THE BLUEPRINT
for Using Community Venues to
Create a Sustainable Economic Impact
# Overview of the Community Venue Initiative

- **Vision**

- **Goal No. 1**
  - Assist the development and support of local, small and historically disadvantaged businesses as an important aspect of the continuing growth and development of the community.

- **CHART A: Sample Procurement Process**

- **Goal No. 2**
  - Develop a local workforce initiative to provide trained workers for Venues construction and retail venues created by development.

- **CHART B: Employment Process**

- **Goal No. 3**
  - Collaboratively work with the Venue Partners and other community stakeholders to identify and explore long-term business opportunities in the affected areas.

- **Goal No. 4**
  - Explore the creation of local vendor development/mentor programs through partnerships with Contractors, Vendors and Community Based Organizations.

- **Goal No. 5**
  - Identify development tools that will result in creating a wide variety of attainable and market rate housing units that will ensure economic diversity for all residents to work, live, and recreate in the area.

- **Conclusion**
Overview of the Community Venue Initiative

The Orlando market is internationally recognized as one of the premier destinations in the world with a wide array of family attractions and resorts. The region’s significant inventory of tourist amenities, coupled with the area’s world-class, modern airport and newly expanded convention center, Orlando has also become one of the top convention destinations in America.

However, while the market provides for excellent tourist and convention attractions, the market does not provide the local community with modern, competitive cultural, arts, entertainment and sports venues that are consistent with the market’s world-class status.

For more than a decade, the City of Orlando, Orange County and their community partners have considered development of a new, regional performing arts center to help solidify its cultural community. In 2003, Mayor Dyer commissioned the Downtown Strategic Transition Team, which developed recommendations for the revival of the region’s urban core. Through this team’s research and findings, it became evident that the region must also consider the renovation and construction of two other major community venues - the aging Florida Citrus Bowl stadium and the Amway arena – in order to remain economically competitive and ensure the quality of life residents of Orange County and the surrounding communities deserve.

Orlando currently has some of the oldest venues in the southeast. The arena was built in 1989 and is the oldest arena among its peer markets, including Tampa, Jacksonville, Miami, Nashville, Charlotte and Memphis. The Bob Carr Performing Arts Center was built in 1926 and hasn’t been significantly renovated since 1977. The Citrus Bowl, built in 1936, hasn’t had any significant additions since 1989.

The age and lack of structural amenities at the venues has led to other southeastern cities attracting high-impact events away from Orlando, Orange County and the region. Orlando’s current public assembly venues are unable to attract major economic impact events such as NCAA championship events, major professional All-Star games, conference football championships and other events that result in significant national and international exposure. The loss of these events to other cities has resulted in a significant loss of economic, educational and cultural opportunities for our residents.

In 2003, the downtown Strategic Transition Team’s findings placed a high priority on leveraging investments in entertainment, sporting and cultural venues, by locating them within a short walking distance of each other and near the center of Downtown.

In 2004 and 2005, Mayors Dyer and Crotty charged three groups to work with the City and County (Orlando Performing Arts Center, Inc., Florida Citrus Sports and the Orlando Magic) to review the community’s three existing venues’ structures and operations (Bob Carr Performing Arts Center, the Amway Arena and the Florida Citrus Bowl) and to conduct research and make recommendations for the proposed renovation, redevelopment and/or development of the venues.

Over the course of two years, these groups, in partnership with the City and the County, have conducted an in-depth analysis of the community’s current entertainment and cultural infrastructure. They studied how the region compares to other markets in terms of its community venues, appropriate funding structures for completing these venues, and the events and opportunities being missed due to the condition and quality of the community’s current venues.

In November 2005, the Orlando City Council made a bold decision to not just build buildings, but to embark on a process to transform neighborhoods, through the development of these three community venues.
The Community Venues development and construction presents the City of Orlando and its Venue Partners with an opportunity to make a significant and long term positive impact in the minority communities of Orlando and Orange County along with the local community at large. The City’s plan is to take a comprehensive approach that is inclusive of not just the City’s M/WBE program, but engages diverse citizens in a process that addresses the role that economic development and social programs play.

Special emphasis should be made to ensure that maximum opportunities are afforded to local, small and disadvantaged businesses, as well as minorities and women, in the areas of job creation and training, business development and the procurement of goods, services and construction services in association with the construction of the new Venues. The City will also endeavor to expand opportunities to citizens and companies to participate in and take advantage of the new industries and employment specialties arising out of the Venues. Examples are event planning, entertainment programming and booking, promotions, theatre management, etc. Given the dual focus of employment and business participation, the City of Orlando is looking to leverage this community investment to create a sustainable economic impact for the local community.

The goals and implementation strategies listed in this “Community Blueprint” should serve as the framework for implementing and ensuring broad-based business community participation. The City is asking each Venue Partner to publicly commit to forming a partnership with the community by supporting this plan geared to positively impact the economic sustainability of the people of Central Florida. To ensure compliance with these goals, the city will create an Oversight Committee with one of it’s roles being ensuring that the tenets of this blueprint are carried out. The Oversight Committee will report directly to the Mayor and City Council.

To accomplish this vision the following goals and implementation strategies are identified to position the City and its partners for success.
Goal #1

Assist the development and support of local, small and historically disadvantaged businesses as an important aspect of the continuing growth and development of the community.
The Community Venue Projects offer local and historically disadvantaged businesses a unique opportunity to grow and enhance their capacity. It is the intent of the Mayor and City Council that the Venue Projects serve as a framework and model for inclusiveness and community building throughout the various levels of contracting. Key to this effort is the support and commitment of the Venue Partners and their respective contractors/construction managers/design builders (hereinafter referred to individually as “Contractor” and collectively as “Contractors”) to actively participate in this community building effort.

Implementation Strategies

1.1 The City and each Venue Partner will require a local community impact plan as part of their criteria for selection during the Contractor procurement process. The local community impact plan will function to demonstrate and help ensure the Contractor’s proposed commitment to the equitable participation of Minority and Women Business Enterprises and local businesses in providing labor, materials, supplies and services. The Community Impact Plan should be a factor in the shortlisting and subsequent selection of qualified Contractors. The community impact plan will ultimately become part of the agreement with the Contractor.

1.2 Each Venue Partner (in conjunction with their design consultants and/or Contractor) shall hold and actively participate in a minimum of two informational local business community forums to notify local businesses of opportunities for participation in, and to help foster and develop relationships for, each Venue Project.

1.3 The City will assign M/WBE participation as one of the areas under the review authority of the Oversight Committee.

1.4 The City’s representative will be available for consultation in the Contractor selection process. (See Chart A – Sample Procurement Process - next page.)
Sample Procurement Process
(Design-build CM At-Risk)

Business Community Forum #1—“Getting Ready”

Request for Proposal
(Introduces programs, criteria, expectations for minority contracting, forum attendance, local workforce)

Pre-proposal Meeting (mandatory)
(Further define the objectives with potential proposers)

Proposal Submittal

Short-listing of Proposers

Interviews & 2nd submittals
(if necessary)

Selection

Business Forum #2
“Business to business” working w/local community @ 60% design

GMP
Guaranteed Max. Price

Venue Construction/Renovation
1.5 The Venue Partners and their respective design consultants and Contractors shall work in good faith to unbundle potentially large subcontracts with the goal of increasing the opportunity for small and historically disadvantaged businesses to obtain subcontracts. The City’s representative will be available for consultation to assist with the unbundling.

1.6 The Venue Partners and their Contractors agree to monthly monitoring of Venue Projects for M/WBE compliance and to provide appropriate reports to the City.

1.7 The Venue Partners and their Contractors will adhere to provisions of the City’s M/WBE ordinance (City Code Chapter 57).

1.8 The City will ensure that the contractual relationships between the City and the Venue Partners clearly reflect the intent of the City Council that the Community Venues serve as a framework for inclusiveness and community building throughout the various levels of contracting.

1.9 The Venue Partners, their Contractors and the Development Teams are strongly encouraged to utilize local minority financial institutions for banking needs.

1.10 The City and each Venue Partner shall evaluate the use of a Master/Owner Contractor Insurance Program (“MCIP”). MCIP is a consolidated insurance program which provides significantly increased project-dedicated coverage at a reduced cost for owners or contractors to cover all contractors while working on a construction project. This coverage removes the insurance barrier for many small businesses and M/WBE firms. If the Venue Partner elects not to utilize a MCIP, then the Venue Partner shall present to the City’s representative an equally viable method or alternative to extending coverage for accomplishing the objectives of the MCIP.

1.11 Each Venue Partner shall develop an extensive communications plan advising the community of contracting procedures and upcoming opportunities for participation in each respective Venue Project.

1.12 Each Venue Partner shall require its Contractor to provide bonds to ensure the performance of the Contractor’s contractual obligations and payment to subcontractors, suppliers and laborers.

1.13 The Venue Partners will each be responsible for ensuring their and their respective contractors compliance with the provisions of Section 161.3 of the City’s Policies and Procedures regarding Living Wage and Responsible Contractor’s Policy.
Goal #2

Develop a local workforce initiative to provide trained workers for Venues construction and retail venues created by development.
According to the Metro Orlando Economic Development Commission’s Regional Community Venue Findings & Report, one of the major direct economic impacts of the three Community Venues are the projected 10,800 jobs that will be created over the three to four year construction life cycle, and the 7,500 annual projected jobs that will be sustained once these Community Venues are open for business.

The City and its Venue Partners must make a concerted effort to ensure that jobs created by the Community Venue Projects will benefit local job seekers with a special emphasis on residents in the affected Project areas.

To support that goal, the City has entered into a strategic alliance with Workforce Central Florida (“WCF”). WCF, the Governor’s designated workforce development agency for Central Florida is the region’s recognized authority for workforce planning, programs, and the labor market. WCF connects employers to the largest pool of talent in the area and provides worker resources and training as it prepares our community’s residents for careers that meet local businesses’ demands for today and into the future. To the maximum extent possible, WCF will develop a local workforce that will provide trained workers for Venue construction and other business opportunities created as a result of the Community Venues Projects. (See Chart B – Employment Process - next page.).

WCF will act as the workforce development coordinating agency for construction of the Venue Projects. This responsibility will include the planning and execution of the pre-construction and construction phases of the workforce development process.

The City and the Venue Partners will work together in good faith to create opportunities for local job seekers on the Venue Projects. The City will also ensure that residents of targeted low-income communities have access to opportunities for employment and other job training services through WCF’s network of job offices and mobile employment units, as well as the City’s community centers. The City (via WCF) will also work with community based organizations (“CBOs”) such as labor organizations, chambers of commerce, churches, and the Metropolitan Orlando Urban League to identify employment and training opportunities for local residents. The City will designate a management-level liaison to coordinate with key partners and interagency groups from the state and local levels to assist in this endeavor.
CHART B: Employment Process

- Venue Projects
  - Performing Arts Center
  - Education/Training Program

- Event Center
  - Workforce/Training Coordinating Agency
    - Case Mgmt. Agency
    - Case Mgmt. Agency
    - Faith-based referrals
    - Homeless Network
    - Ex-Offender/2nd Chance

- Target Populations
  - Parramore Residents
  - Local Community At-large
Implementation Strategies

2.1 The local workforce initiative will be coordinated by WCF who has the ability and resources to lead the workforce development activities, including outreach, recruitment, job training and employment necessary for the Community Venues Projects.

2.2 Target populations will be residents in the geographic area of the Venues, local residents, and historically disadvantaged citizens.

2.3 The City and WCF will collaborate with Orange County Public Safety and other CBOs to create a “2nd Chance/Ex-Offenders Program”.

2.4 The Venue Partners will agree to be active participants in the workforce initiative, and require their Contractors to act in good faith and to timely provide estimates of employment needs to WCF to facilitate the training and recruitment of prospective candidates for employment, to inform of job openings, to utilize WCF as a non-exclusive “First Source” for workforce hiring, and to provide periodic reports to WCF and City regarding the workforce initiative, including hiring and retention.

2.5 WCF will define workforce requirements for construction of the Venue Projects, determine worker availability in the local/regional market, identify training needs and take action to develop the required workforce.

2.6 WCF will coordinate and work with local educational institutions, labor organizations and other training vendors to address workforce training needs. The City will in turn work with WCF to finalize pre-apprenticeship and/or apprenticeship programs to address the anticipated need for skilled trades workers.

2.7 WCF and the City will identify the CBOs and other organizations that will participate in the applicant outreach, recruitment, and referral processes and establish links between CBOs and WCF.
2.8  WCF will conduct community orientation meetings to inform the public about the workforce initiative, including potential jobs and training opportunities, related to the Community Venue Projects.

2.9  WCF and the City will evaluate the progress of the workforce initiative on a regular basis and implement changes and enhancements as warranted by the outcome of the evaluations.

2.10 The Venue Partners agree to include inclusiveness and participation language in their agreements with their Contractors.

2.11 The Venue Partners agree to place enforceable penalties for non-compliance with Chapter 57 and the aforementioned local workforce initiative in their Contractor agreements to achieve compliance with the objectives of Goals #1 and #2. Such penalties include the ability to withhold draw requests and retainage if a Construction Manager is determined non-compliant until the non-compliance is corrected.
Goal #3

Collaboratively work with the Venue Partners and other community stakeholders to identify and explore long-term business opportunities in the affected areas.
The Economic Impact Analysis Study, commissioned by the Metro Orlando Economic Development Commission, projects that the planned venues would spur additional development in the downtown area. The City recognizes that the redevelopment of the properties in the impacted community will provide additional opportunities for historically excluded citizens and companies to participate in the ongoing operation of the venues and subsequent business opportunities.

To maximize the economic impact of this redevelopment, the City of Orlando’s Business Development Program should be seamlessly integrated into all phases of the business development process. The Business Development Program is the City’s administrative arm for outreach into the business community. The program, along with the City’s M/WBE Office, will be invaluable in acting as a catalyst in creating long-term opportunities and developing synergistic relationships for minority and local entrepreneurial opportunities. It is crucial that the identification of business and entrepreneurial opportunities look at job development clusters that promise high-growth and family-supporting jobs.

Implementation Strategies

3.1 The City should coordinate the development of a comprehensive strategy that would coordinate investments in infrastructure, housing, transportation, business incentives, and workforce development in a targeted effort to create a sustainable business and economic impact.

3.2 The City will partner/coordinate with the Venue Partners to conduct a market retail study that specifically targets complimentary ancillary uses in the vicinity adjacent to the venues. This study will explore new and redevelopment opportunities including retail, entertainment, lodging, event planning, business support services and franchise development opportunities resulting from the community venue development.

3.3 The City will advocate for partnership opportunities for M/WBE retail and support services beyond the venue construction phase, specifically targeting minority owned/operated businesses and entrepreneurs seeking franchise opportunities.

3.4 The City will advocate for local financial institutions to respond to the financing needs of historically excluded citizens and businesses (support community investment), enabling them to more fully participate.

3.5 The City’s M/WBE Office will work with private sector diversity counterparts to advocate for new markets and business development.

3.6 The City should consider utilizing “developer agreements” as standard components of redevelopment deals in the affected area to address a broad range of community needs ranging from business development to jobs and training programs.
Explore the creation of local vendor development/mentor programs through partnerships with Contractors, Vendors and Community Based Organizations.
The City is committed to utilizing best practices of M/WBE promotion and economic development from other communities to ensure a successful implementation of our plan. Our research has identified four types of best practices in M/WBE promotion: 1) business development assistance; 2) networking; 3) research and advocacy; and 4) financing. We believe it is possible for this blueprint to play a key role in guiding a regional process that promotes M/WBEs and historically excluded citizens in a comprehensive way that becomes implicit in other regional social and economic development initiatives.

Implementation Strategies

4.1 The City will facilitate a series of business community forums designed to educate and network local, small and minority businesses with the Contractors and the Venue Partners’ major vendors of goods and services.

4.2 The City will utilize Community Based Organizations to include, but not be limited to, the Black Business Investment Fund; the Hispanic Business Investment Fund; the Alliance; Chamber of Commerce, and the Florida Minority Supplier Development Council to provide various services ranging from outreach and advocacy to business development, technical assistance, and assistance with financing.

4.3 The City will identify methods to assist local, small and historically disadvantaged businesses in meeting bonding and insurance requirements.

4.4 The City’s MWBE Department will explore and suggest new ways to advocate for MWBE’s and historically excluded citizens on all future economic development initiatives.
Identify development tools that will result in creating a wide variety of attainable and market rate housing units that will ensure economic diversity for all residents to work, live, and recreate in the area.
The Community Venue projects will have the ability to generate multiple opportunities for economic development, employment, and business growth. In addition, they will create opportunities to fulfill a social obligation to provide affordable housing and to promote growth in the area affected by the venue construction and development. Assurances need to be made to ensure that there is housing available that is both reasonably priced and affordable by working families and that these neighborhoods include amenities such as parks, open spaces, recreational activities and a viable neighborhood core to ensure its sustainability.

Implementation Strategies

5.1 The City shall partner with the development community, utilizing a variety of strategies and incentives, for the development of a minimum of 600 rental units and 100 units of housing for sale over the next five years in the Parramore neighborhood.

5.2 The City, through its Community Redevelopment Agency and Housing Department, shall agree to leverage funding sufficient to generate housing units in the Parramore neighborhood.

5.3 As future development in the CRA district yields increases in Tax Increment Financing (TIF), additional funding will be dedicated to support housing development.
It is important to note that this blueprint is not a prescription for revitalizing our city neighborhoods, but an opportunity to improve the business climate in the area, and provide resources to support our local businesses. There are many factors in addition to minority business development that contribute to neighborhood vitality including open spaces, recreational facilities, and other neighborhood amenities.

While we believe that this plan is a model for creating a climate of sustainable economic development, we recognize, however that the ability to create a comprehensive environment for advancing the growth and health of established and mid-level small and minority businesses and the neighborhood is likely dependent upon multiple sectors working in a coordinated fashion (e.g. government, community, churches, and the private sector). These goals do not address the need for a separate but related strategy for comprehensive community revitalization, but will take us in the right direction.