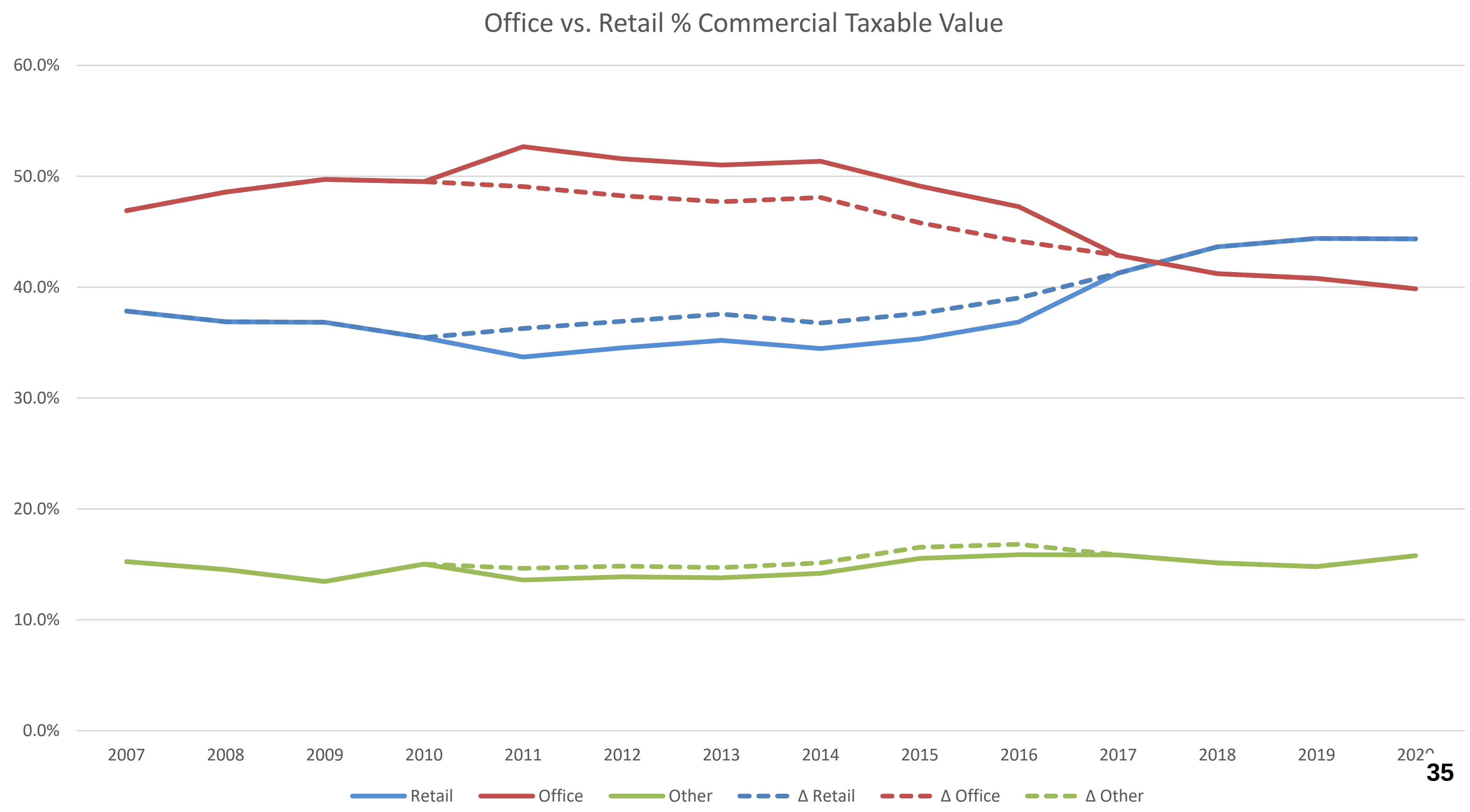
Office

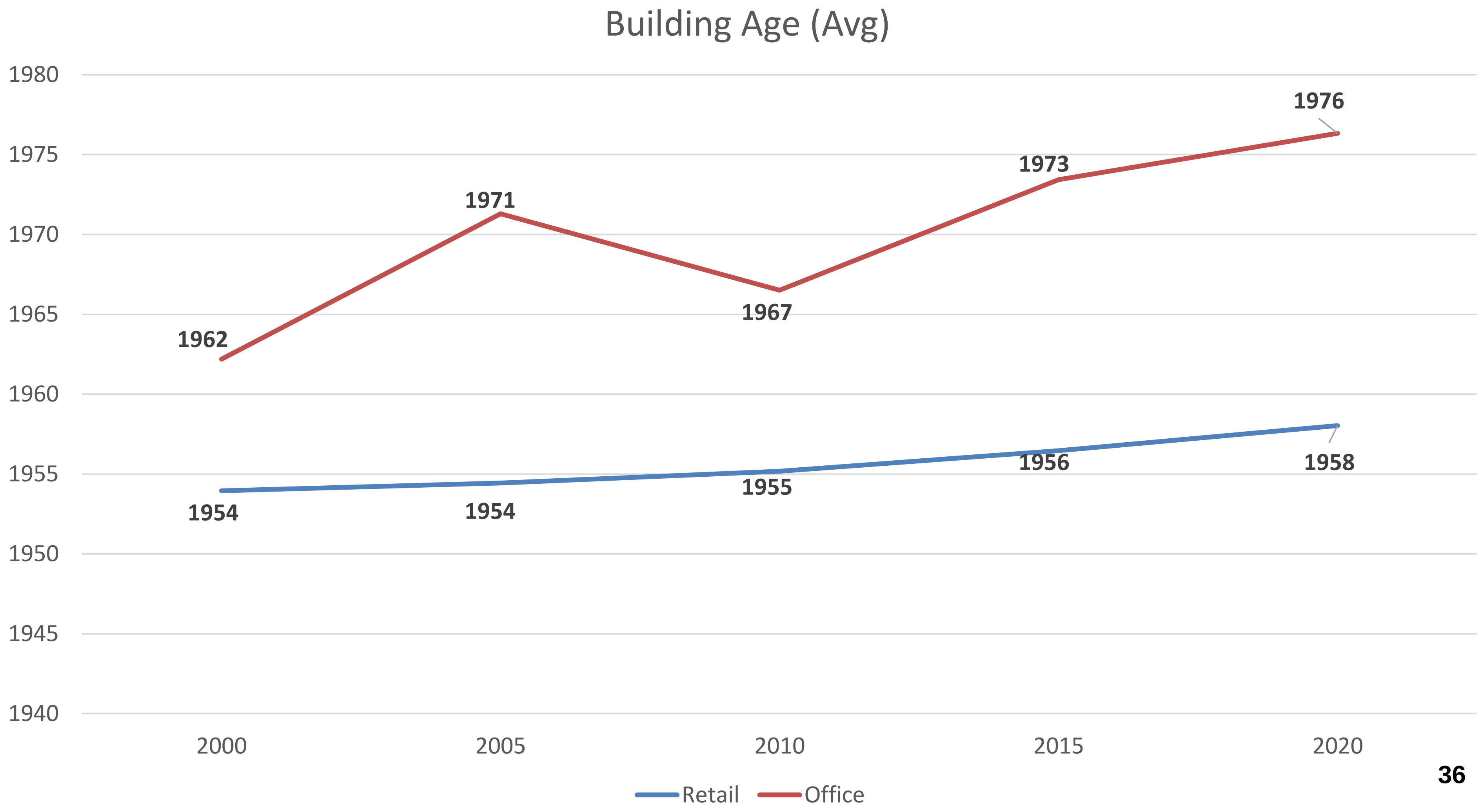
Health Care Services	*(2.78)*
Education & Knowledge Creation	*(2.09)*
Financial & Professional Services	*(1.71)*
Real Estate & Development	*(1.53)*

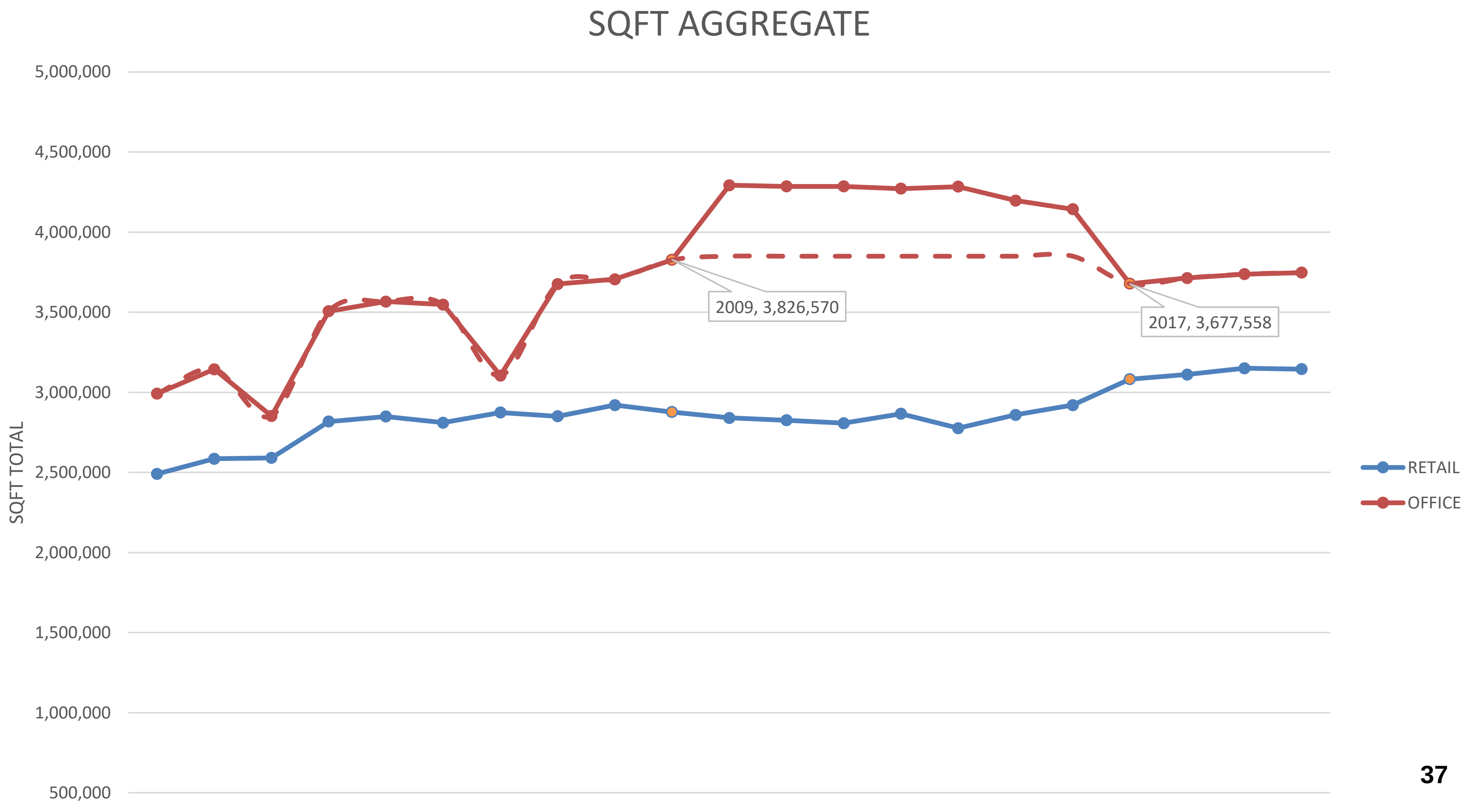
*Source: Winter Park Employment Analysis 2019, GAI
**Includes restaurant space

Businesses over 25 & 50 Years by Type (2015)

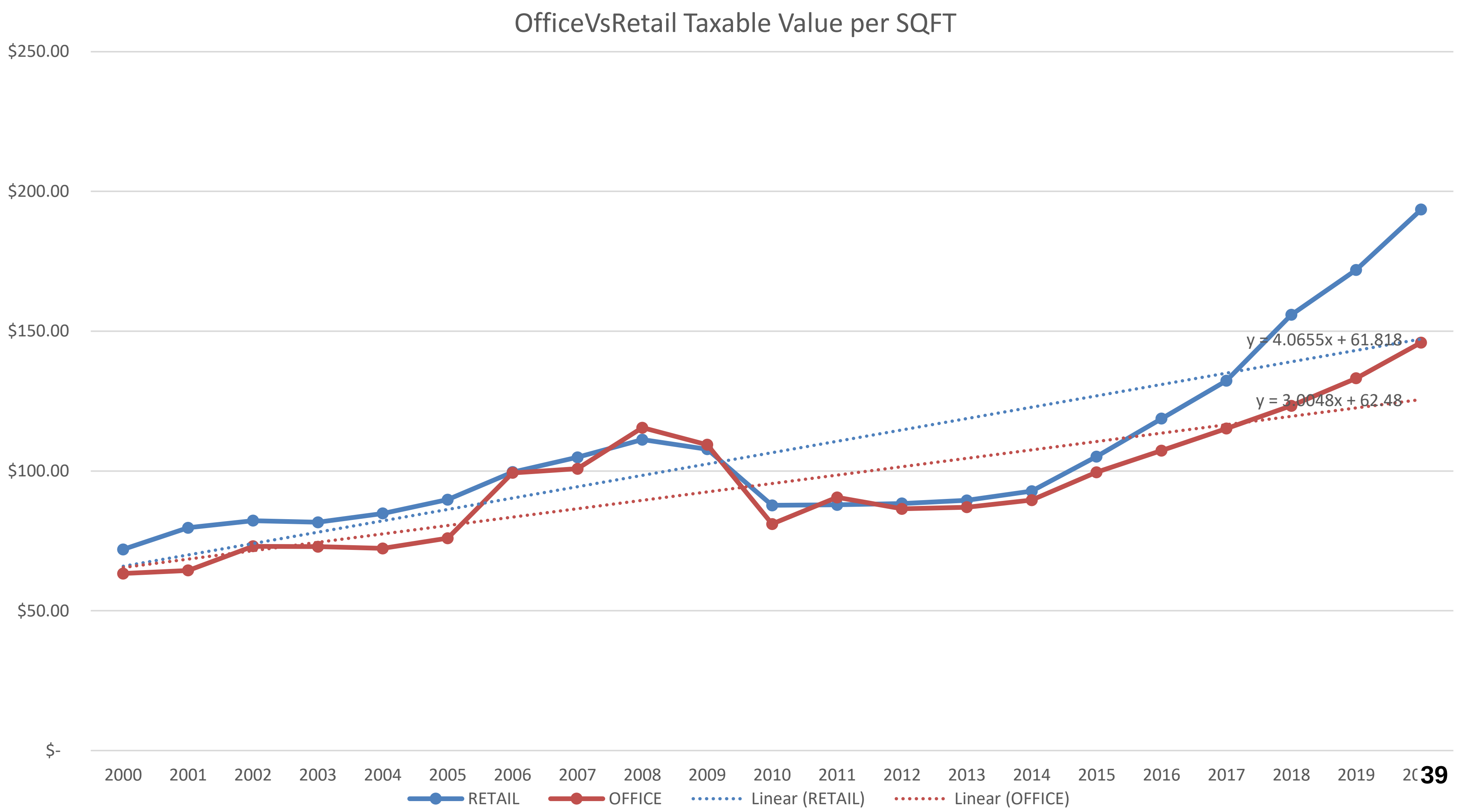



Office vs. Retail % Commercial Taxable Value
60.0%
50.0%
40.0%
30.0%
20.0%
10.0%
0.0%
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
Retail
Office
Other
Δ Retail
Δ Office
Δ Other

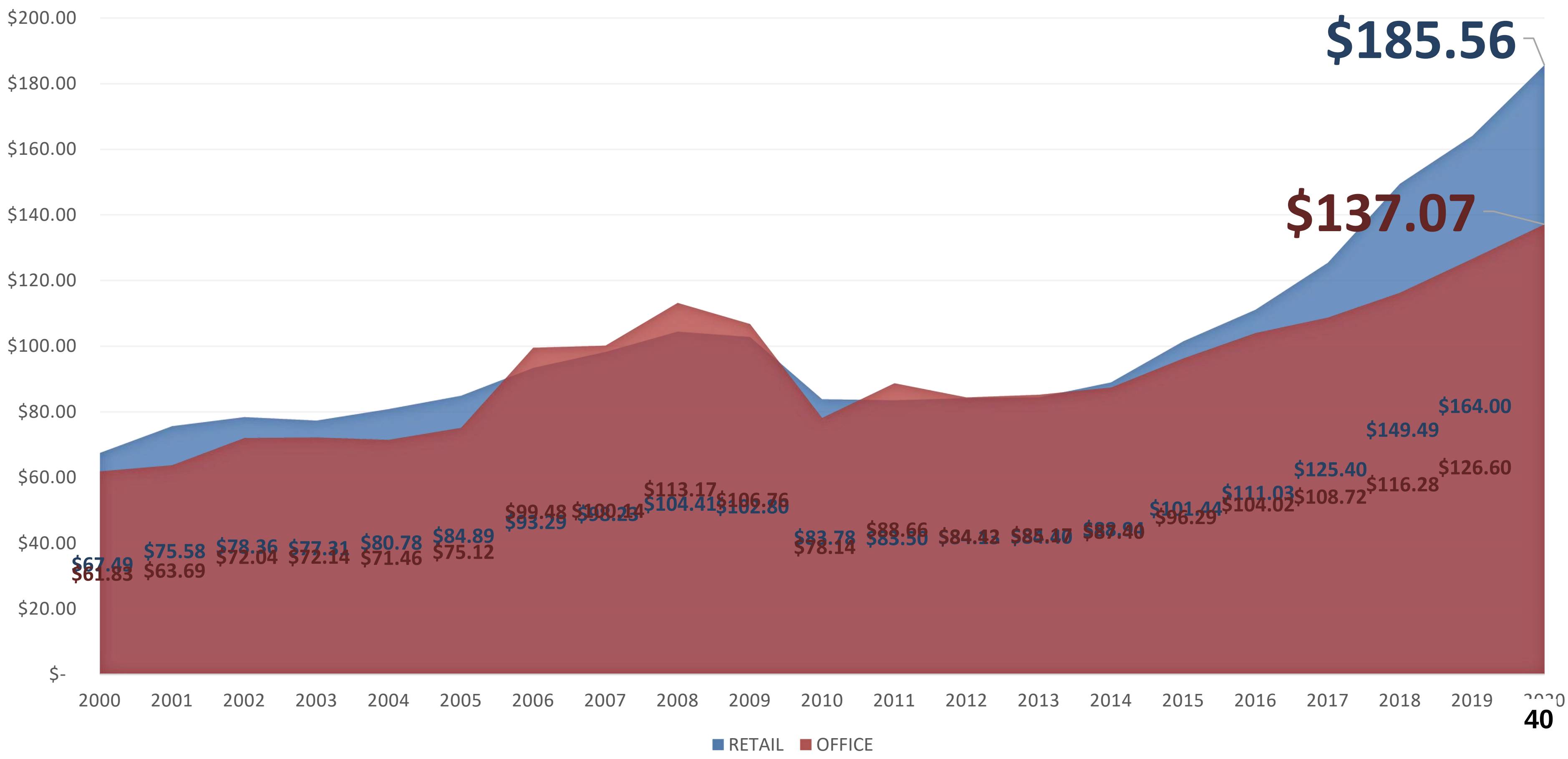

Building Age (Avg)
1980
1975
1970
1965
1960
1955
1950
1945
1940
2000
2005
2010
2015
2020
1962
1971
1967
1973
1976
1954
1954
1955
1956
1958
Retail
Office

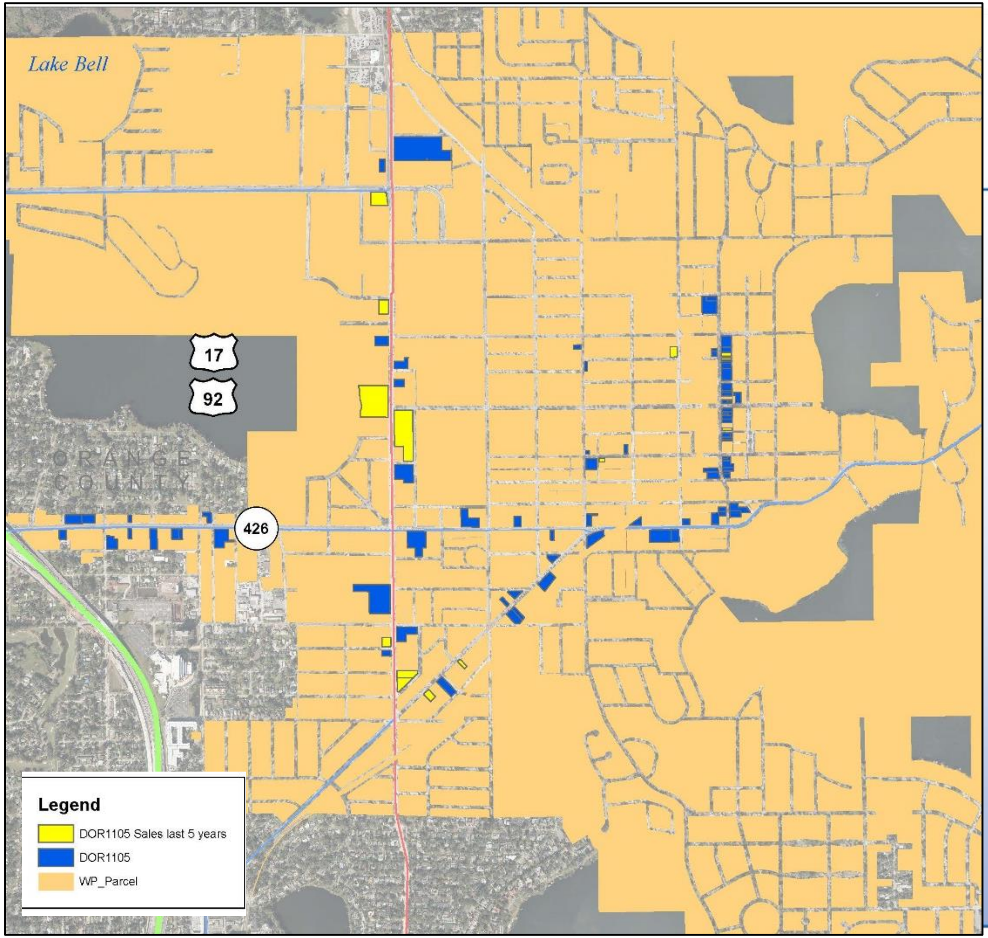

SQFT AGGREGATE
5,000,000
4,500,000
4,000,000
3,500,000
3,000,000
2,500,000
2,000,000
1,500,000
1,000,000
500,000
SQFT TOTAL
2009, 3,826,570
2017, 3,677,558
RETAIL
OFFICE

Overall Tax Base Growth
RETAIL
OFFICE
Linear (Overall Tax Base Growth)
Linear (RETAIL)
Linear (OFFICE)
30.0%
20.0%
10.0%
0.0%
-10.0%
-20.0%
-30.0%
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
2020
Recession
10% cap ratified


OfficeVsRetail Taxable Value per SQFT
$250.00
$200.00
$150.00
$100.00
$50.00
$-
2000
2001
2002
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012
2013
2014
2015
2016
2017
2018
2019
y = 4.0655x + 61.818
y = 3.0048x + 62.48
RETAIL
OFFICE
Linear (RETAIL)
Linear (OFFICE)

1100-1610(R) VS. 1700-1911(O) SQFT GROWTH





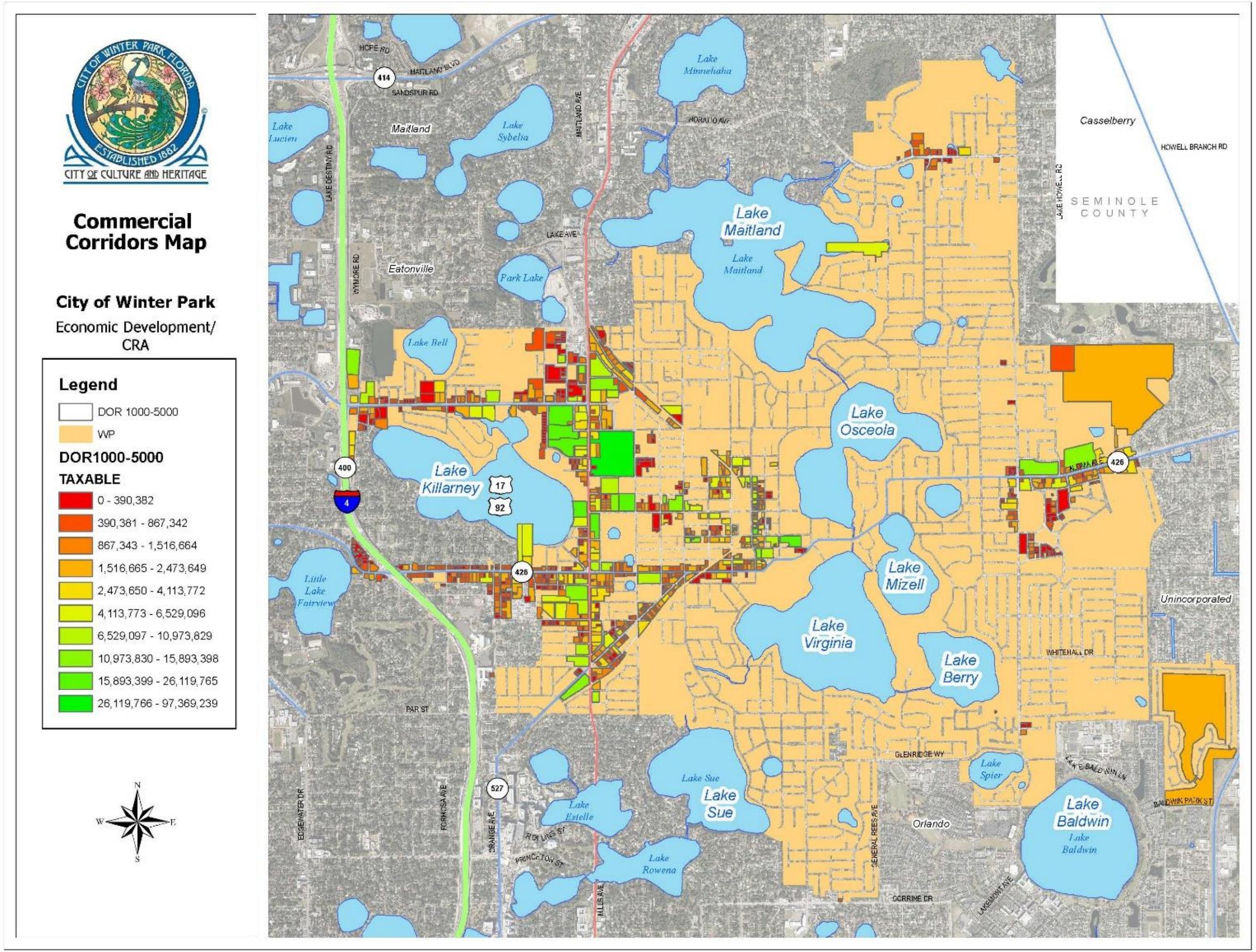
DOR1105 –

Retail Multi-tenant

- 2016 valuation – 115M
- 2020 valuation – 234M (119M)

14 parcels sales (of 102) during same period

- 2016 valuation – 41M
- 2020 valuation – 77M (88%)


CITY OF WINTER PARK, FLORIDA
ESTABLISHED 1882
CITY OF CULTURE AND HERITAGE
Commercial Corridors Map
City of Winter Park
Economic Development/ CRA
Legend
DOR 1000-5000
WP
DOR1000-5000
TAXABLE
0 - 390,382
390,381 - 867,342
867,343 - 1,516,664
1,516,665 - 2,473,649
2,473,650 - 4,113,772
4,113,773 - 6,529,096
6,529,097 - 10,973,829
10,973,830 - 15,893,398
15,893,399 - 26,119,765
26,119,766 - 97,369,239
Lake Minnehaha
Lake Sybelia
Lake Lucien
Maitland
Lake Maitland
Eatonville
Park Lake
Lake Bell
Lake Killarney
Lake Osceola
Lake Mizell
Lake Virginia
Lake Berry
Little Lake Fairview
Lake Sue
Lake Estelle
Lake Rowena
Lake Spier
Lake Baldwin
Casselberry
SEMINOLE COUNTY
Unincorporated
Orlando
HOWELL BRANCH RD
WHITEHALL DR
GLENRIDGE WY
CORRINE DR
FAIRBANKS AVE
PAR ST
MAITLAND BLVD
SANDSPUR RD
HORATIO AVE
LAKE AVE
BALDWIN PARK ST
426
400
414
527
17
92
4

DOR Code Analysis
Taxable Value / SQFT

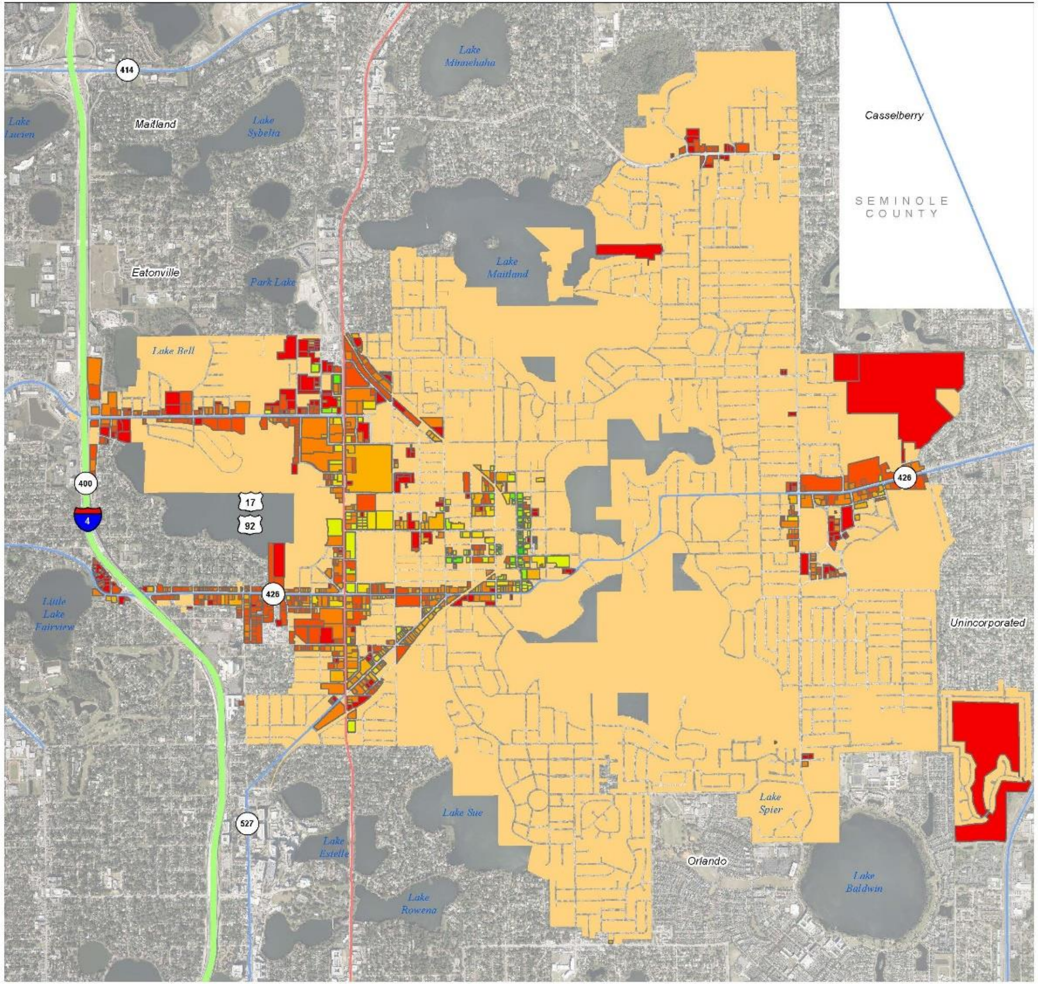
City of Winter Park

Economic Development/
CRA

Legend

TXSQFT

- $0 - $20
- $21 - $44
- $45 - $66
- $67 - $93
- $94 - $131
- $132 - $181
- $182 - $271
- $272 - $396
- $397 - $680
- $681 - $1244
- WP



DOR Code Analysis
Taxable Value / SQFT

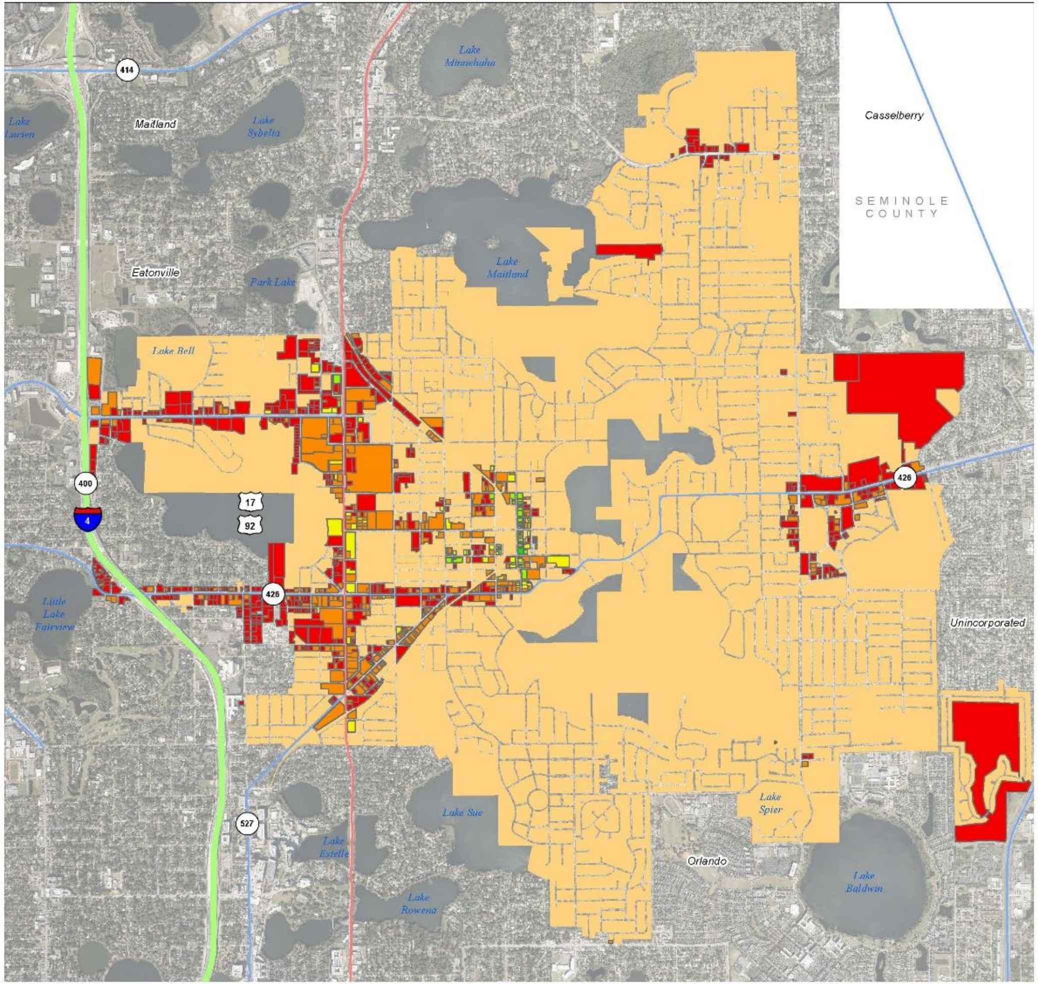
City of Winter Park

Economic Development/
CRA

Legend

TXSQFT

- 0 - $53
- $54 - $131
- $132 - $278
- $279 - $607
- $608 - $1244
- WP



DOR Type	Rate of Growth ('00-'20)	First 5 years	Last 5 years
RETAIL *44% of valuation*	**6.65%**	**7.08%**	**15.14%**
OFFICE *40% of valuation*	**5.74%**	**7.31%**	**5.53%**
OTHER COMMERCIAL *16% of valuation*	**7.57%**	**13.64%**	**10.36%**
TOTAL COMMERCIAL	**5.89%**	**6.44%**	**9.34%**
SINGLE FAMILY	*6.64%*		
MULTIFAMILY	*17.23%*		

Takeaways

- Average building age 1960’s-1970’s.
- Valuations matter
  - 2:1 in # of years to get back to pre-recession levels between office and retail
  - Sales resetting retail valuations (ex Lakeside up 9M in 2020)

    Interest rates, pandemic capital, DOR1105-multi-tenant retail up 119M in 5 years)
- MJB – competition for 1st floor retail (office w/ better credit)
- Scale of one sale/redevelopment does not dramatically move the ‘needle’.
- Park Avenue still best ‘bang for the buck’
  - Comparative retail experience
- From a sqft perspective, minimal additions to office inventory
- Work with EDAB to generate program opportunities

Questions

Economic Development Advisory Board

agenda item

item type Staff Updates	meeting date May 9, 2023
prepared by Kyle Dudgeon	approved by
board approval	
strategic objective	

subject
EDAB Commercial Performance Report

motion / recommendation
N?A

background
Monthly reports as requested

alternatives / other considerations

fiscal impact

ATTACHMENTS:
ED Commercial Performance Report.pdf

Commercial Performance Report 5/23

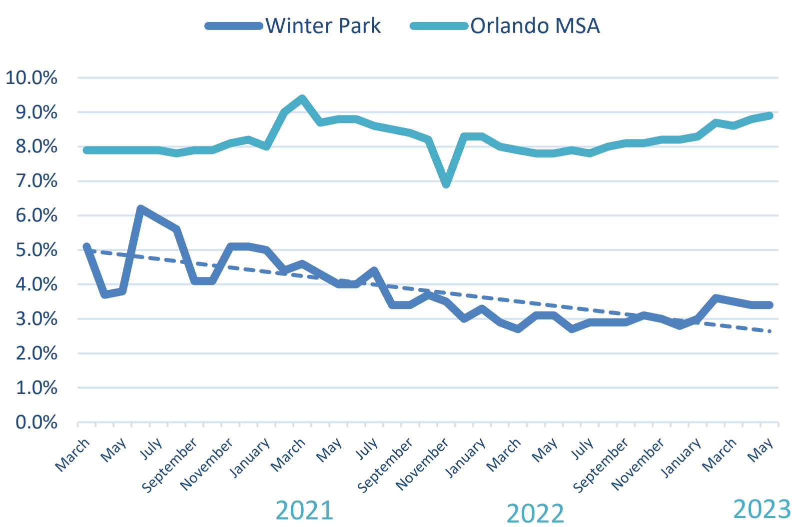
Full list of quarterly reports including annually recorded metrics are available at www.cityofwinterpark.org/pm

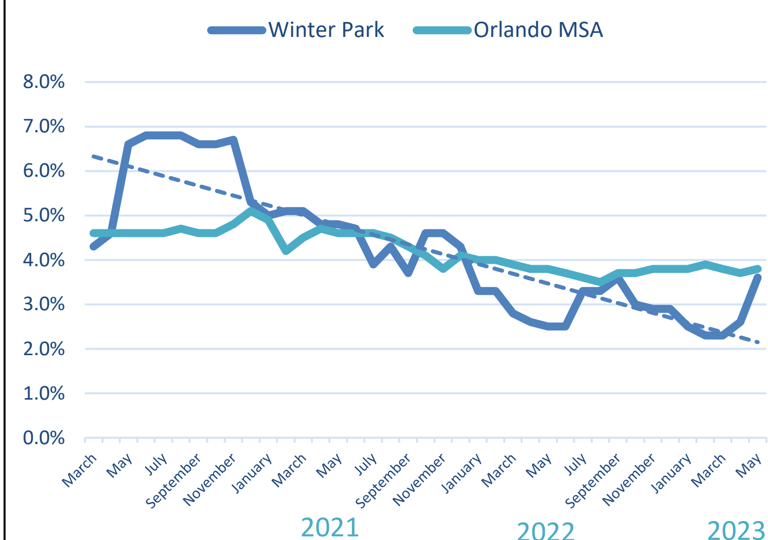
Sources: ESRI, CoStar, BLS

OFFICE

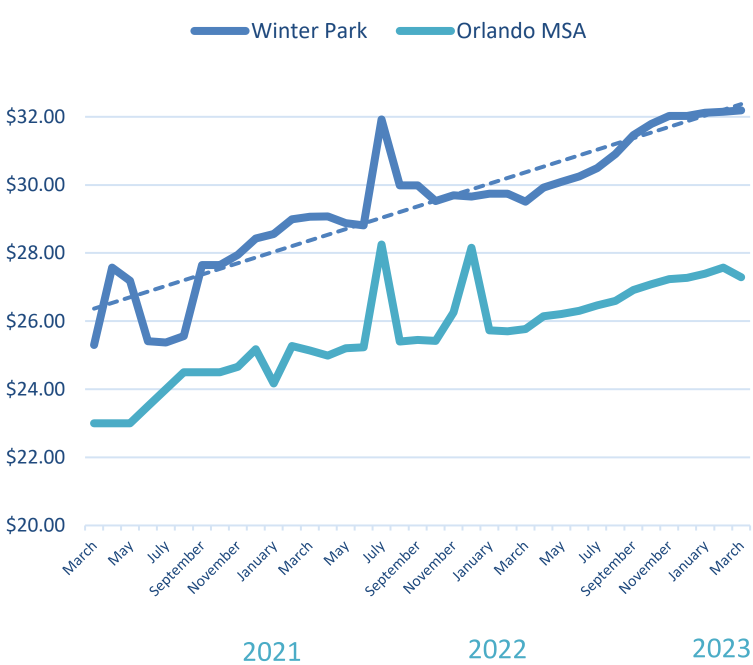
Vacancy

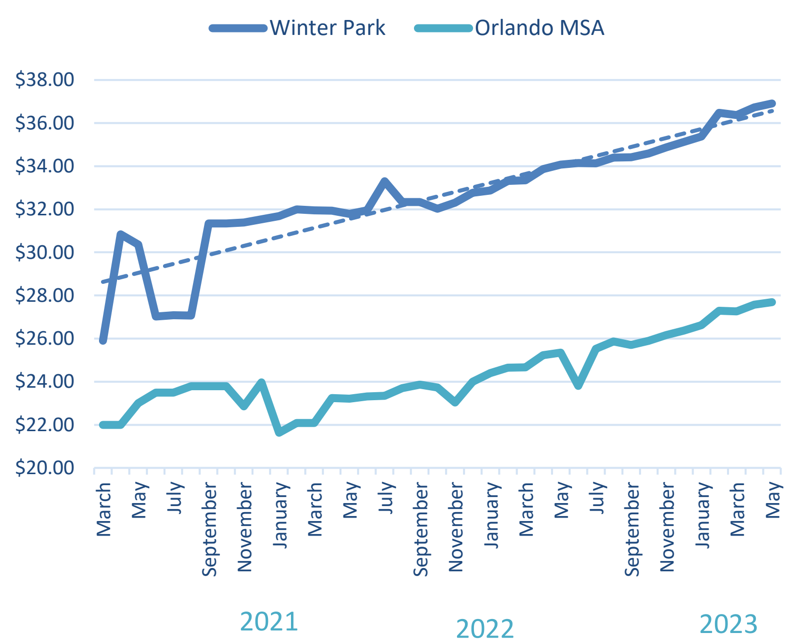
RETAIL





Rental Rate





Economic Development Advisory Board

agenda item

item type Staff Updates	meeting date May 9, 2023
prepared by Tatia Ghviniashvili	approved by
board approval	
strategic objective	

subject

2023 Development Report

motion / recommendation

background

alternatives / other considerations

fiscal impact

ATTACHMENTS:

2023 Development Report - May 2023.pdf

MAY 2023

ECONOMIC DEVELOPMENT
REPORT

2023 COMMERCIAL PROJECTS

- **Royal Bank of Canada**
  360 Garfield Avenue

New two-story financial services office, 5,724 square feet.
Status: In for building permit

- **Winter Park Village**
  510 Orlando Ave

Work on the revival of the Winter Park Village lifestyle center is well underway. The retail and office spaces are 100% leased out and the project is proceeding as quickly as current supply of the necessary materials permits. Exciting new restaurants and stores are coming in as well as more green space, sculptures, artwork, and streetscapes.
Status: There is no estimated date for completion at present, however they are targeting October for a ribbon cutting event.

- **Rollins College Innovation Triangle**
  200 E New England Avenue

Request of Rollins College for Final Conditional Use approval to maintain the existing 4-story Lawrence Center office building and to build a new 31,791 square foot Rollins Art Museum and a new 47,138 square foot Crummer Graduate School of Business building, on the properties at 200 E. New England and 203 E. Lyman Avenues
Status: Approved by the City Commission 4.26.2023.

REPORT HIGHLIGHTS

TOTAL PROJECTS

13

TOTAL PRIVATE INVESTMENT

276,538,888+

TOTAL SQUARE FOOTAGE

1,120,509

NEW NET SQUARE FOOTAGE

458,764

- **Hill/Gray Project**

  900/950 N Orlando Avenue

One story branch bank of 3,000 square feet and one-story office building of 11,000 square feet.
Status: Conditional Use application Approved by City Commission

- **McLaren Dealership**

  1111 S Orlando Avenue

Work continues to develop a 2.4-acre luxury car dealership, in the footprint of the former Orchid Supply Hardware building. Contractors are working on the mechanical, electrical and plumbing. The site which will include a 38,920 square foot building and 22,000 square feet of green space, is anticipated to open for business at the end of 2023.
Status: Approved by the City Commission.

- **Mayflower Expansion**

  1620 Mayflower Court

Building a 84,842 square foot Health Center, a 12,000 square foot Clubhouse, and five residential buildings with 50 units total.
Status: Approved by City Commission. The Health Center has completed building inspections. Progress on the clubhouse and residential buildings is underway.

- **Self-Storage Building**

  1561 Lee Road

Developing a 95,000sf storage facility, which includes 4,000 square feet of office space.
Status: Approved by Planning and Zoning Board. Does not require City Commission approval.

- **Paradise Grills**

  220 N Orlando Avenue

Demolish existing building to build a 5,300 square foot outdoor furniture store.
Status: Approved by City Commission.

- **Ferguson Plumbing**

  1133 W Morse Boulevard

Demolish existing one-story building to develop a 16,000 square foot storefront.
Status: Approved by City Commission.

- **New Office Space**

  1501 Louisiana Ave

Demolish existing office building to build six individual 2,000 square foot offices.
Status: Construction is underway.

2023 MULTI-FAMILY & RESIDENTIAL PROJECTS:

R B Equities
730 Minnesota Ave
Residential development with 4 two-story townhouses, 17,049 square feet.
Status: Approved by the City Commission

Lake Spier Crossing Townhomes: In March 2021, the City Commission approved a new project for construction of 10 (two builds of two units and two buildings of three units) new two-story townhomes on the 1.28 acres at 1915 S. Lakemont Ave situation within a gated community. The vacant 1.28-acre property formerly held one single family home, purchased by Lake Spier Development LLC for $1.3 million, and was subsequently demolished in October 2020. Work is underway and completion is estimated to be July/August 2023.

Vilasa Luxury Homes: Construction for 14 new luxury townhomes (twelve two story and two three-story townhouses) and redevelopment of one single-family home continues on Canton and Swoope Avenue. After receiving City Commission approval in October 2019, Windermere Winter Park Ventures LLC began construction on the luxury home development and is scheduled to complete in spring 2022.
Overall square footage for this project is 45,444 square feet with an average unit size of 3,246 square feet. The project site formerly housed four properties all in the same ownership. The project is estimated to cost a total of $13 million.
Work is underway and completion is estimated to be July/August 2023.