Town of Windermere

Strategic Civic Land Use Planning Report

Prepared by
the University of Central Florida
MSURP Studio

April 2013
Executive Summary

In the Fall of 2012 the UCF School of Public Administration Master of Urban and Regional Planning Studio (MSURP Studio) established a partnership agreement with the Town of Windermere, FL, to conduct a Strategic Civic Land Use Planning Report. The purpose of the MSURP Studio was to provide analyses and recommended actions related to improving the functionality, public access, feasibility of policy and resource allocation alternatives, implementation mechanisms, and long-term investments in open space, parks, and recreation facilities in the Town of Windermere. The Project is centered on the newly acquired Butler Bay Recreational Facility in the northwest portion of the Town.

Between September, 2012, and April, 2013, the MSURP Studio conducted research on the opportunities and barriers for improving recreation opportunities within Windermere with a particular focus on the redevelopment of the Butler Bay Recreation Center.

Among the tasks completed for this report was an inventory of town existing open space, parks, and recreation assets including a site constraints analysis of the Butler Bay Recreation Center, the identification of community needs for open space, parks, and recreation facilities through planning processes with community residents, businesses, non-profit organizations, town staff, elected officials and paid/voluntary boards and commissions, and a local policy document review including an analysis of levels of recreation services based on standards for town parks and recreation facilities.

The culmination of these activities was the development of three Butler Bay recreation facility redevelopment scenarios. Associated with each redevelopment scenario are estimated costs of improvement and an implementation plan.

The MSURP Studio would like to acknowledge the support of Windermere Town Manager Robert Smith as well as the local volunteer boards and commissions and elected officials during the preparation of this report.

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Introduction

In the Fall of 2012 the Town of Windermere and the UCF College of Health and Public Administration entered into a collaborative effort in which the students of the University’s first Cohort of the Master of Science in Urban and Regional Planning program and the Town’s planning department would create a Strategic Civic Land Use Planning Report catered toward the Town’s planning needs. The purpose of the Project is to provide analyses and recommended actions related to improving the functionality, public access, feasibility of policy and resource allocation alternatives, implementation mechanisms, and long-term investments in open space, parks, and recreation facilities in the Town of Windermere. The Project is centered on the newly acquired Butler Bay Recreational Facility in the northwest portion of the Town.

This final report consists of four sections.

The first section is a policy analysis of the Town. This section includes a demographic analysis including population trends, the Town’s park inventory, and an analysis of the Town’s Comprehensive Plan. The policy review section also provides a brief history of the Butler Bay Recreational Facility.

The second section covers the Public Participation efforts to facilitate community engagement via a workshop and online survey. The Public Participation section focuses on identifying and describing the public outreach efforts and provides the findings for those efforts. This section documents the results of these efforts in order to assist the Town’s elected officials, staff, citizens, and businesses in determining the needs and desires of the community. In addition, the results provide a foundation for a recommended course of action for the use of Butler Bay and how that facility ties into the overall recreation and open space network of the Town.

The third section provides GIS data to support the students’ efforts as well as the Town of Windermere staff, elected officials, stakeholders, and residents in creating a comprehensive approach to the redevelopment of Butler Bay Recreation Center. In doing so, the Butler Bay Recreation Center’s existing conditions and community needs have been identified. The GIS analysis also provides a foundation for the low, medium, and high impact design scenarios for the Butler Bay Recreation site.

The fourth section is comprised of the recommended scenarios and implementation plans. The students completed three proposed design scenarios, low impact, medium impact, and high impact complete with site plans, details of the designs, and cost estimates.
POLICY ANALYSIS

- Introduction
- Demographic Analysis
- Economic Profile
- Interpreting Neighborhood-Specific Data
- Town of Windermere Park Inventory
- Environmental Review
- Town of Windermere’s Adopted 2025 Comprehensive Plan
- Recreation and Open Space
- Site Design/Safety
- Funding/Cooperation
- Parks and Recreation Board Minutes
PART ONE: POLICY ANALYSIS

Introduction

Part One of this research undertakes a policy analysis which will empirically inform the redevelopment process for Butler Bay Recreation Center. Dunn (2004) characterizes policy analysis as an “applied discipline” using a variety of methods to produce and reshape public policy. Policy analysis may serve a number of different ends, including: problem assessment and monitoring, a “before the fact” decision tool, and for evaluation purposes (Dunn, 2004). This research will use several measures of analysis to properly depict existing conditions in the Town of Windermere. Part One includes: a demographics analysis, an environmental review, an examination of some relevant economic indicators, and selected material from relevant Windermere documents, such as: Windermere Comprehensive Plan, Windermere Capital Improvement Plan, levels of service standards, and existing and future land-use plans.

Demographic Analysis

A vital component in planning for the redevelopment of Butler Bay recreation facility is performing an analysis of the existing demographic conditions for the Town of Windermere. The community’s characteristics will help to provide clues as to the types of recreation amenities which may be appropriate in the Butler Bay recreational facility. This demographic analysis will profile the age distribution for Windermere’s residents and analyze population projections for the Town’s future. The aforementioned study of population characteristics for residents nearest to Butler Bay will include research of pedestrian walking habits to local parks. This research is conducted in the hope of better suiting the uses of the park to the needs of the residents.

General Population Characteristics

Figure 1.1 Error! Reference source not found. illustrates age distribution in the Town of Windermere. Examining selected demographic information will serve as one of several guides which the Team will use to make future recommendations for the Butler Bay recreational facility. Park design and amenities should be influenced by the demographics that the Butler Bay Recreational Facility serves.
Figure 1.2 represents the consistent population growth experienced by the Town of Windermere for the years 1970 – 2010. According to the most recent U.S. Census (2010) figures, Windermere experienced a 29.8% change in population from 2000 to 2010. The Town of Windermere has nearly doubled its population since 1990 and almost tripled the number of residents since 1970.
After detailing the patterns in population growth for the Town of Windermere from 1970-2010, the Team’s next step is projecting the Town’s population for 2020 and 2030. Table 1.1 projects resident population for the Town of Windermere. The projections extrapolate 2010 U.S. Census population data in order to predict the Town’s population for the years 2020 and 2030. Figures can be skewed if Windermere undertakes future annexations as occurred in 2011. This increase in Town population was not figured into 2010 Census data and is therefore not reflected in the population projections in Table 1.1 and boundaries in GIS exhibits in Appendix A.

### Table 1.1

<table>
<thead>
<tr>
<th>Windermere Projected Population 2020 &amp; 2030</th>
</tr>
</thead>
<tbody>
<tr>
<td>Age of Cohort</td>
</tr>
<tr>
<td>----------------</td>
</tr>
<tr>
<td>Birth</td>
</tr>
<tr>
<td>0-4 yrs</td>
</tr>
<tr>
<td>5-9 yrs</td>
</tr>
<tr>
<td>10-14 yrs</td>
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<tr>
<td>15-19 yrs</td>
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<td>20-24 yrs</td>
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<td>35-44 yrs</td>
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<td>45-54 yrs</td>
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<td>55-59 yrs</td>
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<td>60-64 yrs</td>
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<tr>
<td>65-74 yrs</td>
</tr>
<tr>
<td>75-84 yrs</td>
</tr>
<tr>
<td>85+ yrs</td>
</tr>
<tr>
<td>TOTAL: 100 yrs</td>
</tr>
</tbody>
</table>

*Source: CDC/NCHS, National vital Statistics System

The Population Survival Rates (Refer to Figure 1.3) depicts the projected population for various age cohorts in Windermere for the years beginning with 2010 Census, projected through 2020 and 2030. Redesign and redevelopment of Butler Bay should be at or near completion by the selected time reference point of 2020; this projection timeline allows for a clear picture of Town’s population, when the facility is ready for use.

2010 Census lists Windermere population at 2,462. By 2020, Windermere total population is projected to be 2,633; by 2030, total population is projected to be 2,926. These numbers reflect a growth of 464 residents between the 2010 U.S. Census release and that of 2030. While, the projected population figure remains fairly constant between the three selected time periods; it does depict this data in terms of age cohorts, allowing for an examination of the future age demographic distribution. This information contributes to determining what potential future uses the park may be developed or redeveloped in the present day.
Population within 0.25 Mile of Butler Bay Recreational Facility

To this point in the research, the data used for conducting the demographic analysis was compiled for the entirety of the Town of Windermere. It is also important to detail the population age demographics for the land area in the immediate vicinity of Butler Bay Recreational Facility. A .25 mile buffer was created from the center point of the park parcel, and demographic data was collected for this area from ESRI Community Analyst software (See Exhibit 1 in Appendix A).
Figure 1.4 shows the age distribution for a suburban area within .25 miles of Butler Bay. The data is broken down into ten-year age cohorts and shows the percentage each cohort comprises of the total Town population.

Economic Profile

Median Earnings

The median income of the town is depicted as “Full Time, Year Round”, which is approximately $78,000 (See Figure 1.5). The Median Earnings table for the period of 2006 through 2010 shows the dominance of white collared, professional workers, which demonstrate a high earning capacity within the Town.

Figure 1.5
2006-2010 Median Earnings per Household; Town of Windermere

Location Quotient is a planning tool that allows planners to look at the relative density or specialty of a particular area as compared to other areas. In the case of this study Windermere was looked at compared to Orange County as well as the State of Florida.
Those occupations shown to dominate are: Management, business, science and arts occupations; Management, business and financial occupations and; Sales and office occupations. What importance this information has on the redesign or redevelopment of the Windermere Butler Bay Park is understanding the socio and economic make up of those individuals that would be utilizing the park and determining those individual interests. This further supports the results in Figure 1.5, which indicate an overall higher socio economic level in the Town.

**Figure 1.6** depicts the percentage of income spent on various categories of recreational activities, by Windermere residents. Through stakeholder interviews, the Team was instructed that a large segment of the Town’s population engages in recreational activates centered on Windermere’s many lakes. Also, given the affluent status of many residents, the aforementioned recreation occurs or is initiated on private property through docks, boats, and other recreational water vehicles. This is depicted graphically in Figure 4, which shows 27% of recreation expenditures for the Town’s residents are spent on recreational vehicles and fees. Granted, not all of these vehicles and fees are as described above, but it may be assumed this constitutes a large portion of the category.

**Interpreting Neighborhood-Specific Data**

It is important to examine this data with a clear sense of pedestrian walking characteristics and patterns, in relation to the Butler Bay recreational facility. A great number of cities and towns set maximum distances that a pedestrian should walk before reaching a park. As would be expected, these distances vary from place to place, based upon factors such as population density and available open space. For example, Atlanta has selected two miles as their desired walking benchmark, while Chicago has targeted an eighth of a mile (Donahue, 2011). Though the aforementioned substantially cities are larger in population and land area than
Windermere, the findings of the research may be generalized for the purpose of this report. Several variables are taken into consideration when selecting this standard. Donahue (2011) explains that willingness to walk, and at what length is inherently individual and varies depending on age, health, time availability, neighborhood quality and character, the perception of safety, and climate.

Research performed by Wolch, Wilson, and Fehrenbach (2002) on park equity suggests that a quarter-mile is the preferred distance of pedestrians traveling to a recreation facility. The study states that “for parents taking toddlers and small children to a park for everyday outings and playground opportunities” a quarter-mile is a reasonable distance to walk (as cited in Donahue, 2011).

Assuming that the residents of the neighborhoods depicted by the study-area map, within a quarter-mile of Butler Bay are the most likely to visit the site, based upon the research previously presented, this report was inclined to characterize the demographic composition of a suburban area, within the immediate vicinity (.25 miles) of Butler Bay. The population profile of this portion of Windermere is very similar to that of the Town itself. The conclusion to be drawn from this observation is redevelopment efforts which suit the recreation needs of those residents closest to Butler Bay will be similarly beneficial to the Town’s entire population.

**Town of Windermere Park Inventory**

The purpose of this section is to detail the existing parks and recreation assets located in the Town of Windermere. Windermere currently has a variety of recreational amenities located throughout the Town’s park system. Visitors may select from waterfront walking trails, tennis, basketball, fishing, boating, and children’s playground equipment. The following inventory of current Town recreation assets highlights the unique attributes of each facility and provides a foundation for examining the inter-connectedness of recreation areas. Current Town recreational facilities are outlined in the following descriptions and maps.

**Park among the Lakes**

The Park among the Lakes is one the Town’s facilities that cater towards those seeking active recreation opportunities. The site is located on Main Street, between 2nd and 3rd Avenues. This park is also well suited for meeting the needs of a number of Windermere residents who participate in tennis. The Park among the Lakes has three tennis courts on-site. As is the case with other Town tennis facilities, the courts are for resident use only, and require an annual fee, paid to the Town. This park is set apart by its offering of a sand volleyball court, which may be used by all visitors. Located on-site are both, parking space and a bike rack (See Exhibit 1 in Appendix A).
Central Park
Central Park is one of the more diverse parks in the Windermere system. Located on Oakdale Street, between 4th and 5th Avenues, Central Park is within a short walk of the Town’s downtown area. Similar to Palmer Park, Central Park offers children’s playground equipment. There is also a Frisbee golf course and a jogging track for active recreation. Central Park is suited for gatherings and parties, with a pavilion covering several picnic tables. Parking is also available on site at Central Park (See Exhibit 2 in Appendix A).

Lake Down Park
Lake Down Park is situated on the southwestern coast of Windermere’s Lake Down. The site is a stretch of Windermere’s vast waterfront property; snaking down Lake Street, bordering on 5th Avenue. The highlighted green portion of the map illustrates the path of Lake Down Park. Visitors may engage in both active and passive recreation at Lake Down Park. There is a boat dock on-site, use of which requires residence in the Town and a nominal, annual fee. Benches and picnic tables are available for scenic enjoyment and relaxation. A key feature of the Lake Down facility is the park’s walking path, which winds along the lakefront. Lake Down Park also has a designated swimming area and a swing for more active recreation (See Exhibit 3 in Appendix A).

Fernwood Park
Fernwood Park is another Windermere site that allows Town residents boat access to the area’s lake system. This site sits on the shore of the popular Lake Butler. Fernwood Park is accessed at the intersection of 7th Avenue and Butler Street. Boat ramp facility use is restricted to Town residents, and does require an annual fee. Fernwood Park features a boat dock, boat ramp, and limited on-site parking. However, there is no boat trailer park allowed anywhere at the site (See Exhibit 4 in Appendix A).
Johnson Park
Johnson Park is a small, lakefront parcel; designated by the Town as recreational space. The park is located along 6th Avenue, on the Lake Bessie Lakefront. Visitors can access to the park between Lee and Lake Streets. There is a bench and a storm water retention basin on-site. There is no parking available at Johnson Park (See Exhibit 5 in Appendix A).

Palmer Park
Windermere’s Palmer Park is located on Pine Street, between 2nd and 3rd Avenues. The facility sits in residential setting and does have space for onsite parking. Palmer Park contains a variety of playground equipment for children; making Palmer Park one of two Windermere parks with this asset. Also on site, are picnic tables and benches; making this park perfect for spending the day with young children and families (See Exhibit 6 in Appendix A).

Town Square
Town Square sits in the heart of Windermere, between 5th and 6th Avenues, stretching from Main Street to Forest Street. The Town Square complex is home to several prominent Town buildings, such as: Town Hall; the Franklin W. Chase Memorial Library; and the Town Office. In addition to these local landmarks, Town Square is the edge to the Windermere downtown district. Restaurants, shops, and services are all within a short walking distance. Next to Town Hall are two basketball courts; one regulation size, and the other, designed for younger players. The Town Square hosts Town events like a weekly farmers market, food trucks, movie night, and the Windermere Fall Festival. Parking is available in several locations, providing convenient access to the space (See Exhibit 7 in Appendix A).
**Butler Bay**
The Town of Windermere acquired Butler Bay recreational facility in 2011. The 9+ acre site is located on the shore of Lake Crescent, with access via Park Avenue and is the team’s main focus. The Butler Bay tennis facilities are frequently used by Windermere residents, and recently, underwent a resurfacing. The site contains a protected wetland area, swimming access, and a canal. A Pavilion sits on the site’s northwest corner, close to the sea wall portion of the park. A dock extending out from the island is currently in disrepair, and closed to visitors. Butler Bay offers ample parking (See Exhibit 8 in Appendix A).

**Lake Street Park**
The Lake Street Park runs along Magnolia Avenue, between 3rd and 5th Avenues. This park follows the Lake Down shoreline. The Lake Street Park is unique in that it offers visitors a fishing pier. Another walking path, similar to the Lake Bessie Trail and Lake Down Park, is also located along the properties route. Lake Street Park offers benches for sitting along the path and is lined with “green” matting to distinguish the designated walking area. Lake Street Park does offer visitors limited on-site parking (See Exhibit 9 in Appendix A).

**Lake Bessie Lakefront / Trail**
The Lake Bessie Lakefront/Trail is a site which features a walking trail that is comparable to the Lake Down Park, but this property does offer a boat ramp. Again, this ramp is for Town resident use only and may only be accessed after paying a fee to the Town. The Lake Bessie Trail stretches along the Lake Bessie shoreline, from 8th to 11th Avenues. Park users should be advised that there is no on-site parking for motor vehicles or boat trailers (See Exhibit 9 in Appendix A).
Parramore Park
Parramore Park is located between Main and Forrest Streets at 7th Avenue. Located on the site is the historic 1890’s Schoolhouse building; which was added to the U.S. National Register of Historic Places in June of 2003. Parking is provided at the site.

Environmental Review
Understanding native and invasive species, both plant and animal, which inhabit the land and water on or adjacent to Butler Bay should be catalogued and mapped. Any expansion of recreational space for the Town of Windermere should be done with every intention of limiting or preventing the inhabitable space of organic life already present. In cases of invasive species, none should be removed before their role in the ecosystem is considered. Currently no formal tree and plant surveys/listings are available for the Butler Bay Recreation Park. Observations from the Tree Board and Parks and Recreation are the only available listings currently. Efforts to make a formal mapping of the site using i-Tree, a software mapping system are under consideration.

Native Trees
The large majority of tree canopy consists of Laurel Oaks. Also present are Live Oaks, Red Maple, Loblolly Bay, Pine, Sabal Palm, Willow, Winged Sumac, Wax Myrtle, and Cabbage Palm.

Native Plants
Florida Fox Grape, Beautyberry, and Elderberry are currently present. Special attention has been given to the Elderberry in the retention pond area due to over 50 species of bird relying on this plant for food.

Invasive Trees
Camphor, Brazilian Pepper, Chinese Tallow, Chinaberry, and Mistletoe. Efforts are under way to remove Mistletoe by volunteer arborist that have been sighted in the Oaks.

Invasive Plants
Caesar Weed, Torpedo Grass, Dog Fennel, Cat’s Claw Vine, Air Potato, Skunk Vine, Virginia Creeper. In the retention ponds, volunteers from the Tree Board have removed all invasive species and ongoing efforts are planned to prevent them from spreading.

Native Animal Species
Fresh water Florida Cooter turtles and other turtles are nesting in the berms along the canals that border the parking lot and island. Great White Herons, Great Blue Herons, lesser herons, Ibis, Red Wing Blackbirds, Kingfishers, Ospreys and Eagles are observed fishing along the canal and Lake Crescent shore. The eagles and ospreys prefer to fish in Lake Crescent and nest in the Bald Cypress, Pond Cypress and Florida Long Leaf Pines. Additionally Sand Hill Cranes, Squirrels, Red Finches, Mockingbirds, Sparrows, Blue Jays, Yellow Finches, Painted Buntings, and other migratory birds are all spotted within Butler Bay Park.
Town of Windermere’s Adopted 2025 Comprehensive Plan

The Town of Windermere, in accordance with Chapter 163 of the Florida Statutes, maintains a comprehensive plan that details a long-range vision for development within the Town. While the comprehensive plan serves as a road map for development and is created and adopted through a very formulaic process it is not a static document and is intended to be updated regularly to reflect changes in local conditions. In June of 2010, the Town adopted its 2025 Comprehensive Plan. Detailed in the following pages are highlights from various plan elements of the Towns 2025 Comprehensive Plan that may impact the Town’s overall recreation and open space system. Each of the following elements touch on distinct and separate aspects to the development and provision of recreation; it is important to review these elements when considering any new development of or redevelopment of recreational facilities for consistency with the comprehensive plan. Where there are divergent priorities or goals they may necessitate a possible update to the comprehensive plan.

Existing and Future Land Use

Land use within the comprehensive plan is broken down by existing and future land uses. Existing land use provides a snapshot at the time of the plan’s adoption of the amount of land dedicated to each particular use while the future land use provides a picture of where the Town sees itself in 2025. The Town of Windermere contains very little vacant or undeveloped land so it shows little to no change in the acreage of land devoted to each use over the course of the plan’s implementation. The Town breaks down the land use into six main categories: Agriculture; Commercial; Conservation; Public Use; Recreation; and Residential. The Town also details vacant land separately, though vacant land comprises both Residential as well as Agricultural. Residential is the largest land use category, comprising approximately 67% of the land, followed by public use at 19%. Recreation is the third largest Land Use Category at 5%. The remaining three land uses, as well as vacant land, comprise the remaining 9% of the total (Figure 1.7). All Town parks and recreational areas (including, beaches, tennis courts, boat ramps) are counted in the recreational land use designation.

At the time of adoption of the Comprehensive Plan the Town had about 53 acres of recreational land. The Butler Bay recreational site was acquired by the Town after the plan was adopted and has increased the acreage of recreation by approximately 10 acres\(^1\) or an additional 1% to the Recreation Land Use category to a total of about 63 acres.

\(^1\) Parcel Information – 07-23-28-1106-00-001 (Orange County Property Appraiser)
Recreation and Open Space

A major component of the Comprehensive Plan is Chapter 6 the Recreation and Open Space Element; this chapter details many of the specific requirements for recreational facilities within the Town, both current and future. The chapter is also unified by a single goal “Ensure maintenance and improvement of existing public parks, recreation facilities and open space areas to satisfy the health, safety, and welfare needs of the Town’s citizens and their guests, and enhance the total quality of life within the Town, in an efficient and appropriate manner.” The following five areas: level of service; accessibility; connections; site design/safety; and funding/cooperation provide a more specific framework of considerations in the design of new recreational facilities as well as the maintenance of existing facilities.

Levels of Service
Minimum levels of service (LOS), for various recreational amenities have been adopted in the comprehensive plan. The LOS standard establishes a minimum threshold that the Town feels is necessary to provide the quality and quantity of recreational amenities essential to the desired quality of life within the Town. As the population of the Town grows the recreational facilities must remain at or above the minimums LOS detailed below in Table 1.2. The Town has adopted an LOS standard for five recreation facilities.
Table 1.2
Level of Service Standards

<table>
<thead>
<tr>
<th>Recreational Facility</th>
<th>Level of Service Standard</th>
<th>Current Service</th>
<th>Surplus or Deficiencies 2010 Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Park Land</td>
<td>2.5 acres per 1,000 pop</td>
<td>10.735 acres</td>
<td>+ 3.235 acres</td>
</tr>
<tr>
<td>Neighborhood Parks</td>
<td>1 park per 5,000 pop</td>
<td>2 parks</td>
<td>+ 1 park</td>
</tr>
<tr>
<td>Tennis Courts</td>
<td>1 court per 1,000 pop</td>
<td>6 courts</td>
<td>+ 3 courts</td>
</tr>
<tr>
<td>Boat Ramps</td>
<td>1 ramp per 4,300 pop</td>
<td>2 ramps</td>
<td>+ 1 ramp</td>
</tr>
<tr>
<td>Bicycle Paths</td>
<td>1 mile per 1,000 pop</td>
<td>4.67 miles</td>
<td>+ 1.67 miles</td>
</tr>
</tbody>
</table>

Source: Town of Windermere; Comprehensive Plan

As of January, 2013 the Town meets or exceeds the minimum LOS for each of the five standards adopted in the Comprehensive Plan. The addition of the Butler Bay recreational facility has increased the surplus of parkland and tennis courts.

As of 2008, the Town contained 11 parks totaling over 12 acres. The largest park, Butler Bay, was included in the total park space as of 2011, which created over 22 acres of gross park space. Additionally there were 3 tennis courts, 2 boat ramps, 1 Neighborhood Park (Windermere Elementary), and 4.67 miles of bicycle paths (Refer to Table 1.2).

Accessibility

All Town beaches, parks, and recreational facilities must be accessible to all residents and their guest including those with physical handicaps. Final plans for the Butler Bay recreational facility should include the following guidelines:

- Existing levels of maintenance must be continued or improved;
- All recreational facilities must be barrier free;
- New recreational facilities must not contain any architectural barriers to access;
- The unique character or quality of recreational facilities must be maintained while be maintained while providing accessibility;
- All public recreational facilities will be clearly identifiable via signs provided by the Town

Connections

Access between recreational assets and other land uses is an important aspect of the comprehensive plan. The Town details transportation connections in several areas of the comprehensive plan with a focus on pedestrian and bicycle connections in both the Transportation Element and Recreational Element. The Recreational Element of the
plan contains a number of policies detailing the expansion and provision of bicycle paths and pedestrian connections and requires provision of both in any new development or redevelopment. The following policies should be considered:

- Parks within the Town Center District (aprx. 1,000 feet out from the corner of Main St. and E. 5th Ave.), need to be connected by pedestrian and bicycle pathways; while Butler Bay is not included within this area plans for bicycle parking should be to be included along with pedestrian and bicycle pathways connecting to the Town Center District.
- Orange County is encouraged to provide bikeways in areas adjacent to the Town that will connect with the Town system

**Site Design/Safety**

Site design and safety considerations are contained in a number of policies within the comprehensive plan and should be taken into consideration within any final plan for Butler Bay site design. Additionally there is a focus that if additional parks are needed or acquired than those parks should be focused on developing activity-based facilities, but only at a size and scope consistent with neighborhood parks. Additional parks are welcome but should not rise to the size or scale of a neighborhood park. This also includes the addition of park space that has previously been held in private ownership but which is above the scope and intensity of a neighborhood park. The Butler Bay recreational facility has been designated as a neighborhood park.

**Buffers**
The Town stipulates that buffers are required around not only parks but also open spaces, recreation areas, and conservation areas to protect those sites from negative impacts of other encroaching urban development. While there is no set standard for the buffer it is important to ensure that development on recreation land does not directly affect adjoining uses.

**Safety**
Safety issues the Town incorporates a number of policies geared towards the provision of safety within Town owned parks and recreational areas (Ch. 6; Obj. 1.4).

- Proper lighting has to be provided or the park must be closed at dusk
- Safety rules must be posted at the park
- Appropriate rails or fences
- Children’s play areas must be at least 50 feet from the street, parking areas, and vehicular access points and must be separated by a fence
- Maintenance must be continued to ensure that equipment and facilities are kept in a safe, accident free condition
Funding/Cooperation

Objective 1.2 in Chapter 6 of the comprehensive plan details the Town’s policies on funding sources for the improvement of Town parks and recreational facilities as well as cooperation with other public and private entities. The Objective states: “The Town shall cooperate with public agencies as well as private enterprise to fund quality improvements and enhancements to existing public parks and recreational facilities.”

The following guidelines are provided:

- Coordination for cooperation shall be completed through the recreation committee
- The Town shall encourage the use of innovative site design and development techniques in order to maximize the provision of usable recreational facilities and open space areas at a minimum cost
- Should additional parks be needed or acquired, emphasis shall be placed on developing activity-based facilities, but only at a size and scope consistent with neighborhood parks
- The Windermere Rotary as well as other private individuals and groups will continue to be worked with and assisted to provide additional funding for the maintenance and improvement of existing facilities as well as new facilities and will continue to solicit grants, and donated monies for the improvement and maintenance of it recreation space
- The Town will provide adequate budgets for the improvement and expansion of all existing recreation facilities
- Funding needs will be examined annually in the Capital Improvements Plan

2012/2013 Town of Windermere Final Budget As Adopted

The 2012/2013 Town of Windermere Budget demonstrates even spending and revenue at $4,079,475. Parks and Recreation is budgeted $83,275 under Public Works for the operations and maintenance of parks and recreation facilities. An additional $60,700 is budgeted for the parks and recreation committee.

Capital Improvement Plan FY 2012-2013

No funds are dedicated to parks or recreational facilities in the adopted FY 2012-2013 Capital Improvements Plan. There is a total of $545,513 scheduled in FY12/13 between roads, buildings, public works, and police with the bulk of the funds set aside for vehicle purchases for public works and police.

Recent Town Resolutions and Ordinances Affecting Parks and Open Space

Below are two resolutions and one ordinance that have been passed by the Town council in 2012. The two resolutions are non-binding but deal with health and safety issues and demonstrate the emphasis on the provision of healthy, active lifestyle that includes recreation. The first calls for greater recognition of the harmful effects of smoking, particularly in spaces where groups of children gather such as a park; the second ordinance discusses efforts by the Town to promote safer pedestrian and driver habits. The ordinance, detailed below, deals with the use of golf carts on Town streets in
hopes of promoting safety and additional access of this alternative mode of transportation.

**Resolution 2012-04 Smoking in Parks**

In February 2012 the Town passed a non-binding resolution to urge the State Legislature to support more power for the Town of Windermere in resolving conflicting resolutions regarding smoking in public places where children gather. Additionally, the resolution calls on all residents to acknowledge and consider the effects of second hand smoke to those around them, specifically children, and to abstain from smoking in locations where children gather. Park design should consider air quality in and around facilities designed for children’s use.

**Resolution 2012-07 Best Foot Forward**

Best Foot Forward is a Central Florida initiative to reduce injury and death of pedestrians through education of drivers/pedestrians, stricter enforcement of rules, and better engineering. In resolution 2012-07 the Town acknowledges that it is beneficial to the community to reduce injuries to pedestrians and to provide for a safe walking environment. Furthermore the Town resolved to enhance crosswalk signage, education of drivers and pedestrians as well as to participate in high-profile enforcement of pedestrian safety measures. The Town commits to provide a “walk able, courteous, livable community.”

**Ordinance No. 2012-09 Golf Carts**

This ordinance sets out rules governing the use of Golf carts may be used on many Town roads with the primary exclusion of Main Street and 6th avenue. There is no direct connection to Butler Bay from town streets without the use of Park avenue which is a county controlled road so drivers on this road must follow the rules set out by the State in 316.2122, F.S. State regulations are much more strict on what types of vehicles may travel along roads with a posted speed limit of less than 30 m.p.h. calling for vehicles to feature additional safety features. The governance of Park Avenue by Orange County could lead to difficulties for those with golf carts not matching the additional state requirements wanting to travel to and from Butler Bay.

**Rules Governing Boat Launching Locations**

Residents and property owners must obtain and display a park pass for the right to launch and recover watercraft from Town boat ramps; as of November 2012 the yearly fee for this pass was set at $35.00. There are two Town owned locations where residents with a pass may launch and recover watercraft; all other Town owned property is prohibited from being used as a launching point for boats or crafts. The approved locations are:

- 7th Avenue at Butler Street at the Town park
- Foot of 9th Avenue at Lake Bessie

**Parks and Recreation Board Minutes**

The actions of the Parks and Recreation Board provide insight on the priorities of the Town and also provide a picture of the current direction that the Town is taking. Below
are discussions after reviewing over a year of minutes from the Parks and Recreation Committee with a focus on tennis and Butler Bay.

**Tennis**

Discussions and decisions surrounding the Town’s tennis courts, both at Butler Bay and Main Street, demonstrate a strong commitment to the provision of well-maintained tennis courts for all of the Town’s residents as well as keeping the courts in public hands (non-privatized). In January 2012 the board unanimously supported telling the Town council that they do not support Butler Bay or the tennis courts from becoming a commercial entity. Furthermore the board passed a motion to reimburse the Town for the cost of resurfacing the tennis courts at Butler Bay as long as it is not commercialized.

**Butler Bay**

Butler Bay is a large item of discussion throughout all of the minutes reviewed. The first minutes available were from July 2011 and BB was a major discussion point, specifically the existing pavilion. Discussion of whether to demolish the existing pavilion occurred within the board until May 2012 when the Town Council decided the building to be demolished. Since the pavilion was demolished the board has sought estimates for a new pavilion in the park; a proposal at $95,000 was received and distributed to the Town council for budget considerations. Another area that garnered a great amount of discussion was the tennis court, as discussed above. The courts have been resurfaced, a fence was added, and the courts remained public and available to Town residents.

Several other areas of the park were in disrepair prior to the Town acquiring the park besides the tennis courts and pavilion including: the pedestrian bridge to the island, the electrical connections to the park, and fencing. All three of these items have been fixed over the past year with some funds for the pedestrian bridge coming from a private donor. There were concerns over the walkway to the island being ADA compliant and the board was assured that it was compliant by the Town Manager.

Funding for the Park has been discussed over several meetings in several fashions. During the June 2012 meeting it was discussed that the Windermere Rotary was ready to send a check for their $20,000 commitment to the park; no further information regarding these funds were mentioned. The following month, July 2012, discussions of a possible art fundraiser were discussed and the board agreed to start looking for an artist to provide conceptual rendering of park for fundraiser. Finally the board has been very open to Eagle Scout projects benefiting Town parks, including Butler Bay. An Eagle Scout has proposed a project to build and provide picnic tables for the park. In total there should be about 15 tables, which will be movable so that they can be used both in the island pavilion as well as the concrete pads on the island.
Purpose of Public Participation Section
Overview
Methodology
Stakeholder Interviews
Fall Forum
Survey
PART TWO: PUBLIC PARTICIPATION PROCESS

Purpose of Public Participation Section

A multifaceted public participation process has been conducted to gather input on the Town’s vision for the Butler Bay Recreational Facility and the wants and needs of the Town’s overall recreation and open space network. The scope of the public participation efforts focused on project coordination, civic engagement, stakeholder feedback, a community event coined “The Fall Forum” as well as an online survey. The intent of the Fall Forum was to ensure the entire community was given a chance to provide their input regarding the open space and parks plan for the entire town as well as specific improvements for Butler Bay.

The Public Participation Section is structured to identify and describe the public outreach efforts and provide the outcomes of those efforts. The main purpose of this section is to document the results of these public outreach efforts as well as to make the results accessible to the Town’s elected officials, staff, citizens, and businesses. Further, the results will provide a foundation for a recommended course of action for the use of Butler Bay and how that facility ties into the overall recreation and open space network of the Town.

Overview

Civic engagement is fundamental in creating successful plans. Faga (2009) states the power of public discussion is now recognized as one of the essentials of planning. “Elected officials and public planners are beginning to value citizens’ understanding of and commitment to public planning processes” (page 235). Faga goes on to state that engaging residents within a community throughout the planning process can be valuable for the following reasons:

- **Knowledge.** The public at times knows more than the planner or consultants do about what will make a project successful. Further, the community members can suggest changes that may improve the project.
- **Transparency.** Community members are more likely to trust the planning process if they are involved in it.
- **Constituency.** Elected officials are only influential during their times of office, but the public can see long duration projects through implementation.
- **Cost.** Reaching consensus through a public process can reduce the threats of lawsuits and general frustration.

Engaging the Town’s residents and business owners will increase the likelihood that the Project will be supported by the community and will create a better Project because of this collaboration. Therefore, engaging the community is critical to the planning process.
Methodology

The participation process for the Project began with the Team attending various board and committee meetings of the Town. The intent was to introduce the Project, state the goals of the Project and establish a dialogue. The Team attended the following:

- Town Council, September 11, 2012
- Design Review Board, September 18, 2012
- Parks and Recreation Committee, October 25, 2012

In order to gather as much public input into the Project, a multifaceted public outreach approach was conducted. The goal was to reach as diverse an audience as the scope of the Project would allow. After discussion with the Town's staff and various boards and committees the following outreach mechanism were utilized:

- Stakeholder Interviews. Interviews were conducted with key stakeholders.
- Visioning Session. A community-wide event coined the “Fall Forum” was promoted and held with the intent to gain direction for the use of Butler Bay Recreational Facility and overall recreational and open space network
- Community Survey. A survey was conducted from December 30th to January 18th, 2013 to capture additional community feedback from individuals who were unable to attend the “Fall Forum” event. The intent behind providing this additional outlet is to allow for additional feedback on the direction for the use of Butler Bay Recreational Facility.

The outreach efforts and the results of these efforts are described and documented in the ensuing subsections.

Stakeholder Interviews

Purpose

As a part of the public participation and outreach efforts, key stakeholders were identified. A stakeholder is a person or a group of people who have a vested interest in the project. The Team asked each board or committee for a list of key stakeholders that the Team could interview. The purpose of the stakeholder interviews is to gather important information in a personalized format from key users and to communicate the Town’s desire to work with the user groups to build consensus on an open space, parks, and recreation plan.

The stakeholders were asked a series of questions in order to solicit information to be used for developing a recommended implementation and action plan for the Project. The Team arranged the interview locations and conducted the interviews. Below is the list of the stakeholders that were interviewed:

- Donna Steele: Chair of the Parks and Recreation Committee
✓ Jim O’Brien: Councilman; Liaison to the Parks and Recreation Committee and Long Range Planning Committee
✓ Theresa Myers: Chair of the Tree Board
✓ Richard Gonzalez: Councilman; Liaison to the Tree Board
✓ Sergio Duarte: Senior Environmental Specialist for Orange County

Results of the Stakeholder Interviews

The stakeholder interviews identified specific themes that were helpful in determining the appropriate public participation mechanism for the Project. The information gathered through the interviews provided a foundation for the community-wide visioning event. The interviews provided the Team with background information that helped determine the framework for the community. The following themes were identified in the stakeholder interviews:

- **Community Engagement and Volunteerism**
  - **Citizen efficacy**: The Town’s residents are knowledgeable of issues within the Town
  - **Town Pride**: There is a strong sense of pride within the community.
  - **Volunteerism**: The residents actively volunteer for numerous Town activities

- **Environmental Stewardship**
  - **Awareness**: The Town’s residents are environmentally conscientious and place a high value on the environment
  - **Trees**: The Town has an avid history of planting and preserving native trees

- **Value Recreation**
  - **Parks and Greenspace**: The Town places a high value on its parks, recreation amenities, and greenspace
  - **Connectivity**: The Town’s residents want connectivity of the Butler Bay Recreational Facility with the Town’s downtown and other parks and recreation areas

- **Successful Outreach**
  - **Town Newsletter**: The Town’s Newsletter has been a successful avenue for spreading the word on community events
  - **Charettes**: Planning charettes have been a successful way of engaging the citizens and various boards and committees in the past

- **Limitations**
  - **Mapping**: The Town lacks a GIS system and does not have accurate, up-to-date maps

A transcript of the stakeholder interviews is located in Appendix B of this report.
Fall Forum

Purpose

The Fall Forum was held on November 14, 2012 at the Town of Windermere Town Hall. The event began at 6:00 pm and concluded at 8:00 pm. The event was held during the evening in an attempt to accommodate citizens’ work schedules.

The purpose of the Fall Forum was to gather program and design input from the residents. The event was held as a community-wide public workshop in which all Windermere residents and business owners were encouraged to attend. The full sign in sheet is located in Appendix B of this report.

Event Outreach/ Awareness Efforts

The Team worked closely with Town staff in brainstorming the various ways to advertise and inform the public about the Fall Forum. The intent was to inform as many residents as possible and offer them an equal opportunity to participate. The following methods were used to inform the public:

- Town Newsletter: A description of the event and invitation was added to the Town’s newsletter.
- Flyer: A flyer promoting the event was created and distributed to area businesses and event participants during the Town’s annual Fall Festival. The flyer was also displayed at the Town Hall.
- Town Calendar: The event was placed on the calendar on the Town’s website.

Workshop Design

As residents entered the workshop they were asked to sign in with their current contact information. The residents were then handed a comment card that was to be collected by the Team at the conclusion of the workshop. The purpose of the comment card was to provide an additional opportunity for the participants to voice their comments in writing should they choose to. The received comment cards are located in Appendix B of this report.

The workshop began with a brief presentation. The presentation was given to provide an overview of the evening’s activities and to provide instructions regarding the event’s activities.

The workshop was designed around three “stations.” The participants were given the freedom to browse the three stations at their leisure and were encouraged to participate at each station. Team members were available at each station to assist and answer any questions the participants had. Two of the three stations had specific activities associated with them. The stations included:
Existing Conditions Station: This station contained maps illustrating the existing conditions of the Town of Windermere. The intent of this station was to provide participants with a context of the Butler Bay Recreational Facility and the Facility’s context within the Town’s existing parks and open space system. Large Zoning, Future Land Use, and Aerial maps were mounted and available for observation.

Red Dot/Green Dot Station: This station featured the red dot/green dot exercise. Three boards with images were displayed. The images were chosen based on information received during the stakeholder interviews and at the board and committee meetings. In addition, the images were selected based on a preliminary review of the site’s constraints. The images were grouped into three themes: 1) Destinations 2) Active Recreation and 3) Passive Recreation. The boards contained only images and were free of text. The participants were given twelve dots: six red and six green. Participants were asked to place a red dot next to the images they did not like and a green dot next to the images they did like. Placing one dot on top of another was prohibited.

Stakeholder Station: The stakeholder station featured two separate but related activities. Participants were asked to brainstorm on what they envisioned at the Butler Bay Recreational Facility. As participants shared their visions, Team members were taking notes on what was stated. Those notes were then transferred to post-its and put on display for all participants to read. Each idea was documented. The second activity was a design-based exercise that allowed participants to draw on a map that displayed the facility in context with the entire Windermere area. Here, participants were able to express the overall vision for the Town’s parks and open spaces.

The red dot/green dot boards and the map from the stakeholder station are located in Appendix B of this report.

Results

The Fall Forum had a total of 27 attendees. The participants were actively engaged with the Team and among each other which provided for a constructive and successful workshop. The results of the Red Dot/Green Dot Station and the Stakeholder Station are documented in the following sections.

The Red Dot/Green Dot Station contained three boards with images were displayed. The images were chosen based on information received during the stakeholder interviews and at the board and committee meetings. In addition, the images were selected based on a preliminary review of the site’s constraints.
The images were grouped into three themes: 1) Destinations 2) Active Recreation and 3) Passive Recreation. Each dot placed on an image was scored equally. A red dot represents a “dislike” point and a green dot represents a point for “like.” The score represents the difference between the two. Positive score means there were more green dots and red dots and a negative score means there were more red dots and green dots. Copies of each board are provided in the Appendix B.

The Destination Board had a total of 72 dots placed on the various images. The results of the Destination Board are shown in Table 2.1. The highest scores were:

- Boardwalk along the Lakefront (7)
- Pergola as a Covered Walkway (4)
- Gazebo (3)
- Stone Bridge (3)

From the scoring shown in the Table 2.1, it is clear there is a strong dislike for ornate fountains and water gardens.

<table>
<thead>
<tr>
<th>Picture Description</th>
<th>Like</th>
<th>Dislike</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boardwalk along Lakefront</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>Pergola as Covered Walkway</td>
<td>6</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Gazebo</td>
<td>6</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Stone Bridge</td>
<td>3</td>
<td>0</td>
<td>3</td>
</tr>
<tr>
<td>Architectural Bridge</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Rock Garden</td>
<td>2</td>
<td>3</td>
<td>-1</td>
</tr>
<tr>
<td>Garden with Bench</td>
<td>1</td>
<td>3</td>
<td>-2</td>
</tr>
<tr>
<td>Manicured Landscaping along Lakefront</td>
<td>0</td>
<td>4</td>
<td>-4</td>
</tr>
<tr>
<td>Pergola Covering Seating Area</td>
<td>1</td>
<td>5</td>
<td>-4</td>
</tr>
<tr>
<td>Pergola</td>
<td>1</td>
<td>6</td>
<td>-5</td>
</tr>
<tr>
<td>Water Garden</td>
<td>0</td>
<td>5</td>
<td>-5</td>
</tr>
<tr>
<td>Ornate Fountain</td>
<td>1</td>
<td>12</td>
<td>-12</td>
</tr>
</tbody>
</table>
Active Image Board had 167 dots placed on the various images.

The results of the Active Board are shown in Table 2.2. The highest scores were:
- Kayak Launch (15)
- Kayak (14)
- Paddleboard (11)

From the scoring shown in Table 2.2, the participants do not appear to be in favor of table tennis, putting greens, or monkey bars located on the site.

<table>
<thead>
<tr>
<th>Picture Description</th>
<th>Likes</th>
<th>Dislikes</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kayak Launch</td>
<td>16</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>Kayak</td>
<td>14</td>
<td>0</td>
<td>14</td>
</tr>
<tr>
<td>Paddleboard</td>
<td>11</td>
<td>0</td>
<td>11</td>
</tr>
<tr>
<td>Cinema</td>
<td>7</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>Playground with Slide</td>
<td>8</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td>Hammock</td>
<td>2</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Garden</td>
<td>1</td>
<td>0</td>
<td>1</td>
</tr>
<tr>
<td>Sandbox</td>
<td>1</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Scrabble</td>
<td>1</td>
<td>1</td>
<td>0</td>
</tr>
<tr>
<td>Bocce Ball</td>
<td>3</td>
<td>4</td>
<td>-1</td>
</tr>
<tr>
<td>Elliptical</td>
<td>1</td>
<td>3</td>
<td>-2</td>
</tr>
<tr>
<td>Playground</td>
<td>4</td>
<td>7</td>
<td>-3</td>
</tr>
<tr>
<td>Frisbee Golf</td>
<td>2</td>
<td>7</td>
<td>-5</td>
</tr>
<tr>
<td>Community Garden</td>
<td>0</td>
<td>5</td>
<td>-5</td>
</tr>
<tr>
<td>Dog Park</td>
<td>2</td>
<td>8</td>
<td>-6</td>
</tr>
<tr>
<td>Chess</td>
<td>4</td>
<td>10</td>
<td>-6</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Picture Description</th>
<th>Likes</th>
<th>Dislikes</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Putting Green</td>
<td>4</td>
<td>11</td>
<td>-7</td>
</tr>
<tr>
<td>Monkey Bars</td>
<td>0</td>
<td>8</td>
<td>-8</td>
</tr>
<tr>
<td>Table Tennis</td>
<td>0</td>
<td>14</td>
<td>-14</td>
</tr>
</tbody>
</table>

Table 2 Continued
The Passive Image Board had 165 dots placed on the various images. The results of the Passive Board are shown in Table 2.3.

The highest scores were:
- Boardwalk (9)
- Walkway Through the Woods (9)
- Birdhouses (6)
- Dock with Gazebo (6)

From the scoring shown in the Table 2.3, the participants do not envision an area for book sharing. The only other negative scoring image was of a couple walking along a sidewalk. The remaining images all had a positive score.

<table>
<thead>
<tr>
<th>Picture</th>
<th>Description</th>
<th>Likes</th>
<th>Dislikes</th>
<th>Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boardwalk</td>
<td>9</td>
<td>0</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>Walkway Through Woods</td>
<td>9</td>
<td>0</td>
<td>9</td>
<td></td>
</tr>
<tr>
<td>Dock with Gazebo</td>
<td>7</td>
<td>0</td>
<td>7</td>
<td></td>
</tr>
<tr>
<td>Birdhouses</td>
<td>6</td>
<td>0</td>
<td>6</td>
<td></td>
</tr>
<tr>
<td>Bench</td>
<td>5</td>
<td>0</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Trees</td>
<td>5</td>
<td>0</td>
<td>5</td>
<td></td>
</tr>
<tr>
<td>Natural Canal</td>
<td>3</td>
<td>0</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Child on Dock</td>
<td>3</td>
<td>0</td>
<td>3</td>
<td></td>
</tr>
<tr>
<td>Kites</td>
<td>2</td>
<td>0</td>
<td>2</td>
<td></td>
</tr>
<tr>
<td>Lakefront with Dock</td>
<td>1</td>
<td>0</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Couple Walking</td>
<td>0</td>
<td>3</td>
<td>-3</td>
<td></td>
</tr>
<tr>
<td>Book Share</td>
<td>0</td>
<td>10</td>
<td>-10</td>
<td></td>
</tr>
</tbody>
</table>
The Stakeholder Station provided direct insight into the participant’s vision of Butler Bay Recreational Facility. The results from this station showed similar themes as compared to the Red Dot/Green Dot Station. The results of the comments received at the Stakeholder Station are tabulated in Table 2.4.

The sticky-notes were counted and grouped into 35 distinct comments. The top four reoccurring comments consist of the following (occurrence is shown in parenthesis):
  - Picnic w/ Pavilion/Gazebo (4)
  - Natural Only (4)
  - Playground (Swings, Slides, Kid Play (4)
  - Kayaks and Canoes (3)
  - Add Trees (Shade and Native) (2)
  - Turtle Nesting Area (2)
  - Restrooms (2)
  - Environmental Education Learning (2)
  - Rename the Park (Windermere) (2)
  - Water Fountain (2)
  - Signage (Promote Tennis) (2)
  - Pitch and Putt and Mini Golf (2)
  - Tennis Pro Shop (2)
  - Basketball Court (2)
  - Beach Volley Ball (2)
  - Bike Access and Racks (2)
  - Golf Cart Parking (1)
  - Replace Dock (1)
  - Replace Boardwalk (1)
  - Paddleboard Barn (1)
  - Rent out Boat Slips (1)
  - Jump Rope (1)
  - No Beach (1)
  - More Parking (1)
  - Recreate the Beach and Landscaping (1)
  - “No” Pro Shop (1)
  - Swim Area (1)
  - Soccer Field (1)
  - “No” Basketball Court (1)
  - Tetherball (1)
  - Multi-use Field (1)
  - Frisbee Golf (1)
  - Cell Phone Tower (1)
  - Dog Park (1)
  - Outdoor Lights (1)

Multiple citizens participated in contributing to the overall context map of the Town’s parks and open space facilities. Review of the map lends to an emphasis on kayaks/canoes and improving connectivity of Butler Bay Recreational Facility with the Town’s downtown and other recreational areas. The context map is contained in the Appendix B.

<table>
<thead>
<tr>
<th>Comment</th>
<th>Occurrence</th>
</tr>
</thead>
<tbody>
<tr>
<td>Picnic Area with Pavilion/Gazebo</td>
<td>4</td>
</tr>
<tr>
<td>Natural Only</td>
<td>4</td>
</tr>
<tr>
<td>Playground (Swings, Slides, Kid Play</td>
<td>4</td>
</tr>
<tr>
<td>Kayaks and Canoes</td>
<td>3</td>
</tr>
<tr>
<td>Add Trees (Shade and Native)</td>
<td>2</td>
</tr>
<tr>
<td>Turtle Nesting Area</td>
<td>2</td>
</tr>
<tr>
<td>Restrooms</td>
<td>2</td>
</tr>
<tr>
<td>Environmental Education Learning</td>
<td>2</td>
</tr>
<tr>
<td>Rename the Park (Windermere)</td>
<td>2</td>
</tr>
<tr>
<td>Water Fountain</td>
<td>2</td>
</tr>
<tr>
<td>Signage (Promote Tennis)</td>
<td>2</td>
</tr>
<tr>
<td>Pitch and Putt and Mini Golf</td>
<td>2</td>
</tr>
<tr>
<td>Tennis Pro Shop</td>
<td>2</td>
</tr>
<tr>
<td>Basketball Court</td>
<td>2</td>
</tr>
<tr>
<td>Beach Volley Ball</td>
<td>2</td>
</tr>
<tr>
<td>Bike Access and Racks</td>
<td>2</td>
</tr>
<tr>
<td>Golf Cart Parking</td>
<td>1</td>
</tr>
<tr>
<td>Replace Dock</td>
<td>1</td>
</tr>
<tr>
<td>Replace Boardwalk</td>
<td>1</td>
</tr>
<tr>
<td>Paddleboard Barn</td>
<td>1</td>
</tr>
<tr>
<td>Rent out Boat Slips</td>
<td>1</td>
</tr>
<tr>
<td>Jump Rope</td>
<td>1</td>
</tr>
<tr>
<td>No Beach</td>
<td>1</td>
</tr>
<tr>
<td>More Parking</td>
<td>1</td>
</tr>
<tr>
<td>Recreate the Beach and Landscaping</td>
<td>1</td>
</tr>
<tr>
<td>“No” Pro Shop</td>
<td>1</td>
</tr>
<tr>
<td>Swim Area</td>
<td>1</td>
</tr>
<tr>
<td>Soccer Field</td>
<td>1</td>
</tr>
<tr>
<td>“No” Basketball Court</td>
<td>1</td>
</tr>
<tr>
<td>Tetherball</td>
<td>1</td>
</tr>
<tr>
<td>Multi-use Field</td>
<td>1</td>
</tr>
<tr>
<td>Frisbee Golf</td>
<td>1</td>
</tr>
<tr>
<td>Cell Phone Tower</td>
<td>1</td>
</tr>
<tr>
<td>Dog Park</td>
<td>1</td>
</tr>
<tr>
<td>Outdoor Lights</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total Comments</strong></td>
<td><strong>58</strong></td>
</tr>
</tbody>
</table>
Summary of Fall Forum Results

The Fall Forum was successful in actively engaging the participants. The participants were able to choose what features they would like in the Butler Bay Recreation Center, as well as express additional items, which the team did not initially address.

The Fall Forum identified a specific and recurring message. After analyzing the results of each station, it can be determined that the majority of the participants at the Fall Forum are in support of low-impact recreational uses. Conversely, the majority of the participants were not in favor of an environment that appeared overly active or cost-intensive.

Maintaining the park in a predominately natural condition with the addition of amenities such as a gazebo, picnic tables, boardwalk, and kayak launch have garnered the most support.

Survey

An online survey was developed in order to engage more community members in the planning process. The public outreach had focused on one-on-one meetings, Team attendance at already scheduled committee or group meetings and the Fall Forum. The online survey provides an additional method of outreach and is targeted to those people who have not been able to attend a previous meeting. Community members were alerted of the survey's presence by it being located in a prominent place of the website as well as an email notification. The survey was open for approximately a month in order to allow the community to complete the survey at their leisure.

The survey was developed with the University of Central Florida's Qualtrics (online survey service) program and was hosted on the Town of Windermere website. The survey used the images that were displayed on the Active, Passive and Destination Boards at the Fall Forum.

The respondents were asked to rank each picture from 1 to 5, 1 being the worst and 5 being the best. Using the same images that were used in the Fall Forum provides for consistency in the information distributed to the community as well as consistency in the responses. The Team will be able to evaluate the responses, even though the method for gathering responses is different. The survey began with the question, are you a Town of Windermere resident? This information will be useful in future evaluation of the data.
The Active Survey section had an average of 14 response ratings for each of the images. The results of the Active Section are shown in Table 2.5.

The highest means were:
- Paddleboard (4.07)
- Kayak (4.00)
- Sandbox (3.86)
- Elliptical (3.43)
- Monkey Bars (3.43)

From the means shown in the Table 2.5, the respondents desire to see a paddleboard, kayak, sandbox, elliptical, and monkey bars features included in future Butler Bay Recreation plans. Participants did not desire to have high cost amenities, like table tennis or putting green, added to the Butler Bay Recreation area.

<table>
<thead>
<tr>
<th>Picture</th>
<th>Description</th>
<th>Mean</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Kayak</td>
<td></td>
<td>4.07</td>
<td>14</td>
</tr>
<tr>
<td>Paddleboard</td>
<td></td>
<td>4</td>
<td>14</td>
</tr>
<tr>
<td>Cinema</td>
<td></td>
<td>2.86</td>
<td>14</td>
</tr>
<tr>
<td>Playground with Slide</td>
<td></td>
<td>3.29</td>
<td>14</td>
</tr>
<tr>
<td>Garden</td>
<td></td>
<td>2.57</td>
<td>14</td>
</tr>
<tr>
<td>Sandbox</td>
<td></td>
<td>3.86</td>
<td>14</td>
</tr>
<tr>
<td>Scrabble</td>
<td></td>
<td>3.36</td>
<td>14</td>
</tr>
<tr>
<td>Bocce Ball</td>
<td></td>
<td>2.43</td>
<td>14</td>
</tr>
<tr>
<td>Elliptical</td>
<td></td>
<td>3.43</td>
<td>14</td>
</tr>
<tr>
<td>Playground</td>
<td></td>
<td>3.21</td>
<td>14</td>
</tr>
<tr>
<td>Frisbee Golf</td>
<td></td>
<td>2.36</td>
<td>14</td>
</tr>
<tr>
<td>Community Garden</td>
<td></td>
<td>3.13</td>
<td>15</td>
</tr>
<tr>
<td>Dog Park</td>
<td></td>
<td>2.36</td>
<td>14</td>
</tr>
<tr>
<td>Chess</td>
<td></td>
<td>2.36</td>
<td>14</td>
</tr>
<tr>
<td>Putting Green</td>
<td></td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Monkey Bars</td>
<td></td>
<td>3.43</td>
<td>14</td>
</tr>
<tr>
<td>Table Tennis</td>
<td></td>
<td>1.86</td>
<td>14</td>
</tr>
</tbody>
</table>
The Passive Survey section had an average of 13 response ratings for each of the images. The results of the Passive Section are shown in Table 2.6.

The highest means were:
- Trees (4.08)
- Child on Dock (3.93)
- Walkway Through Woods (3.92)
- Boardwalk (3.85)
- Natural Canal (3.85)

From the means shown in the Table 2.6, the respondents do not desire to have a dock with a gazebo. The second lowest scoring (mean) image was of a couple walking along a sidewalk.

<table>
<thead>
<tr>
<th>Picture Description</th>
<th>Mean</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boardwalk</td>
<td>3.85</td>
<td>13</td>
</tr>
<tr>
<td>Walkway Through Woods</td>
<td>3.92</td>
<td>13</td>
</tr>
<tr>
<td>Dock with Gazebo</td>
<td>3.57</td>
<td>14</td>
</tr>
<tr>
<td>Trees</td>
<td>4.08</td>
<td>13</td>
</tr>
<tr>
<td>Natural Canal</td>
<td>3.85</td>
<td>13</td>
</tr>
<tr>
<td>Child on Dock</td>
<td>3.93</td>
<td>14</td>
</tr>
<tr>
<td>Couple Walking</td>
<td>3.64</td>
<td>14</td>
</tr>
</tbody>
</table>

The Destination Survey section had an average of 14 response ratings for each of the images. The results of the Passive Section are shown in Table 2.7.

The highest means were:
- Architectural Bridge (4.08)
- Stone Bridge (3.93)
- Rock Garden (3.92)
- Garden with Bench (3.77)
- Pergola as Covered Walkway (3.57)

From the means shown in the Table 2.7, the respondents would like to see a visually appealing bridge, rock garden, and pergola covered walkway. The respondents strongly disliked the ornate fountain and manicured landscaping along lakefront. A majority of respondents want Butler Bay to maintain its ecofriendly landscaping.

<table>
<thead>
<tr>
<th>Picture Description</th>
<th>Mean</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pergola as Covered Walkway</td>
<td>3.57</td>
<td>14</td>
</tr>
<tr>
<td>Gazebo</td>
<td>3.21</td>
<td>14</td>
</tr>
<tr>
<td>Stone Bridge</td>
<td>3.93</td>
<td>14</td>
</tr>
<tr>
<td>Architectural Bridge</td>
<td>4.08</td>
<td>13</td>
</tr>
<tr>
<td>Rock Garden</td>
<td>3.92</td>
<td>13</td>
</tr>
<tr>
<td>Garden with Bench</td>
<td>3.77</td>
<td>13</td>
</tr>
<tr>
<td>Manicured Landscaping along Lakefront</td>
<td>2.57</td>
<td>14</td>
</tr>
<tr>
<td>Pergola Covering Seating Area</td>
<td>3</td>
<td>14</td>
</tr>
<tr>
<td>Pergola</td>
<td>3.43</td>
<td>14</td>
</tr>
<tr>
<td>Water Garden</td>
<td>3.14</td>
<td>14</td>
</tr>
<tr>
<td>Ornate Fountain</td>
<td>2.85</td>
<td>13</td>
</tr>
</tbody>
</table>
28 surveys were started and 18 were completed during the one month timeframe it was placed on the Town of Windermere website. 18 out of 21 respondents indicated that they were residents of the Town of Windermere, which equates to only 14 percent of respondents were not residents. The survey took 5 minutes to complete on average for each participant. The complete results and statistics for the Butler Bay Recreational Facility Survey are in Appendix B.

Tables 2.5-2.7 display the results with the images used to determine participant likeability of potential features. The features shown in the passive board section obtained the highest rankings with 5 (strongly like) rating for all images included. Many of the other high-ranking images in the both the Passive and Destination board sections can also be considered passive images. Table 2.8 is a compiled list of additional comments provided by survey participants.

The Text Responses (Shown in Table 2.8) are the opinions of survey participants. The question asks, “Do you have any additional comments?” These suggestions will be taken into consideration for the scenario (low/medium/high impact) plans. Bathrooms, low maintenance, minimum cost, renovated pavilion, sports/activity features, and water access will be included in each plan.

### Table 2.8: Open Forum Results

<table>
<thead>
<tr>
<th>Text Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bathrooms at pavilion</td>
</tr>
<tr>
<td>My opinions were based on we already have enough parks geared for children. We also need LOW MAINTENANCE items. I think an outdoor theatre would be super and good for all ages. I think the amount of money to be spent,</td>
</tr>
<tr>
<td>Any type other than a passive park should have restrooms. This park had restrooms until the building was demolished and an asset was wasted. The town does not have the funds to provide non passive parks as the</td>
</tr>
<tr>
<td>Any thing that requires alot of maintenance should be carefully considered as far as who will take care of keeping it maintained. The town has a history of grandiose projects that are nice when installed and a group or committee play field</td>
</tr>
<tr>
<td>Would like to see different kind of pavilion built on remaining slab. One with bathrooms, outdoor grilling and sink</td>
</tr>
<tr>
<td>Tennis, Basketball, volley ball, playground, shade, water access via beach and dock could all be added.</td>
</tr>
<tr>
<td>Canoe ramp and water sports</td>
</tr>
</tbody>
</table>

### Summary of Survey Results

The Survey was successful in actively engaging the citizens to participate in the process. Survey respondents were able to choose what features they would like in the Butler Bay Recreation Center, as well as express additional open comments about the area.

The Survey results show a reoccurring theme, similar to the one seen during the fall forum. After analyzing the results of each station, it can be determined that the majority of survey respondents are in support of low-impact recreational uses. The consensus from the survey results show a majority of the participants are not in favor of an environment that appeared overly active or cost-intensive.
The survey findings are in favor of maintaining the Butler Bay Recreation area as a passive (environmental) park with amenities like a gazebo, picnic tables, boardwalk, and kayak launch included in the final plan.

The Fall Forum and Butler Bay (Online) Survey ensured that all citizens were given the chance to be actively engaged in the initial planning process. These findings will be utilized in the design phase of the planning process to determine which features would most likely be utilized.
CONSTRAINTS ANALYSIS

Introduction
Data Collection & Methodology
Base Mapping
Exhibits
PART THREE: SITE CONSTRAINTS ANALYSIS

Introduction
The scope of GIS Services, tasks completed, and the proposed methodology provided to the Town of Windermere for the improvement of civic land use are included in this section of the Report.

The Team engaged Town of Windermere staff, elected officials, stakeholders, and residents in creating a comprehensive approach to the redevelopment of Butler Bay Recreation Center and supporting green infrastructure, and in doing so, the Butler Bay Recreation Center’s existing conditions have been analyzed as well as community needs identified. The results of the GIS analysis will be used as guidelines for design scenarios on the site.

Data Collection & Methodology
Data was collected using ArcGIS 10, and the Team retrieved and analyzed the spatial data to document the existing conditions of the project site. The Team has assembled a comprehensive database of the GIS data for all manipulation and analysis in subsequent steps. The data collected has been organized and utilized in the creation of supporting maps and data tables (See Table).

<table>
<thead>
<tr>
<th>Source</th>
<th>Website</th>
<th>Data Retrieved</th>
</tr>
</thead>
<tbody>
<tr>
<td>FDEP</td>
<td><a href="http://www.dep.state.fl.us/gis/">http://www.dep.state.fl.us/gis/</a></td>
<td>Hydrology</td>
</tr>
<tr>
<td>FDOH</td>
<td><a href="http://www.doh.state.fl.us">http://www.doh.state.fl.us</a></td>
<td>Streets Roads</td>
</tr>
<tr>
<td>FEMA</td>
<td><a href="http://www.fema.gov/">http://www.fema.gov/</a></td>
<td>Flood Plain Zones</td>
</tr>
<tr>
<td>Natural Resource Conservation Service (NRCS):</td>
<td><a href="http://soils.usda.gov/">http://soils.usda.gov/</a></td>
<td>Soil Inventory</td>
</tr>
</tbody>
</table>

Base Mapping
The Team has assembled a series of base maps that depicts existing conditions in the Town of Windermere as they pertain to the Butler Bay recreational facility. Table 3.2 lists the documented data for the site.
Table 3.2
List of Documented Features as Resources for Design Phase of Project

<table>
<thead>
<tr>
<th>Subject Topic</th>
<th>Included Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Political Boundaries</td>
<td>• Parcels (2012)</td>
</tr>
<tr>
<td></td>
<td>• Municipal Boundaries</td>
</tr>
<tr>
<td>Transportation Network</td>
<td>• Arterial and Collector Roads</td>
</tr>
<tr>
<td></td>
<td>• Bike Routes and Roads with Bike Lanes</td>
</tr>
<tr>
<td></td>
<td>• Railways</td>
</tr>
<tr>
<td></td>
<td>• Public Parking Space</td>
</tr>
<tr>
<td>Public Safety</td>
<td>• Fire Stations</td>
</tr>
<tr>
<td></td>
<td>• Police Stations</td>
</tr>
<tr>
<td>Infrastructure</td>
<td>• Town Parks</td>
</tr>
<tr>
<td></td>
<td>• Boat Ramps</td>
</tr>
<tr>
<td>Planning/Land Use</td>
<td>• Zoning/Existing Land Use</td>
</tr>
<tr>
<td></td>
<td>• Future Land Use</td>
</tr>
<tr>
<td>Environmental</td>
<td>• Soils</td>
</tr>
<tr>
<td></td>
<td>• Wetlands</td>
</tr>
<tr>
<td></td>
<td>• Floodplains</td>
</tr>
<tr>
<td></td>
<td>• Topography</td>
</tr>
<tr>
<td>Hydrology</td>
<td>• Lakes, Local Water Bodies</td>
</tr>
</tbody>
</table>

The base maps have characterized the site of interest and will be useful in determining bounding constraints and areas of opportunity in subsequent project steps, including the design scenarios which have yet to commence. For example, a map that depicts wetlands aids in determining whether there are development constraints associated with the Butler Bay recreational facility. The base maps and supplemental data will be utilized as backdrops for displaying development proposals or scenarios, exhibiting the level of feasibility for future design scenarios within the site.

In addition, the base maps have been utilized during the public participation community meeting and served as a focal point of information for the public participation process, thereby helping the residents better understand the existing conditions. The produced base maps aided in visualization as the practicality of each suggestion was put forward by the participants, and in doing so, played a significant role in the decision-making process.

Exhibits

Town of Windermere - Existing Conditions

The existing conditions exhibit is critical to effective and comprehensive planning as it defines the needs and requirements of the community. This map includes the individual parcel boundaries as well as the administrative boundaries of the Town, basic transportation network including roads with multi-use trails, and existing public infrastructure (Schools, police department, Town hall, and public library). The map also includes existing parks within the Town, respective descriptions, and those that contain
boat ramp access for residents (See Exhibit 11 in Appendix C). Existing parks and amenities available at each are available in Table 3.3.

Butler Bay Recreation Center is one of the largest parks in the area, exceeding ten acres, yet it remains one of the most underutilized. The park is located on the north side of Park avenue Road. The park lies adjacent to residential neighborhoods and has access to Crescent Lake, increasing its intrinsic value as an underutilized resource for residents and visitors. Moreover, Windermere Elementary School, located a few blocks from the park, may have the advantage of utilizing Butler Bay Recreation Center as an open space area for the student activities and events in the future. Within the site, two tennis courts are situated in the eastern section of the park, which are heavily used by residents of the Town.

### Table 3.3
**Park Inventory**

<table>
<thead>
<tr>
<th>Park Name</th>
<th>Location</th>
<th>Amenities</th>
<th>Park Area</th>
</tr>
</thead>
</table>
| Lake Down Park      | Lake Down Lakefront from Lake Street & Fifth Avenue | • Swim Area  
• Boat Dock  
• Benches/Picnic Tables & Swing  
• Walking Path  
• No Parking | 0.20 acres  |
| Palmer Park         | Pine Street between Second & Third Avenues    | • Playground  
• Picnic Tables & Benches  
• Parking | 2.03 acres  |
| Central Park        | Oakdale Street, between Fourth & Fifth Avenues | • Playground  
• Picnic Tables; Pavilion  
• Jogging Path  
• Frisbee  
• Parking | 1.54 acres  |
| Fernwood Park       | Lake Butler at Butler Street & Seventh Avenue | • Town Boat Ramp  
• Boat Dock  
• Parking (No boat trailer parking) | 1.70 acres  |
| Park Among the Lakes| Lake Butler at Main Street, between Second & Third Avenues | • 3 Tennis Courts  
• Sand Volleyball Court  
• Bike Rack  
• Parking | 1.54 acres  |
| Lake Bessie Lakefront| From Eighth to Eleventh Avenue along Magnolia Street | • Town Boat Ramp  
• Walking Path  
• No Parking | 0.12 acres  |
| Johnson Park        | Lake Bessie Lakefront along Sixth Avenue, between Lee & Lake Streets | • Bench  
• No Parking | .5 acres  |
| Town Square         | Main Street to Forest Street between Fifth & Seventh Avenues | • Basketball Courts  
• Benches & Picnic Tables  
• 9/11 Memorial Site  
• Chase Memorial Library | 3.06 acres  |
<table>
<thead>
<tr>
<th>Park Name</th>
<th>Address/Location</th>
<th>Features</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Parramore Park</td>
<td>Main Street to Forest Street at Seventh Avenue</td>
<td>• Parking • 1890's Schoolhouse (Historic Site)</td>
<td>0.83</td>
</tr>
<tr>
<td>Lake Street Park</td>
<td>Lake Down Lakefront at Magnolia Street, between Third &amp; Fifth Avenues</td>
<td>• Fishing Pier • Walking Path • Parking</td>
<td>1.03</td>
</tr>
<tr>
<td>5th Ave Pocket Park</td>
<td>5th Avenue/Oakdale</td>
<td>• Discussion of future uses on-going</td>
<td>0.22</td>
</tr>
<tr>
<td>Butler Bay Recreation Center</td>
<td>11465 Park Avenue</td>
<td>• Transferred to Town in 2011 • Tennis Courts² • Dock (Closed/Unsafe condition) • Island (well groomed) • Wetlands area</td>
<td>9.52</td>
</tr>
</tbody>
</table>

Source: Town of Windermere, FL

Boat Ramp – Town Residents pay $35.00/year for key to boat ramp.
² Tennis Court – Town Residents pay $25.00/year for key to tennis courts.

**Transportation Network Map**

Included in Exhibit 12 map located in Appendix C.

**Zoning/Existing Land Use Map**

Understanding the characteristics of the land use designations of the site and the dynamics with the surrounding uses is essential for the development of integrative green infrastructure strategies in future phases of the project. The current land use designations for the Town of Windermere include the following:

- Agricultural
- Commercial
- Conservation
- Public Use
- Recreation
- Single Family Residential
- Vacant Agricultural
- Vacant Industrial
- Vacant Residential

The Zoning map indicates that the Town as well as the area of interest is predominantly a single-family residential community. In the case of predominant residential communities it may be of interest to provide breadth and depth of recreational assets in the form of open space to support the neighborhoods of the Town. Proximity to parks may be beneficial to neighboring properties in terms of tangible monetary values and ecological benefits. Proximity to parks can also produce health benefits. The study area is currently zoned recreational (See Exhibit 13 in Appendix C).
Future Land Use Map

The Future Land Use Map shows the land use types as deemed most appropriate by the Town and which are intended to guide future development (See Exhibit 14 in Appendix C). The Land use classes for Town of Windermere are as follows:

- Agricultural
- Commercial
- Conservation
- Public Use
- Recreation
- Single Family Residential

Federal Emergency Management Agency (FEMA) Flood Hazard Map

The extension of Lake Crescent that creates the floodplain area extending into the park study area encompasses about 5.33 acres and covers all of the island area in the north end of the site and a small strip of the northern adjacent land abutting the island (Refer to Exhibit 15 in Appendix C). In this Special Flood Hazard Area (SFHA), the National Flood Insurance Program’s (NFIP’s) floodplain management regulations must be adhered to and a mandatory purchase of flood insurance applies in the case that any buildings exist (Federal Emergency Management Agency, 2012). The code of regulation requires specific building code requirements to minimize the risks associated with such a classified area, although the floodplain area intersects most of the same area as an identified wetland, rendering a level of constraint on any future construction on the site in this designated area (See Exhibit 15 in Appendix C).

Natural Resources Conservation Service (NRCS) Soils Map

MUSYM is the abbreviation for map unit symbol field, which distinguishes the different soil types in an area. Three general types of soils exist in the park area boundary including MUSYM: 42, 44, and 47 (See Exhibit 16 in Appendix C).

**MUSYM 42: Sanibel Muck**

There is about 2.80 acres in the northwest corner of the study area. This soil is nearly level and poorly drained. The soil is located within depressions, freshwater swamps and marshes, and in poorly defined drainage paths. Areas with poor drainage may be ponded for 6 to 9 months or more each year. Typically, this soil has an organic surface layer of black muck about 11 inches thick. Below that layer, to a depth of about 15 inches, is black fine sand. The permeability is rapid throughout the year and internal drainage is low and is inhibited by the shallow water table. The available water capacity is very high in the organic material and is medium to low in the underlying sandy material. Natural fertility is moderate and the organic matter content is high.

In most areas, this Sanibel soil has been left in natural vegetation. In a few areas where fill material has been applied, the soil is used for homesite and urban development. The
natural vegetation may include mixed stands of bald cypress, red maple, sweetgum and black tupelo. The understory includes cattail, St. Johnsworth, pickerelweed, sawgrass, maidencane, ferns, sedges and other water tolerant grasses. The natural areas provide cover for deer and excellent habitat for wading birds and other wetland wildlife. Under natural conditions, the soil is poorly suited to improved pasture grasses; however if a water control system is installed to remove excess water after heavy rains, suitability is fair. Pangola grass, improved bahia grass, and white clover grow well if properly managed.

This soil has also severe limitations for building site development, sanitary facilities and recreational uses because of ponding and excess humus. Water control measures should be used to minimize the excessive wetness limitation. Organic material should be removed and backfilled with a soil material suitable for urban use. According to the United States Department of Agriculture (USDA) Natural Resource Conservation Service (NRCS), dwellings with and without basements, small commercial buildings, Camp areas, picnic tables, playgrounds, paths, trails, and golf fairways all have very limited potential in this identified soil area. Although no commercial structures of residential dwellings are most likely going to be proposed on this area, consideration of these limitations should be evaluated during site design.

**MUSYM 44: Smyrna Fine Sand**

There is approximately 2.75 acres of Smyrna Fine Sand stretching east to west through the mid-section of the study area. This soil is nearly level and poorly drained. It is on broad flatwoods. The slopes are smooth and range from 0 to 2 percent. Typically, this soil has a layer of black fine sand about 4 inches thick. The subsurface layer, to a depth of about 17 inches thick, is gray fine sand. In most years, a seasonal high water table is within 10 inches of the surface for one month to 4 months. It recedes to a depth of 10 to 40 inches for more than 6 months. The permeability is rapid in the surface and the subsurface layers and in the substratum, and it is moderate to moderately rapid in the subsoil. Natural fertility is low.

In most areas, the Smyrna soil has been left in natural vegetation. In a few areas it has been used for cultivated crops, improved pasture or citrus crops or for homesite and urban development. The natural vegetation is longleaf pine and slash pine. The understory includes lopsided indiangrass, inkberry, saw palmetto, pineland threeawn, waxmyrtle, bluestem, panicum and other grasses.

The soil has severe limitations for sanitary facilities, building site development and recreational uses. Water control measures should be used to minimize the excessive wetness limitation. The proximity to a stream or aquifer recharge area should be considered in the placement of sanitary facilities to prevent contamination of the water supplies. Septic tank absorption fields may need to be enlarged because of wetness. Fill material is needed for local roads and streets, small commercial buildings and playgrounds. The sealing or lining of a sewage lagoon or trench sanitary landfill with impervious soil material can reduce excessive see page. The USDA NRCS has identified that dwellings with and without basements, small commercial buildings, Camp areas, picnic tables, playgrounds, paths, trails, and golf fairways all have very limited potential
in this identified soil area. Consideration of these limitations should be evaluated during site design.

**MUSYM 47: Tavares-Millhopper Fine Sand**

There is approximately 1.60 acres of Tavares-Millhopper fine sands that span the southern east-west section of the study area bordering Park Avenue. Tavares and Millhopper soils are nearly level to gently sloping and are moderately well drained. The soils are usually on low ridges and knolls in the upland areas and on flatwoods, and they are in higher areas adjacent to flatwoods. A seasonal high water table in Tavares soil is at a depth of 40 to 72 inches for more than 6 months, and it recedes to a depth of more than 80 inches during extended dry periods. A seasonal high water table in the Millhopper soil is at a depth of 40 to 60 inches for 1 month to 4 months, and it recedes to a depth of 60 to 72 inches for 2 to 4 months. During periods of high rainfall, the water table is at a depth of 30 to 40 inches for cumulative periods of 1 week to 3 weeks. The permeability of Tavares soil is very rapid and that of Millhopper soil is rapid in the surface and subsurface layers and moderately rapid or moderate in the subsoil. The natural vegetation is bluejack oak, turkey oak, live oak, water oak, laurel oak, slash pine and longleaf pine. The understory includes creeping bluestem, lopsided indiangrass, grassleaf golaster and pineland threeawn.

These soils have slight limitations for dwellings without basements, small commercial buildings, and local roads and streets. Land shaping may be needed in the more sloping areas. These soils have moderate limitations for septic tank absorption fields. Water control measures should be used for septic tank absorption fields. When installing a septic tank absorption field on these soils, the proximity to a stream or canal should be considered to prevent lateral seepage and ground water pollution. The sidewalls of shallow excavations should be shored. The sandy surface layer should be stabilized for recreational uses.

Usually, such soils are used for citrus crops or pasture or for homesite and urban development. If the density of the housing is moderate to high, a community sewage system can help prevent contamination of the water supplies. These soils have severe limitations for sewage lagoons, trench sanitary landfills, shallow excavations and recreational uses. The sealing or lining of a sewage lagoon or trench sanitary landfill with impervious soil material can reduce excessive seepage. Water control measures should be used for trench sanitary landfills. According to USDA NRCS recommendations, dwellings and commercial buildings have little limitation in this soil area, camp areas, picnic tables, and playgrounds are very limited, and paths and trails are also very limited. This should be considered during site design and mitigation techniques employed to minimize limitations.

**National Wetland Inventory (NWI) Wetlands Map**

The wetland map utilizes the NWI classification system to identify a freshwater forested/shrub wetland located on the site, particularly on the majority of the northern island portion of land area of the site. The portion of this wetland that exists within the park boundary encompasses approximately 3.14 acres (See Exhibit 17 in Appendix C).
In total, the wetland covers approximately 8.87 gross acres and extends northeast out of the park boundary into the backyards of nine homes. Important to note is that six of these nine homes have boathouses on Lake Crescent which also include dedicated pathways or clearings that run through the wetland area to access these boathouses which may weigh into future decisions in the wetland area in the adjacent park area under examination.

Orange County regulations require a Conservation Area Impact (CAI) permit to construct anything on class 1 wetland as the site contains. In addition, since the wetland is class 1, the CAI permit requires approval by the Orange County Board of county Commissioners and if approved, the CAI is valid for five years. The fees associated with this permit total $1,236.00 for a non-single family impact less than ten acres.

The classification code for freshwater forested/shrub wetlands is PSS1F, indicating that the system is Palustrine, therefore being non-tidal and including broad-leaved deciduous woody scrubs/shrubs less than 20 feet tall (U.S. Fish and Wildlife Service: National Wetlands Inventory, 2012). The F at the end of this classification code indicates that the wetland area on the island is semi-permanently flooded which means that surface water may persist throughout the growing season in most years (U.S. Fish and Wildlife Service: National Wetlands Inventory, 2012). Further, when surface water is absent on this wetland area, this is an indication that the water table is typically nearing the land’s surface (U.S. Fish and Wildlife Service: National Wetlands Inventory, 2012). Off of the northwestern tip of the island on the site is a clustering of native cattails.

**USGS Topography Map**

USGS topography is included in this report for supporting site documentation in the next design phase of the project. Topographical elements may assist in determining what and where certain features can be placed, avoided, manipulated, or preserved as they relate to the overall design of the park site. About half of the park site adjacent to Park Avenue remains more elevated as the grade slightly depresses towards the island portion of the parcel (See Exhibit 18 in Appendix C).
DESIGN RECOMMENDATIONS

Introduction
Low Impact Development Scenario
Medium Impact Development Scenario
High Impact Development Scenario
PART FOUR: DESIGN RECOMMENDATIONS

Introduction

The Town of Windermere acquired the Butler Bay Recreational Facility in 2011. The 9+- acre site is located on the shore of Lake Crescent and can be accessed via Park Avenue. The tennis facilities at the Park are frequently used by Windermere residents. The site contains a number of assets in addition to the tennis courts including a protected wetland area, a canal which bisects the park, sidewalks, and a parking lot.

The following report describes the three different design scenarios that can be implemented by the Town of Windermere as they see fit. These design recommendations have been put together using the feedback that was generated through the public participation process conducted for the Town of Windermere on November 14, 2012. The design scenarios also ensure that they keep the Butler Bay Recreation Area intact while making it more attractive to the community. The recommendations are as follows:

1. Low Impact Development Scenario:
   The Low Impact Development Scenario has the least implementation cost and environmental impact when compared to the other development scenarios. The design calls for the implementation of a kayak launch, dock rehabilitation and a natural trail that can help the residents traverse the entire park.

2. Medium Impact Development Scenario:
   The Medium impact plan has also tried to maintain the character of the park by just implementing the popular recommendations from the Fall Forum. The major difference from that of the Low Impact Development is that this scenario proposes the construction of a restroom on the footprint of the demolished club house. It also proposes the construction of a boardwalk and exercise circuit for the town residents or the park users.

3. High Impact Development Scenario:
   The High impact development scenario proposes a more active park to include high tech playgrounds, flower gardens, kayak launches, eco-trail across the wetlands and two gazebos. This scenario, though the elements are costly, has expensive has been able to utilize the park acreage to the greatest extent.

Each of the three development scenarios has a unique aspect to it and they have been able to bring out the essence of Butler Bay Recreation area as a park or green area. Each development scenario can form a guide to the Town of Windermere with regards to the different ways in which the park can be developed. This in turn would depend on the expenses that the Town can afford to spend on the park.
Low Impact Development Scenario

The Low Impact Development Scenario identifies basic improvements to the Butler Bay Recreational Facility, which will diversify the park’s appeal and usability for Town residents. The intent of the Low Impact Development Scenario is to identify meaningful improvements to the facility that will have minimal financial and environmental impact to the Town when compared to other development scenarios, specifically more cost and labor intensive scenarios.

Further, the proposed scenario is consistent with the results of the public participation outreach that was conducted by the Team during the fall of 2012. The outreach efforts expressed a consistent message as to the Town’s preference. Any development activities should be passive, cost-sensitive, and environmentally friendly. As such, this scenario has been developed with those concepts at the forefront of the amenity choices. Conceptual designs have been created which provide detailed illustrations of the proposed improvements, their relative sizes and locations. It is intended for the conceptual plans to be utilized as visual aids to assist the Town’s stakeholders in envisioning this low impact scenario. The conceptual designs were hand drawn, digitized formally in AutoCAD to provide appropriate amenity square footages, and then rendered to the 3D final product in Google Sketchup 7. The detailed site plan is located on the next page and the sketch up rendering is below.
Figure 4.1: Low Impact Site Plan
Design Details

Dock Rehabilitation and Kayak Launch

The facility currently has a dock extending out into Lake Crescent that is currently in disrepair and therefore closed to visitors. The cornerstone of this development scenario is the enhancement of the dock along with the addition of a floating kayak launch area as part of the end of the dock structure. The dock will be upgraded to contain an area that will be utilized for the launching of kayaks, canoes, and paddleboards. This scenario calls for the reconstruction of the existing dock in the current location to minimize additional permitting costs associated with relocating pilings. Here, residents will be able to fish or simply bask among the beautiful scenery Lake Crescent has to offer.

The end square section is roughly 15' x 20' (300 sq.ft.), and the walkway portion is roughly 140' x 5' (700 sq.ft.). The floating kayak launch section of the dock design is approximately 8’x6’ (48 sq.ft.). In total, the dock design encompasses approximately 1,048 sq.ft.

Figure 4.2: Conceptual Dock
Nature Walk

The dock and kayak launch will be connected with other features of the park by a nature walk. The nature walk expands on the existing sidewalks within the park. This network of paths will be both paved and unpaved and will utilize most of the preexisting paved surface at the entrance of the park and the segment from the pavilion towards the tennis courts. The existing sidewalk network will remain paved, but the remaining paths will not be.

Additions to the network will be stabilized and be comprised of aggregate material, which may include natural mulch-like material or recycled materials. Utilizing alternatives to concrete that allows water to permeate is an environmentally friendly option. The notion is to not propose any design feature that will increase the amount of the site’s impervious surface. Any increase in impervious surface will likely result in additional permitting costs with the St. John’s River Water Management District.

The total natural path area being proposed encompasses approximately 15,000-18,000 sq. ft., which is reflected in the cost section of this report. The cost estimate was derived from recent approved and completed projects from the Florida Fish and Wildlife Conservation Commission and is estimated for “aggregate material” which may include a variety of natural and recycled materials.
Figure 4.4: Conceptual Natural Trail

Figure 4.5: Conceptual Natural Trail
**Bird Houses**

On the island, three bird houses will be erected to attract birds to the area. The birdhouses will be erected between the canal and the nature walk. Adding the bird houses is an inexpensive method to encourage bird watching and interaction with native wildlife.

*Figure 4.8: Conceptual Birdhouse*

**Fire Pit**

There are a number of existing concrete slabs on the island. This scenario calls for an area that can be used as a fire pit. As the conceptual design indicates, two bench style seating arrangements are situated on either side of the fire pit. Enjoying a campfire among friends is a great way to spend a cool, winter’s day.

*Figure 4.9: Conceptual Fire Pit*
Natural & Staged Tennis Seating Concept

The plan includes a seating area located on the North side of the tennis courts which would serve as a viewing area for tennis events. The concept utilizes the existing natural berm and grades three levels of seating into the elevated ground. The result is a natural and staged seating area which does not distract from the natural perception of the other improvements to the park.

Railroad ties will be used in the concept to construct the edges of the seating area and function as a retainer against the surrounding landscape. The railroad ties are 8 ½’ long x 9” wide x 7” thick. Approximately 60 railroad ties will be needed for construction and have been incorporated into the cost structure for the design. The natural tennis-seating concept was created with the intention of preserving existing trees and utilizing the natural berm on the north side of the tennis courts. Dimensions are available in Figure 4.10.

Figure 4.10: Conceptual Tennis-Seating Design
Figure 4.11: Conceptual Tennis-Seating

Figure 4.12: Conceptual Tennis-Seating
**Beach Area**

Currently, the park’s northwestern shoreline contains noxious and invasive vegetation that should be removed making available approximately 355 linear feet of shoreline. The plan calls for the removal of invasive cattails and other vegetation and transforming the northwest corner of the island into a natural beach and entry-point for water activities. The transition between beach and grass will involve basic grading of the landscape to keep costs minimal and aesthetics seemingly natural. This will allow for easy access to the lake for swimming, sunbathing, and relaxation. Our low cost proposal calls for volunteer labor in clearing the invasive cattails from the tip of the beach area.

**Pavilion and Other Park Improvements**

A common theme among the Town’s residents is the desire for a new pavilion at the facility. A new pavilion at the park will be a popular attraction and will be heavily utilized by the residents especially during events held at the facility. This design scenario calls for a 2,880 sq. ft. pavilion which is not unique in concept but does slightly differ from other design scenarios. Also included in this plan are three additional benches and five trash cans that will be strategically placed. All benches and trash cans at the facility will be of uniform design.
Lastly, two bike racks will be installed adjacent to the parking lot. The bike racks provide an area to store bicycles safely and securely and will encourage physical activity and healthy living.

The following pavilion image is a desired and agreed upon design from Parks and Recreation’s Scope of Work for the Butler Bay Recreation Facility document dated February 12, 2013. This specific pavilion design is described within the cost estimates for the low impact scenario, representing the highest pavilion cost estimate.

**Figure 4.14: Parks and Recreation Recommended Pavilion Design**

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**Financial Plan**

The costs of each improvement are shown in **Table 4.1**. Cost estimates were developed in ranges and were derived from recent and current projects of the Florida Fish and Wildlife Conservation Commission and from existing data from the Parks and Recreation Scope of Work for the Butler Bay Recreation Facility dated February 12, 2013. Individual unit costs were used to estimate the cost of each enhancement project on the following list. The number of units and square feet were estimated through AutoCAD during the design process, which allowed for a more precise estimate of square footage. In addition, some enhancements include a range in price, which include estimates used in the Butler Bay Recreation Cost Estimates Document prepared by Parks and Recreation.
In summary the phasing of the Low Impact Development Scenario can be broken down as shown in Table 4.2. Funding sources for these improvements may come from ad valorem tax revenue, user fees, and private donations and fundraising. The Town may also seek grants such Florida Recreation Development and Assistance Program (FRDAP) the Land and Water Conservation Fund. Each grant has a maximum fund request of $200,000.

<table>
<thead>
<tr>
<th>Item</th>
<th>Units</th>
<th>Cost Per Unit</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pavilion</td>
<td>1 (2,880 sq.ft.)</td>
<td>$15/sq. ft.</td>
<td>$43,200 - $95,300</td>
</tr>
<tr>
<td>Seating Area (RR Ties)</td>
<td>60</td>
<td>$12 - $15</td>
<td>$720 - $900</td>
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<tr>
<td>Dock (walkway + end)</td>
<td>1,000 sq.ft.</td>
<td>$10</td>
<td>$10,000 - $29,700</td>
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<tr>
<td>Kayak Launch (floating dock)</td>
<td>48 sq.ft.</td>
<td>$66</td>
<td>$3,200</td>
</tr>
<tr>
<td>Benches</td>
<td>5</td>
<td>$605</td>
<td>$3,025</td>
</tr>
<tr>
<td>Fire Pit</td>
<td>1</td>
<td>-</td>
<td>$2,000</td>
</tr>
<tr>
<td>Trash Cans</td>
<td>5</td>
<td>$470</td>
<td>$2,350</td>
</tr>
<tr>
<td>Bike Racks</td>
<td>2</td>
<td>$600</td>
<td>$1,200</td>
</tr>
<tr>
<td>Bird Houses</td>
<td>3</td>
<td>$150</td>
<td>$450</td>
</tr>
<tr>
<td>Shoreline Restoration</td>
<td>1</td>
<td>$3,550</td>
<td>$3,550</td>
</tr>
<tr>
<td>Natural Trail</td>
<td>1</td>
<td>(15 - 18,000 sq.ft.)</td>
<td>$60,690 - $72,800</td>
</tr>
</tbody>
</table>

**TOTAL**                  |                |               | **$128,385 - $212,475** |

**Note:**
Prices are for estimation purposes only and do not include labor or shipping expenses, where applicable.

**Implementation Plan**

The improvements identified in this scenario can be implemented in a phased approach that allows the Town to plan for and obtain the necessary funding sources. Incremental improvements over the course of a few years can reduce the project’s overall financial burden to the Town by reducing the amount of upfront capital needed to complete a project of this scope. While the improvements listed in this scenario may
be less costly compared to other development scenarios, it is likely the Town has not planned for these costs.

The phased approach will allow the Town to fine tune the cost of the improvements and identify specific funding sources and opportunities on a year-to-year basis. Of course, the scheduled listed below is fluid and can be adjusted as monies become available or unavailable and as improvements are prioritized.

The first improvement to occur within the Butler Bay Recreational Facility is the pavilion. There is a strong desire among citizens and the Town’s Parks and Recreation Committee for a pavilion. This improvement can be programmed for FY 2014-2015.

The second set of improvements focus on the area of the park south of the canal in the vicinity of the tennis courts and the parking lot. The first phase of the improvements to the nature walk will require the purchasing of material. The labor to create the walk may come from volunteers and Town staff. Creation of the natural seating area will require grading that can be accomplished by the volunteers and Town staff. Bike racks will be placed adjacent to the parking lot. These improvements can be programmed for FY 2014-2015.

After the improvements have been made to the south end of the park, the remaining focus now shifts to the island. In FY 2016-2017 the second phase of the nature walk is completed. Also, removal of the invasive vegetation to create the new beach is completed during this time frame. Creation of the beach can either be put up for bid or can be completed by volunteers and Town staff. The Town staff can also purchase and install the fire pit and benches.

The last phase of this design scenario is the rehabilitation of the existing dock and construction of the kayak launch. The materials used for the construction of the dock and kayak launch may include from pressure treated wood or composite materials. Although more expensive than traditional pressure treated wood, it is recommended the dock be made of a man-made plastic-like material. This material will last longer than wood and while maintain a rustic look. This component of the project is the only targeted improvement that cannot be completed by volunteers or Town staff. The rehabilitation of the dock requires a permit from the St. John’s River Water Management District and must be in conformance with Chapter 15, Article IX of the Orange County Code. The dock must also meet applicable building codes. As such, this work requires permitting and installation by professionals.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Improvement</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014-2015</td>
<td>Pavilion</td>
<td>$43,200 - $95,300</td>
</tr>
<tr>
<td>2015-2016</td>
<td>Nature Walk Phase 1; Natural Seating Area; Bike Racks</td>
<td>$32,265 - $38,500</td>
</tr>
<tr>
<td></td>
<td></td>
<td>$36,345 - $42,400</td>
</tr>
<tr>
<td>Year</td>
<td>Project Description</td>
<td>Cost</td>
</tr>
<tr>
<td>----------</td>
<td>--------------------------------------------</td>
<td>------------</td>
</tr>
<tr>
<td>2016-2017</td>
<td>Nature Walk Phase 2; Beach Restoration, Fire Pit; Bird Houses</td>
<td></td>
</tr>
<tr>
<td>2017-2018</td>
<td>Dock Rehabilitation; Dock + Kayak Launch</td>
<td>$10,320 - $32,900</td>
</tr>
</tbody>
</table>

Notes:
- Nature Walk Phase 1- Improvements located south of the canal
- Nature Walk Phase 2- Improvements located on the island (north of the canal)
Medium Impact Development Scenario

The main consideration when developing this medium impact restoration plan for Butler Bay was striking a balance between providing modern amenities for park visitors while leaving the site’s natural character largely intact or enhanced. To ensure the success of this effort, the design team consulted the feedback of Windermere residents given at the Fall Forum. Stakeholder feedback helped our team to formulate a plan which reflects the choices of the event’s attendees. The ideas proposed in this plan will each be explained by this introductory paper and amenities are listed in no particular order of preference. The image below is a rendering of Butler Bay Recreation Facility with the proposed amenities implemented. The conclusion of this design scenario will include a costing analysis. The pricing information contained herein should be used for preliminary estimating purposes. This design proposal will include multiple ideas which should make Butler Bay stand out among area parks. It was this plan’s intention to accomplish this goal while considering the redevelopment’s impact on both the natural landscape and the town’s budgetary considerations. The detailed site plan is located on the next page and the sketch up rendering is below.
Figure 4.15: Medium Impact Site Plan

- Sand Beach Area
- Boardwalk bump-outs feature benches
- Pavilion #1/Concrete Pad
- Kayak Launch
- Rehabilitated Dock
- Boardwalk
- Pavilion #2
- Restroom Facilities
- Scooter and Motorcycle Parking
- Concrete Sidewalk
- Bicycle Racks
- Benches
- Bird Bath/Feeder
Design Details

Dock Rehabilitation

The design’s first agenda item is the rehabilitation of an existing dock which extends from the property into Lake Crescent. This proposal makes the recommendation of repairing the dock, which is currently closed to the public because of it condition. The medium design team believes this dock is a significant piece of the recreational offerings at Butler Bay. A new dock provides residents with a place for fishing, a water recreational vehicle launch point, swimming access, and also functions as a space for serene and scenic views. The dock extends from the properties’ wetland edge of the property and beyond the waterline of Lake Crescent. In addition to structure rehabilitation, railing will be added to the dock along the entire structure; the exception being an opening provided for ease of access to the kayak launch.

Figure 4.16: Conceptual Dock

Existing Pavilion Rehabilitation

A pavilion currently sits on the northwest corner of the Butler Bay Facility. According to stakeholder interviews, the structure is salvageable, but would require repair to some of its support columns. This plan agrees the pavilion is a vital part of the property moving forward, and suggests that appropriate costing measures be undertaken to determine the most fiscally responsible option (restoration or new construction). Interested parties should determine if the structure, as currently constructed, is up to park standards and of an appropriate size to meet expected service demands. Assuming this is the case, the medium design scenario has provided a plan to rehabilitate the existing pavilion and place it within the context of the redesign scenario. This plan calls for the addition of a charcoal grill and several picnic tables to be placed under the pavilion. Also, the pavilion will sit along the newly constructed walkway, located on the island portion of the site (to be discussed in further detail later in this write-up.)
Entrance Redesign

The medium-design team also proposes that a key component in making the Butler Bay redevelopment a success involves the redesign and beautification of the park’s entrance. Currently, the entrance area is hidden from view, marked with a light brick wall, and surrounded by overgrown vegetation. The entrance should reflect the character of the property and provide an aesthetically pleasing entry-point to visitors. Consideration should be given to vertical elements, better signage, and manicured landscaping.
Restrooms

Next, the medium-impact design recognizes the importance of providing private restroom access to park visitors. The on-site wash facilities are already sorely needed by the large number of people who use Butler Bay for its updated tennis courts. In fact, local residents have suggested that new restrooms are essential should Butler Bay be considered for local and regional tennis events in the future. The medium design proposes the addition of a restroom which houses both men’s and women’s restrooms. This infrastructure will be located directly adjacent to the newly constructed pavilion to be located near the roundabout, at the park’s entry-point. The restroom will be on the footprint of the former clubhouse.

Figure 4.19: Conceptual Restroom

Figure 4.20: Conceptual Pavilion behind Restroom
**Boardwalk**

Located on the Butler Bay property is a Class-1 wetland. This medium-impact design seeks to preserve this sensitive ecosystem located on the Butler Bay site. To accomplish this goal, the design team supports construction of an elevated boardwalk/walkway which borders the wetland on its western edge and connects the rest of the island portion of the property to the existing pavilion and the redesigned beach area, to be discussed next. The boardwalk will serve as an edge to property area designated as wetland and restricts access through environmental design. The elevated design of the path also enables park visitors to enjoy the island portion of the property despite its tendency to be wet because of the site’s topography. The boardwalk also features portions which “bump-out” and include seating along its path. The length of the boardwalk is 828 feet and the width is eight feet and 30 inches above ground.

**Figure 4.21: Conceptual Boardwalk**

![Conceptual Boardwalk](image)

**Figure 4.22: Conceptual Boardwalk**

![Conceptual Boardwalk](image)
Beach

A seawall currently runs along the north/northwest shore of Butler Bay, on the bank of Lake Crescent. Given the low and wet topography of the island’s northwest corner, a beach area which provides swimming access to the lake would be an ideal addition to the park. The beach would have a low natural impact and provide a small, sand filled sitting area with a picnic table and possible stairs to enter the lake. This beach would complement the park’s newly constructed boardwalk and existing pavilion, which sit nearby.

Exercise Circuit

Given the site’s already existing wetland habitat and many scenic views and landscape, our group has chosen to focus on providing another critical element for park visitors, active recreation. Butler Bay should not only be a place to gather and enjoy the area’s natural beauty, but also a park where residents can make use of physical fitness amenities. Though the space available at
Butler Bay for active recreation may be limited, this goal may still be achieved with an exercise circuit (an example of this amenity is provided, left). Consideration should be given to effective and appropriate exercise options and the circuit’s inclusion would require signage, materials, and ground stabilization. The circuit stops will be located throughout the park and will interact with several of the new additions to the facility. There will be total of six stations across the park with all of them having rubber flooring.

Figure 4.25: Conceptual Exercise Circuit

Benches and Bike Racks

As previously mentioned Butler Bay is home to many scenic views and provides visitors with several opportunities for low-impact leisure and reflection. To further enhance visitor enjoyment, the medium impact design is proposing the addition of several benches to be located at various locations throughout the site. Specifically, benches will be added near the tennis court to provide spectator seating. Also, benches will be built into the new boardwalk which traverses the island portion of the property. Bench design and composition options vary and project stakeholders may choose which best fit site and budget needs. Options include benches which are: wooden, metal, or composed of recycled plastic. In addition to the added benches, this design proposes the provision of a bike rack to accommodate visitors arriving via various modes of transport. The bike rack has been placed along the fence line of the tennis court.
Birdhouses & Birdbaths

This medium impact design’s next proposal also considers the natural setting in which Butler Bay is located. Our design team feels that given the suggestions provided by residents at the Fall Forum, Butler Bay visitors will value the presence of wildlife. To promote this type of environment the park redesign should include birdbaths and birdhouses. Bird enthusiasts and amateurs can both appreciate an ornithological melting pot brought upon by minimal, low-cost additions to the natural landscape.
Kayak Launch

Finally, this design suggests the installation of an idea which was supported by a number of Windermere residents in public participation opportunities. A kayak launch should be constructed to allow those with active recreational ambitions to engage in activities which originate from Butler Bay. Because Windermere’s landscape is centered on the many lakes surrounding the town, residents have prioritized this amenity on their wish list. This key redevelopment feature should be coordinated with dock reconstruction efforts to maximize both feature’s potential usage. Lake Crescent provides a safe and tranquil environment for kayakers of all ability levels; making this an ideal site to install a launch point. Strong consideration should be given to making the launch accessible to users with disabilities. The kayak launch could help to bring added visibility to the venue as there are several websites which compile a list of launch sites throughout various regions of Florida.

Figure 4.28: Conceptual Kayak Launch

Financial Plan

The costs of each improvement are shown in Table 4.3. Cost estimates were derived from recent and current projects that were extracted from various online sources, in which individual unit costs were used to spec each enhancement project on the following list. The number of units and square feet were estimated through AutoCAD during the design process, which allowed for a more precise estimate of square footage. In addition, some enhancements include a range in price, which include estimates used in the Butler Bay Recreation Cost Estimates Document prepared by Parks and Recreation.
Table 4.3: Estimated Cost of Improvements by Unit

<table>
<thead>
<tr>
<th>Item</th>
<th>Units</th>
<th>Cost Per Unit</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Boardwalk</td>
<td>1 (6624 sq.ft.)</td>
<td>$40/sq.ft.</td>
<td>$264,960</td>
</tr>
<tr>
<td>Exercise Circuit</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Rubber Flooring</td>
<td>1</td>
<td>$998</td>
<td>$998</td>
</tr>
<tr>
<td>• Stations</td>
<td>6</td>
<td>$1000</td>
<td>$6000</td>
</tr>
<tr>
<td>Dock Rehabilitation</td>
<td>1 (1000 sq.ft.)</td>
<td>$40/sq.ft.</td>
<td>$40,000</td>
</tr>
<tr>
<td>Pavilion</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Rehabilitation</td>
<td>1</td>
<td>$21599</td>
<td>$21599</td>
</tr>
<tr>
<td>• Charcoal grills</td>
<td>1</td>
<td>$200</td>
<td>$200</td>
</tr>
<tr>
<td>• Picnic tables</td>
<td>8</td>
<td>$343</td>
<td>$2744</td>
</tr>
<tr>
<td>New Pavilion (Adjacent to restrooms)*</td>
<td>1 (720 sq.ft.)</td>
<td>-</td>
<td>$95,300</td>
</tr>
<tr>
<td>Rest rooms</td>
<td>1 (576 sq.ft.)</td>
<td>-</td>
<td>$125,000-$200,000</td>
</tr>
<tr>
<td>Entrance Redesign</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Landscaping</td>
<td>1</td>
<td>-</td>
<td>$10,000</td>
</tr>
<tr>
<td>• Sign Alteration</td>
<td>1</td>
<td>-</td>
<td>$600</td>
</tr>
<tr>
<td>Beach Amenities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Trimming Cattails</td>
<td>1</td>
<td>-</td>
<td>$16,000</td>
</tr>
<tr>
<td>Trash Cans</td>
<td>3</td>
<td>$205 - $470</td>
<td>$615 - $1410</td>
</tr>
<tr>
<td>Benches</td>
<td>8</td>
<td>$300 - $500</td>
<td>$2400 - $4000</td>
</tr>
<tr>
<td>Bike Rack</td>
<td>2</td>
<td>$380 - $500</td>
<td>$760 - $1000</td>
</tr>
<tr>
<td>Bird House</td>
<td>3</td>
<td>$70 - $150</td>
<td>$210 - $450</td>
</tr>
<tr>
<td>Bird Bath</td>
<td>3</td>
<td>$100 - $300</td>
<td>$300 - $900</td>
</tr>
<tr>
<td>Kayak Launch</td>
<td>2 (40 sq.ft.)</td>
<td>$40 - $66</td>
<td>$3200 - $5280</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>$590,886 - $671,441</strong></td>
<td></td>
</tr>
</tbody>
</table>

Note:
New Pavilion*: Price is based on quote by Edmondson in Butler Bay Scope of Work, provided by Windermere Parks and Recreation. The footprint for the new pavilion is 24’ x 30’.
Prices are for estimation purposes only and do not include labor or shipping expenses, where applicable.

Implementation Plan

The improvements identified in this scenario can be implemented in a phased approach that allows the Town to plan for and obtain the necessary funding sources. Incremental improvements over the course of a few years can reduce the project’s overall financial burden to the Town by reducing the amount of upfront capital needed.
to complete a project of this scope. Time frames for each phase will vary based upon the resources and time needed to make the proposed additions and changes. This implementation schedule should be deliberated by stakeholders and developed prior to the start of redesign efforts. The first phase of this project will focus on park updates which will occur on the mainland portion of the property. Items to be included in phase one are as follows: entrance beautification; and the construction of the restroom on the footprint of the former clubhouse leaving space for the new pavilion. These improvements can be programmed for FY 2014-2015.

Next, phase two will begin the improvements to the island portion of the property. Amenities to be included in phase 2 include the rehabilitation of the dock and the addition of the kayak launch to the structure. The rehabilitation of the dock requires a permit from the St. John’s River Water Management District and must be in conformance with Chapter 15, Article IX of the Orange County Code. The dock must also meet applicable building codes. Also, the bird baths, bird houses, bike racks, trash cans and the new pavilion adjacent to the restroom may be added at this point of the project. These improvements can be programmed for FY 2015-2016.

Phase three will implement the following: rehabilitation of the existing pavilion and addition of benches near the tennis courts and the boardwalk. This phase also includes Boardwalk phase 1* construction which will foster the completion of the boardwalk till the rehabilitated pavilion. These improvements can be programmed for FY 2016-2017.

Finally, phase four will undertake the implementation of the remaining amenities which includes: completion of Boardwalk**, construction of the beach and the addition of the exercise circuit. Also, removal of the invasive vegetation to create the new beach is completed during this time frame. Creation of the beach can either be put up for bid or can be completed by volunteers and Town staff. These improvements can be programmed for FY 2017-2018.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Improvement</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014-2015</td>
<td>Entrance Beautification;Restroom Dock Rehabilitation;Kayak Launch; Bird Baths; Bird Houses; Bike Rack;Trash Cans; New Pavilion</td>
<td>$135,600 - $210,600</td>
</tr>
<tr>
<td>2015-2016</td>
<td>Pavilion Rehab;Boardwalk Phase I*;Benches</td>
<td>$146,943 - $147,543</td>
</tr>
<tr>
<td>2016-2017</td>
<td>Boardwalk Phase II**;Beach Restoration;Exercise Circuit</td>
<td>$167,958</td>
</tr>
</tbody>
</table>

Table 4.4: Estimated Cost of Improvements by Phase


High Impact Development Scenario

The purpose of the High Impact Development Scenario is to utilize the Butler Bay site to the fullest extent possible while providing those additional amenities that the Windermere residents are seeking. This plan reconfigures some of the existing uses in order to improve the utilization of available space and create a better and safer flow of the activities. The plan covers twelve main area improvements; on street parking, new parking/drop off area, off shore kayak/canoe launch, restrooms with porch area, garden area, tennis court area additions, connected sidewalk area, refurbished dock and kayak launch, boardwalk and new gazebos, refurbished pavilion, eco trail and the ecosystem restoration area. Each improvement, with the cost estimate, is provided at the end of this section.

The High Impact Development Scenario builds off the improvements in the low intensity plan and medium intensity plans. There are a few key similarities as well as a few key differences between each of the plans. The similarities within the low intensity plan are the refurbished dock/kayak launch and tennis court seating area. These two ideas are enhancements to existing features in the park which the residents want to remain. Some key differences that are introduced with this High Impact Development Scenario are the new entrance, on street parking, the eco-trail through the wetland area and the flower garden area. The sketch up rendering is shown on this page and the detailed site plan is on the following page.
Figure 4.29: High Impact Site Plan
Design Details

On Street Parking

The on street parking area is located on the north side of Park Ave and spans the entire length of the park. This parking area would provide approximately 30 cars (640 ft. available, approximately 20 ft. per car). These parking spaces are proposed to be grass parking, a pervious surface. The grass parking will mimic the park setting and will allow infiltration of storm water through the surface. A combination of bumpers, bulb outs and/or pavers could be used to signify the parking spots.

![Figure 4.30: Conceptual Parking](image)

New Parking/Drop Off Area with Off Shore Kayak/Canoe Launch

A reconfigured parking lot area will be created over a portion of the existing parking area. Since the majority of the parking will sufficiently replace by the on street parking, this new area is proposed to be handicap, electric vehicles and golf cart parking, with a drop off area and well as the kayak/canoe launch area. The parking area is located at the far east of the property in order to create a safer environment between the other uses. A total of 33 spaces will be provided in this area. The kayak beach launch, which is depicted below is a total of 2,000 square feet. This image also shows the connection from the parking area to the eco-trail, which is described next.
**Eco Trail**

The eco trail is located on the eastern edge of the island area, in the wetland. The eco trail is planned to be a natural trail, trail itself will allow for sunlight to permeate through and would have low impacts on the possible within wetlands areas through the permitting process. If mitigation is needed for this improvement there is an opportunity to use an area of the park as an onsite mitigation area. The eco trail has a total area of 4200 square feet.

**Figure 4.32: Conceptual Eco- Trail**
High Intensity Playground Area

A high intensity playground is proposed in the area where the existing roundabout is located. The roundabout is proposed for removal and this area will be made into the high intensity playground will provide a challenging play area for children. The entire playground area is 40,000 square feet. This area will be surrounded by benches to create a parent viewing area. The bench area totals 13600 sq. ft.

![High Intensity Playground Area](image1)

Flower Garden Area

A flower garden area will be created in between the tennis courts and the new restrooms building. The garden will consist of four raised garden beds with assorted plantings. This will create a passive viewing area next to the more intense tennis courts. Some potential themes of the garden area could be a butterfly garden, a rose garden, or plants reflecting each season. The garden beds are the following sizes; 3,500 sq. ft., 4,000 sq. ft., 3,200 sq. ft. and 3,200 sq. ft.

![Flower Garden Area](image2)

Pavilion with Restrooms

A new building is proposed with restrooms and porch area; this will be located on the existing slab. This is the most appropriate place for this structure since the slab already has infrastructure associated with it, such as plumbing and electric. The restrooms will be separate women and men facilities as well as have a storage area for the use of the Town.

The Pavilion was modeled after the town hall building and contains many of the same classical elements as the town hall. Dormers were added to allow more natural light to enter the interior of the space as well as to harken back to town hall. The massing of the building is broad with architectural elements in the roofline as well as dormers. The clubhouse is meant to be a focal point for the park including a large outdoor space overlooking the park and island. The outdoor space will be furnished with rocking chairs to allow for a covered, elevated viewing area. The rendering on the next page depicts the structure.
Tennis Court Area Additions

One main message received from the residents was that the tennis courts were well used and should remain in the park. A few additions are proposed to this area in order to enhance the current experience; these are stadium seating, a beach area and a picnic table area. The stadium seating, which is proposed to be a low intensity lawn seating, will be located on the west side of the courts, wrapping around the south side. The lawn seating area is 10,500 sq. ft. A thick landscape buffer area will be provided behind the seating to provide a noise and site buffer from the abutting residential area. A picnic area will be provided on the remainder of the south side of the tennis courts. This provides people an area to eat and/or socialize while in the tennis court area. There will be multiple picnic tables provided for this purpose. A family beach area will be provided on the north side of the tennis courts. This provides for a looser and relaxed family area while viewing the tennis courts.
**Connected Sidewalk Area**

An interconnected sidewalk area is proposed throughout the southern and more intense portion of the park. The sidewalk will connect all of the activities. The sidewalk path will be 10’ wide.

![Figure 4.35: Conceptual Connected Sidewalk](image)

**Refurbished Dock/Kayak Launch**

The existing dock will be refurbished so the area is able to be used by residents. A kayak launch area will be added as an extension of the dock so users can enter the park in this area from the water. The dock is 15,000 sq. ft. Below is a rendering of what the dock and kayak launch area will look like.

![Figure 4.36: Conceptual Kayak Launch](image)
**Boardwalk and New Gazebos**

The new boardwalk area will be extended from the east and west of the existing dock, and will span the entire length of the site. At each terminus of the dock a new gazebo will be constructed. The gazebo on the east side, by the wetlands, will be primarily a wildlife and bird viewing area.

![Conceptual Boardwalk and Gazebo](image)

**Refurbished Pavilion**

The existing pavilion is located on the northwest area of the site. The pavilion will be refurbished to make the structure more stylish and modern. The public has expressed an interest in being able to have power in the gazebo. To accomplish this, the gazebo will be outfitted with solar panels. This could be used for small equipment such as popcorn machines or lights. A small generator could be used in place of the solar panels; a secure facility may have to be constructed to house the generator.

**Ecosystem Restoration Area**

The area to the far west of the island, containing cattails, is proposed to be used as a mitigation area for the eco trail. This area will be refurbished to a natural state with native plants.
Financial Plan

The costs of each improvement are shown in Table 4.5. Cost estimates were derived from recent and current projects that were extracted from various online sources, in which individual unit costs were used to spec each enhancement project on the following list. The number of units and square feet were estimated through AutoCAD during the design process, which allowed for a more precise estimate of square footage. In addition, some enhancements include a range in price, which include estimates used in the Butler Bay Recreation Cost Estimates Document prepared by Parks and Recreation.

Table 4.5: Estimated Cost of Improvements by Unit

<table>
<thead>
<tr>
<th>Item</th>
<th>Units</th>
<th>Cost Per Unit</th>
<th>Total Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Entry</td>
<td>1</td>
<td>-</td>
<td>$100,000</td>
</tr>
<tr>
<td>Parallel Parking</td>
<td>30 (4860 sq.ft.)</td>
<td>$3.28</td>
<td>$15,940</td>
</tr>
<tr>
<td>Bike Racks</td>
<td>3</td>
<td>$346</td>
<td>$1,038</td>
</tr>
<tr>
<td>Kayak Launch Area</td>
<td>1 (40 sq.ft.)</td>
<td>$40 - $66</td>
<td>$1600 - $2640</td>
</tr>
<tr>
<td>Playground Equipment</td>
<td>1</td>
<td>$12,808</td>
<td>$12,808</td>
</tr>
<tr>
<td>Benches</td>
<td>10</td>
<td>$100</td>
<td>$1,000</td>
</tr>
<tr>
<td>Pavilion with Restrooms</td>
<td>1</td>
<td>-</td>
<td>$125,000-$200,000</td>
</tr>
<tr>
<td>Adirondack Chairs</td>
<td>4</td>
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<td>$860</td>
</tr>
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<td>Raised Planting Bed</td>
<td>4</td>
<td>$269</td>
<td>$1076</td>
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<tr>
<td>Lawn Seating (with pavers)</td>
<td>60</td>
<td>$20 - $25</td>
<td>$1200 - $1500</td>
</tr>
<tr>
<td>Picnic Benches</td>
<td>21</td>
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<tr>
<td>Lighting</td>
<td>100</td>
<td>$300</td>
<td>$30,000</td>
</tr>
<tr>
<td>New Sidewalk</td>
<td>1 (24000 sq.ft.)</td>
<td>$0.50 - $1.00</td>
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</tr>
<tr>
<td>Refurbished Dock</td>
<td>1 (1000 sq.ft.)</td>
<td>$40</td>
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</tr>
<tr>
<td>New Boardwalk</td>
<td>1 (5220 sq.ft.)</td>
<td>$40</td>
<td>$208,800</td>
</tr>
<tr>
<td>New Gazebos</td>
<td>2</td>
<td>$11,999</td>
<td>$23,998</td>
</tr>
<tr>
<td>Refurbished Pavilion</td>
<td>1 (720 sq.ft.)</td>
<td>-</td>
<td>$95,300</td>
</tr>
<tr>
<td>Solar Panels</td>
<td>4</td>
<td>$240</td>
<td>$960</td>
</tr>
<tr>
<td>Eco Trail</td>
<td>1 (4200 sq.ft.)</td>
<td>$40</td>
<td>$168,000</td>
</tr>
<tr>
<td>Ecosystem Restoration Area (cattails trimming)</td>
<td>-</td>
<td>-</td>
<td>$16,000</td>
</tr>
</tbody>
</table>

Note:
Prices are for estimation purposes only and do not include labor or shipping expenses, where applicable.
**Implementation Plan**

The improvements identified in this scenario can be implemented in a phased approach that allows the Town to plan for and obtain the necessary funding sources. Incremental improvements over the course of a few years can reduce the project’s overall financial burden to the Town by reducing the amount of upfront capital needed to complete a project of this scope. This scheduled listed fluid and can be adjusted as monies become available or unavailable and as improvements are prioritized.

The first phase of improvements are planned to be the tennis court improvements (lawn seating, picnic table area, family beach area and landscape buffer), the renovation of the dock and addition of the kayak launch, the rehabilitation of the existing pavilion and on street parking. Beginning with the tennis court improvements will aid in gaining the support of the residents. Additional lighting will be provided to increase the use and safety of the park. The rehabilitation of the dock requires a permit from the St. John’s River Water Management District and must be in conformance with Chapter 15, Article IX of the Orange County Code. The dock must also meet applicable building codes. These improvements can be programmed for FY 2014-2015.

The second phase improvements are the new parking area with kayak launch, new entrance, the clubhouse with restrooms and flower garden area. The on street parking will provide parking spaces for residents while the new parking area is under construction. These improvements can be programmed for FY 2015-2016.

The third phase improvements are the high intensity playground with benches and ecosystem restoration area. These improvements can be programmed for FY 2016-2017.

The fourth and last phase improvements are the eco trail and the dock with gazebos. The addition of the eco trail requires a permit from the St. John’s River Water Management District and must be in conformance with Chapter 15, Article IX of the Orange County Code. These improvements can be programmed for FY 2017-2018.

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Improvement</th>
<th>Cost</th>
</tr>
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<tr>
<td>2014-2015</td>
<td>Tennis Court Improvements</td>
<td>$5,694-14,205</td>
</tr>
<tr>
<td></td>
<td>Renovation of Dock and Kayak Launch</td>
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<td></td>
<td>Rehabilitation of Pavilion</td>
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</tr>
<tr>
<td></td>
<td>On Street Parking</td>
<td>$15,940</td>
</tr>
<tr>
<td></td>
<td>Lighting</td>
<td>$30,000</td>
</tr>
<tr>
<td>2015-2016</td>
<td>New Parking Area</td>
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</tr>
<tr>
<td></td>
<td>New Entrance</td>
<td>$100,000</td>
</tr>
<tr>
<td></td>
<td>Clubhouse</td>
<td>$125,860-$200,860</td>
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<tr>
<td></td>
<td>Flower Garden Area</td>
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<td></td>
<td>Connected Sidewalk</td>
<td>$12,000 - $24,000</td>
</tr>
<tr>
<td>Year</td>
<td>Project Description</td>
<td>Cost</td>
</tr>
<tr>
<td>------------</td>
<td>---------------------------------------------</td>
<td>--------</td>
</tr>
<tr>
<td>2016-2017</td>
<td>High Intensity Playground with Benches</td>
<td>$13,808</td>
</tr>
<tr>
<td></td>
<td>Ecosystem Restoration Area</td>
<td>$16,000</td>
</tr>
<tr>
<td>2017-2018</td>
<td>Eco Trail with Bridge</td>
<td>$168,000</td>
</tr>
<tr>
<td></td>
<td>Dock with Gazebos</td>
<td>$232,798</td>
</tr>
</tbody>
</table>
Appendix A - Analysis of Policy Documents
Appendix B - Public Participation Documents
Appendix C - GIS Exhibits
APPENDIX

APPENDIX A – Analysis of Policy Documents

Inventory of Permit Application Forms and Support Documents

The following inventory of forms and documents are what the Orange County Environmental Department would require should the Town of Windermere move forward on any alterations to the Butler Bay Park. These would include, any physical alterations to the shoreline; or changes that may have an effect on the wetland which is classified as a Class I, therefore protected by the State; any boat docks or recreational boardwalks; any dredging of the canal between the island portion of the park and the main land area of the park.

The Articles are from the Laws of Florida, which spell out the requirements that the permit forms are based on.

**Article VI. Pumping and Dredging Control:** Orange County Code to provide adequate regulation of the alteration by dredging, drag lining, filling, pumping of earth or otherwise altering the shoreline, land contours, and/or water areas of lakes or canals …within Orange County, FL, … created the pumping and dredging control act per Laws of Fl Chpt 67-1829(1) and Code 1964, 36-33(1). This Article goes into detail of what would be required should any dredging around the island, the canal area separating the island from the tennis and parking area be considered.

**Article VII. Lakeshore Protection:** Orange County Code, per State law references, adoption of land development regulations Florida Statutes (FS) 163.3194(2), Abatement of water pollution and shore erosion of inland lakes FS 125.5893. This Article goes into detail of what is required in regulating development within the proximity of the lakeshore to prevent damage to the shoreline from the development whether it is soil erosion or pollution from the development efforts.

**Article X Wetland Conservation Areas:** Conservation ordinance of Orange County per State permits for activities in certain wetlands FS 403.91; adoption of land development regulations FS 13.3194(2). This Article explains what permit are required for activities in specific wetlands.

**Affected Adjacent Property Owner Notarized Statement of No Objection To Boat Dock:**
Required by Sec 15-343 Orange County Code, documentation for adjacent owners statement of no objection.

**Affected Adjacent Property owner Notarized Statement of No Objection To Boat Dock:**
Form for adjacent property owners to fill out and file documenting they’ve no objection to neighboring boat dock.

**Application For A Boat Ramp Facility Permit:** Application for a boat ramp facility permit to be filled out per Orange County Code Chpt. 15, Article XV and Sect. 30-236 to 30-282. This application would be required should a boat ramp be proposed for the Butler Bay Park.

**Orange County Division of Building Safety:** Application for Land Use/Building Permit application. This application would be required should additional building be constructed on the Butler Bay Park.
Application For Conservation Area Authorization: Application for to be filled out per Orange County Code chapter, 15, Article X, Wetland Conservation Area
Application For Conservation Area Impact Permit: Application form requesting impact to a conservation area.
Application To Construct A Dock: Orange County Code Chpt. 15, Article IX, application form that would be required to construct a dock.
Affected Adjacent Property Owner Notarized Statement of no Objection to Lakeshore Vegetation Removal: Application for vegetation removal along lakeshore
Maintenance and repair of a Permitted Dock: Orange County Code, Chpt 15, Article IX, application form required to maintain and/or repair any existing dock structure.
Repair of an Unpermitted Dock: Orange County Code, Chpt. 15, Article IX, Application form required to maintain and/or repair any existing unpermitted dock.
Relationship Disclosure Form For Use With Development Related Items, Except Those Where The County is the Principal Or Primary Applicant: form disclosing any relationship to community officials
Shoreline Alteration/Dredge and Fill Permit Application: Application form per Orange County Code, Chpt. 15, Article VI and Chpt. 33, Articles II and IV
Application for Clearance of Shoreline Vegetation: Application per Orange County Code, Chpt 15, Article VII, Chpt. 33, Articles II and IV
Agent Authorization Form: Application for that agent authorized to represent landowner; allowing that agent to act in the interest of the landowner.
Orange County Specific Project Expenditure Report: List of name and addresses of all lobbyists, consultants, contractors, subcontractors, individuals or business entities who will assist with obtaining approval for the project.
62-345.100 Intent and Scope: Rule 373.414(18), Florida Statute
Park Among the Lakes

Strategic Civic Land Use Planning

Town of Windermere, FL

Legend

- Parks & Recreation Area

Exhibit: 1
Exhibit:

Strategic Civic Land Use Planning
Town of Windermere, FL

Legend

- Parks & Recreation Area

Johnson Park

0 6030 ft

Johnson Park

Legend

- Parks & Recreation Area
APPENDIX B- Public Participation Documents

Stakeholder Interviews

Document 1: Town Manager Interview (10/04/2012)
- Robert set aside a number of documents pertaining to BB so that our class would have access to information regarding the history of the site. Accompanying this information was also a history of Windermere’s efforts to utilize the site since its acquisition, approximately a year and half ago.
- Legal documents detailing the acquisition of BB by Windermere, from the 3 HOAs which previously owned the site.
- Documents in reference to the building which once stood on the site. This could best be described as a large clubhouse, with restroom facilities.
- Documents detailing the actions of a minority of residents which attempted to save the clubhouse from being demolished, after acquisition.
- Documents detailing a call for RFP for tennis instructors to teach commercial lessons on the site’s tennis courts. These also explained commercial zoning conflicts if such action was pursued.

Document 2: Parks and Recreation Interview (10/04/2012)
- Donna is the chair of parks and recreation and Nora is a member of the board.
- Donna and Nora gave us a tour of the Town’s recreational facilities/parks.
- Windermere has several small parks; some can best be described as boat ramps.
- No parking at small parks and walking trail sites.
- Pocket park, near downTown, is a current community hot button. One resident would like a veteran’s memorial. Parks & Rec does not prefer this option. Centrally located.
- 2 parks with recreation equipment for young children (jungle jim, etc). Parks have parking, both fairly large compared to other Town assets.
- Walking trails. One runs behind property lines and border the lake. Affected residents upset by public use of trail.
- Active tennis community, with new league formed recently.
- Parks and rec has strong desire to have a parks “master plan” and expresses a desire to increase connectivity of recreation assets.
- One of the main concerns from the two was the lack of proper maintenance for the existing parks and facilities; provided example of a new walking path that the city received a grant to put in. After just a couple years the path is not in a good condition because it was not properly sealed/maintained.
- Would like to have a map of all of the parks detailing connectivity, i.e. how to walk or bike between parks.
- Signage should remain consistent between all of the parks, including butler bay.
- Nora mentioned that the split rail fence is a type of signature for the parks, signifying the park is not private land.
- There are some parks that have areas for people to swim.
- There was some discussion for a floating dock along with the fishing pier in Lake Street Park but that idea was shot down.
1) Q: What types of public participation exercises has the Town of Windermere participated in? Was it beneficial?
A: Parks and Recreation created a Master Plan in 1996 that included a resident survey. I can get you a copy of that. It includes a 2020 Vision Plan. Windermere received 2 FRDAP Grants and held several public meetings. Lake Street Grant Walking Trail $112,500. Very controversial since the homeowners did not own the lakefront. P&R created a walking path with a green material that has not been maintained. Central Park Grant $112,500. Pavilion, kids and teens playground equipment, 1/4 mile circular asphalt walking path. And we moved the "Operation Pride" old equipment to Palmer Park with the help of an Eagle Scout project.

2) Q: What other park planning efforts is the Town of Windermere currently working on?
A: Butler Bay Recreation Center and Pocket Park. Pocket Park is controversial. Small, green, sits between First Baptist Church of Windermere and TOW business district.

3) Q: How do most citizens gain information on Town-wide events?
A: In the past, most residents gained their info through the hard copy Town newsletter, banners hung at Town entrances, and word of mouth. Now possibly through TOW website, Facebook, twitter.

4) Q: Could you please provide us with a short history of Butler Bay Park and its incorporation to the Town of Windermere?
A: January, 2011 TOW acquired Butler Bay after 3 Homeowners Associations neglected the property for many years. TOW Council had numerous meetings between October and January. Decision was to accept neglected property for $25,000 for a 9.4 acre lakefront park.

5) Q: What would you like to see in the open space plan? (way finding, site furnishing, amenities, connectivity, etc.)
A: Parks and Recreation supports an open space plan. P&R would like to create a map of connectivity to our parks. The Windermere 5K Run Among the Lakes is a great event that already follows the TOW lakefront. See www.TriFlorida.com and go to Windermere 5K Run Among the Lakes Course Map.

6) Q: Is there a more extensive inventory available of current parks and recreational areas then what is available on the web site?
A: The TOW currently has approx. 2,500 residents. We have Central Park and Palmer Park with park equipment for kids and teens in both parks. Two outdoor basketball courts and 6 tennis courts. P&R would like to see at Butler Bay Lake Crescent a cleanup and access for swimming, dock restoration, kayak and canoes, low impact sports like volleyball, kickball, soccer, etc on the island.
Document 6: Donna Steele Walking Interview; Windermere Parks and Recreation; Matt McIntosh (10/11/2012)

- Toured the Butler Bay site with Donna.
- Tennis Courts recently resurfaced by parks and recreation.
- Built in bleachers desired on hillside bordering courts desired.
- Removal of brush desired on outer border of mainland, facing lake (behind courts). Site was extremely wet without rainfall for two days.
- Old pavilion has some termite damage, replacement of several beams required.
- No restrooms. This is crucial to park and rec and community desires to enhance local tennis leagues, and possibly host local, regional, or statewide tennis events at BB.
- Bridge connecting island does not allow for activity such as kayaking through canal passage.
- Dock leading out from wetland area is fenced off and in disrepair.
- Out of this meeting came the idea for THE TEAM to join Parks and Recreation at their table for the Town's Fall Festival. The purpose of this effort is to promote awareness for the Team's upcoming Fall Forum, a public participation event used to gather information on the public vision for the park.

Document 3: Donna Steele Interview, Windermere Parks and Recreation; Pre-Fall Forum Review: Matt McIntosh (11/09/2012)

- Parks and Recreation’s proposed pavilion would be located on the same site as the old clubhouse.
- Parks and Recreation envisions the pavilion being used for revenue generation by hosting group parties.
- Parks and Recreation desires two, unisex and ADA compliant restroom facilities. They also propose locating the restrooms near the tennis courts on the Park Avenue facing portion of the site.
- Discussed "space activation" concepts, some previously brought up during class time. Examples include: art festivals or displaying local artwork in the park which changes at a determined timeframe, wine tastings, and music/bands/live-performances.
- Discussed lighting the park trees with lights, such as those used in the Winter Park Village, to bring public attention to the space.
- Discussed Parks and Recreation thoughts on ways to distinguish resident from nonresident attendees of the Fall Forum. Relayed that THE TEAM did not feel this was warranted; Parks and Rec agreed.
STAKEHOLDER INTERVIEWS
Theresa Schretzmann-Myers
Tree Board Chair
Email Correspondence with Nikhila Rose

1. What type of activities is the Town of Windermere’s Tree Board involved in?

Activities that support our Urban Forestry Program: Tree planting projects with local residents, scouting groups, Home Owners Associations (HOA’s) and schools; Writing Urban Forestry Grants; Coordinating and conducting volunteer work days and arboriculture on our Town’s public parks and spaces; Coordinating campus tree planting projects and teach-ins with locals schools as “Partners in Education”; Attending continuing education seminars on Arboriculture and Urban Forestry at ISA Trees Florida Conference each year; Speaking as a “Small Urban Forestry” program representative and attending the Florida Urban Forestry Council meeting at UCF; Reviewing and rewriting the Windermere Tree ordinance as needed; Reporting and documenting via photography and electronic communications, violations of illegal tree take-downs and clear-cuts of protected tree canopy in Windermere to Town Management; Planning and hosting the annual Windermere Treebute Arbor Day Festival every third Saturday in January (Florida’s Arbor Day) which raises money Windermere needs to purchase, replenish, diversify and replant Florida Native tree canopy in Windermere; Planning the annual Arbor Day tree planting ceremony with Windermere Garden Club and educating local school children; Planning and co-hosting the Tree Safety Training programs for emergency first responders, firemen, arborists so they know how to respond to and manage emergencies dealing with trees and power lines. (See attached Program information).

2. What policies are in place for tree placement, removal, and species allowed?

Windermere has a Tree Ordinance that covers these issues along with Florida native tree species replacement. For tree placement, Tree Board consults with ISA Certified arborists on where to plant our Arbor Day trees on Town property and right-of-ways. For tree removals, we suggest the Town and residents consult with licensed, insured, trained and certified ISA (International Society of Arboriculture) arborists. We are currently reviewing and rewriting our ordinance to bring it up to date with the expertise of Dr. Buck Abbey, from LSU who is a tree ordinance expert. For tree removals the Town RFP’s emergency tree removal work out for bid to licensed arborists/arboriculture companies.

3. What types of public participation exercises has the Town of Windermere participated in (especially with respect to parks and recreation)? Was it beneficial?

Windermere Tree Board works closely with Parks and Recreation and volunteer ISA arborists on annual walk-thru inspections in our public parks and recreation areas to identify trees that need arboriculture work, restoration or remediation pruning or hazardous tree removal.
Town Manager Robert Smith has previously called a “charette” of town committees and
citizens to plan a particular green space or cultural landscape, such as the 1890's
Schoolhouse National Register Historic Site where we planned the conceptual site plan for
preserving historic trees and restoration of historic trees and landscape plants. It was very
beneficial and very helpful because it helped Windermere come up with a way to brainstorm as
a group and come up with a vision and a conceptual site plan for that site. Now, the Historical
Board, Tree Board and Windermere Garden Club are raising the money to put the conceptual
site plan into action.

4. **What other park planning efforts is the Town of Windermere currently working on?**

Windermere Tree Board coordinated over 100 hours of volunteer arboriculture and structural
pruning on all Florida native trees and palms at Butler Bay Recreation Park. The arborists
mulched the trimmings from the trees and dumped mulch at the park so we could recycle and
spread mulch into beds and around the roots of trees to prevent damage and impact on tree
roots. Windermere Tree Board coordinated over 208 hours of removal of exotic invasive
Brazilian pepper, Chinese tallow, and Chinaberry trees, caesar weed, dog fennel, cat’s claw.
Our local refuse provider donated 2-ton roll-off dumpsters which were filled to capacity on
these four clean-up days. Ongoing volunteer days will continue for removal of exotic invasive
trees and plants.

Parks and Recreation resurfaced the Butler Bay Park tennis courts, replaced the tennis fencing,
replaced the walking bridge over the canal to the island fronting Crescent Lake, restriped the
parking lot and razed the HOA community building while retaining the cement foundation,
plumbing, well and electrical box.

Ongoing park planning and work to be completed: The dilapidated dock out to Crescent Lake
needs to be replaced with a new dock that has a canoe and kayak launch floating dock. The
picnic table slabs on the island need to be edged and weeded and picnic tables replaced on
those slabs. A diversity of Florida Native trees needs to be strategically planted on the island to
provide shade for picnic tables yet not obstruct the beautiful view of Lake Crescent. Invasive
Brazilian Pepper trees along the canals and island needed to be removed.

5. **What would you like to see in the open space plan? (wayfinding, site furnishings, amenities,
connectivity, etc.)**

I would like to see tree identification signage with smart phone QR codes that tell about the
particular native tree species and plants that support wildlife conservation. I would like to see
interpretive signage with smart phone QR codes that show how our community forests
continue to play an increasingly powerful role in the health and sustainability of our cities,
towns and rural landscapes. There is a, “UF/IFAS Study that Quantifies Value of Ecosystem
Services from Managed Forests.” It might appear that the only people who profit from Florida’s
forests are landowners, but a new University of Florida study says the trees provide valuable
services to land users and people in surrounding communities. As forests grow, they filter
water, store carbon and perform other helpful functions that are known collectively as ecosystem services. These services are often overlooked by the public but UF researchers found a way to estimate their dollar value, which can exceed $5,000 per acre over 20 years. The study focused on four key ecosystem services; water quality, carbon storage, timber production and wildlife conservation. It also focused on forestland acreage enrolled in the Florida Forest Stewardship Program. The voluntary state program helps landowners manage their forests for multiple uses, to increase its economic value and maintain its environmental quality. Those uses may include timber production, hunting, ecotourism or activity on the carbon credit market. Founded in 1990, the Florida Forest Stewardship Program is a partnership among UF’s Institute of Food and Agricultural Sciences, the Florida Forest Service, the Florida Fish and Wildlife Conservation Commission, the U.S. Department of Agriculture and the Sustainable Forestry Initiative. The program is open to anyone who owns at least 20 acres of forested land and does not manufacture forest products or provide public utility service.” Click here for more information about the Florida Forest Stewardship Program. To view archived InterfaceSouth Posts visit:

http://www.interfacesouth.org/products/interfacesouth-posts

I would like to see a LEED certified green building replace the razed community building on the existing slab with plumbing, lighting, cooking and amenities that are solar powered.

On Lake Crescent I would like to see a standard dock with a connected floating dock that could rise and fall with the level of Lake Crescent for ease of launching kayaks and canoes. (For example, the floating dock at O’Ieno State Park in North Central Florida.)

6. Is there a more extensive inventory available of current parks and recreational areas then what is available on the web site?

The last Windermere Urban Forest Management Plan was completed in 2006 by Earth Advisors, Inc. for the Town of Windermere as part of an Urban Forestry Grant written by Windermere Tree Board. It is attached for your information. It contains the age, species and health assessments of trees by percentage in public spaces and right-of-ways and the economic appraisal of what the public and private trees are worth to the town. Along with this plan was a GIS tree survey which is contained on the Town of Windermere Tree Board laptop. You are more than welcome to borrow Tree Board’s laptop and download any of this information with permission of Town Manager Robert Smith.

7. What is the City’s plan for the existing railroad bed? Has there been public dialog to get the community feedback?

The town has planted crepe myrtles and other low growing Florida natives under power lines along existing railroad bed that parallels Maguire Road. Ken Ward, (Ph: 407-876-6111) one of the trustees/property holders of the existing railroad bed should be contacted for his ideas and input, along with all private property owners who have purchased the railroad bed fronting their properties. When I asked Mr. Ward what he would like to see along the existing railroad
bed he suggested filling in the spaces among the trees with to create a Florida Native wildflower corridor. To date, private property owners have been planting trees on their existing railroad bed space. I would suggest a town “charrette” be called to discuss and plan this railroad bed green spaces with all the existing owners and interested town residents.

8. Is there any material with regards to GIS information and data pertaining to the grant for “Tree Preservation” that you feel relevant?

Yes, the Windermere Urban Forest Management Plan completed in 2006 by Earth Advisors, Inc. for the Town of Windermere as part of an Urban Forestry Grant written by Windermere Tree Board. Along with this plan was a GIS tree survey which is contained on the Town of Windermere Tree Board laptop. I would be more than happy to give you access to this GIS information with permission from Town Manager Robert Smith. We desperately need to update our Urban Forest Management Plant and GIS tree survey.

A planning tool that I would like to bring to your attention is the i-Tree tools available for assessing and managing community forests and doing tree surveys. What is i-Tree? “i-Tree is a state-of-the-art, peer-reviewed software suite from the USDA Forest Service that provides urban forestry analysis and benefits assessment tools. The i-Tree Tools help communities of all sizes to strengthen their urban forest management and advocacy efforts by quantifying the structure of community trees and the environmental services that trees provide. Since the initial release of the i-Tree Tools in August 2006, numerous communities, non-profit organizations, consultants, volunteers and students have used i-Tree to report on individual trees, parcels, neighborhoods, cities, and even entire states. By understanding the local, tangible ecosystem services that trees provide, i-Tree users can link urban forest management activities with environmental quality and community livability. Whether your interest is a single tree or an entire forest, i-Tree provides baseline data that you can use to demonstrate value and set priorities for more effective decision-making.

i-Tree Tools are in the public domain and are freely accessible. We invite you to explore this site to learn more about how i-Tree can make a difference in your community.”
http://www.itreetools.org/

I have completed some training on the i-Tree Suite. I would be happy to meet with you all at a scheduled time to discuss anything I’ve mentioned here in more detail.

Richard Gonzalez
Town Councilman; Tree Board Liaison
October 20, 2012, conducted by Michelle Beamon

1. What types of public participation exercises has the Town of Windermere participated in? Was it beneficial?

The Parks & Recreation Committee and the Tree Board took the lead in some urban planning ideas. Parks where the first projects and the planting of the trees. The Town has planted more
than a thousand trees. This has been a low funded project mostly done through donations. These boards are using grant writers to find additional funding.

The Horizons West development had requirements for when certain infrastructure would be built. Traffic was supposed to be diverted away from Windermere but it wasn’t. Now the Town gets approximately 20,000 cars per day of through traffic. This caused major traffic jams and there was a community planning session held. That started more formal planning for the town. The Town hired Canin & Associates to complete the downtown plan.

2. **What other park planning efforts is the Town of Windermere currently working on?**

They do fundraising events for the trees and parks.

3. **How do most citizens gain information on Town-wide events?**

Through the Town newsletter and the email database, the Town Manager has control of the email database.

4. **Could you please provide us with a short history of Butler Bay Park and its incorporation to the Town of Windermere?**

Butler Bay Park was owned and run by the HOA of the adjacent subdivisions. They were going to sell it since it was deteriorating. Mr. Gonzalez had suggested that the Town buy the Park. But the HOA ended up donating the Park along with a monetary donation.

5. **Could you please go into further detail about OUC’s “The Pines”?**

The Pines is a privately owned park. It is a for-rent park and the gates are not open for public use.

6. **What would you like to see in the open space plan? (wayfinding, site furnishing, amenities, connectivity, etc.)**

The plan should highlight the connectivity between the parks. The connectivity could be by trails or wildlife corridors and habitat. Mini habitats should be created in all of the parks, this will generate improvements everywhere. Keep some natural areas with the parks.

Create turtle nesting areas where there is water; there is not enough sand right now. They try to cross streets and die. These nesting areas and boxes would be maintained yearly.

Define the limits of the parks. The existing fences may not be in the right place. Some properties have access to parks through non-formal easements. Make these formal with expiration dates.
Rather than formal perimeters the perimeter could be wildlife corridor, eliminate plants that need trimming, watering. Let them take natural shape. No rails or barriers. Build small wildlife retention ponds, not just for water. Wildlife was being driven into the town. Encourage diversity of species of trees. Put in bird houses and bat houses, eagle and osprey nesting area. The eagle and osprey have lost their formal pine homes due to land clearing. Eliminate pesticide sprays and roundup in all parks. Each park should have a covered area, like a pavilion. Low maintenance seating areas. Golf cart trails, 10ft wide. Some kids/parents take golf carts to school, but the trails are not wide enough. Beautify the school.

7. What policies are in place for tree placement, removal, and species allowed?

The tree removal permit has been updated. Now instead of just requiring the owner to replant a tree on their property, they are allowed to pay a fee and the Town will plan a tree where it is needed. This is beneficially because the owners may not know how to take care of the trees.

The town promotes all Florida native plants as well as planting a variety of species. This is done to prevent against losing the whole stock to a disease. They would like more hickory trees; they are a good food source for turkeys and fox squirrels.

8. General Discussion Items

Mr. Gonzalez encouraged us to meet with Steven Withers, a Town resident. Mr. Withers is a world renowned architect. We should work with him on the design of Butler Bay. He may be willing to come to class to talk to us.

The Baptist church expanded in the 1980s. They closed off a street; there was a lot of opposition to this. They mitigated for this by taking over landscaping for two blocks. That was a major project for the town and they have done a great job with it.

The Town has started using high school students for city work. They have done tasks such as clearing areas in parks.

Sergio Duarte
Senior Environmental Specialist, Orange County Environmental Protection Division
Conducted by Jacques Colon
1. **What would you like to see in the open space plan?** (wayfinding, site furnishing, amenities, connectivity, etc.)
   - There is no specific lake front park in Windermere — something that is restful and peaceful. E.g.: Cypress Grove Park by Lake Jessamine can be taken as an example.
   - Find out how revenue can be generated from weddings
     - For example: look at how Magnolia Park generates revenue from weddings
       - This could probably help with maintenance costs
     - One of the major issues that most of the parks at Windermere faces — lack of maintenance due to lack of revenue
   - R. D. Keene Park (Windermere) which has a self – composting toilet.
   - Can put up an observatory area that goes through the wetlands
     - This can help in mitigating the impact.
   - Restrooms – not found in almost any of the parks in Windermere

2. **Is there a more extensive inventory available of current parks and recreational areas then what is available on the web site?**
   - Tennis courts across from the church – a lot of tennis courts, most of them likely to be private
   - R.D Keene park – private
   - It would be good to have a park map (with all parks + facilities within+ how they are connected – bike trails / sidewalks etc.)

Regarding GIS DATA:
   - Environmental Protection Division (EPD) has LIDAR Contour Mapping available which would be provided as a CD on request.
   - For the latest aerial photography, as well as historic aerial photos of the site, look at the Orange County Property Appraisers website.
   - Look at National Wetlands Inventory for data on the wetlands

3. **What information is available for the wetland areas? Format? What are the classification and environmental sensitivity? What restrictions for development is on this site?**
   - Designated as Wetland I → because of its ecological value as it is connected to a lake
     - Should have a buffer of 15 foot/ 25 foot average around the wetland to get approved for any kind of construction
     - The Buffer zone should be undisturbed → no mowing
     - Anything in/on/over the wetland requires permit.
   - However, if the proposal is such that it allows the use of the park for the general public (used by people from anywhere, without restricting its use to the people of Town of Windermere alone)-that is, if it is like an overriding public requirement, then there is a chance that the proposal could possibly be considered with special permit.
   - Existing Dock would require maintenance which would again require permit.
   - Not much exotic trees in the Butler Bay recreation area
o Provide wetland canopy within the area such that it provides food/shelter for the birds.
  o Trees like cypress, cordgrass etc. – preferred.
- Cattails (Native nuisance species)
  o It has to be removed as even though it is a native species, cattails are a dominant species that covers a lot of area and usually not very useful for animals.
  o It can also be a hiding area for alligators – which makes it dangerous.

4. Keene Park was described by the City of Windermere as being well-attended, what makes it so?
- R.D Keene Park seems to be the only one with Lake access which is at least 5 acres, but is privately owned.
- One reason is because the crowd goes there for what the park offers: for a soccer game or for fishing.

5. Additional Questions that need to be answered/ tasks to be fulfilled/comments:
  o Do you require LiDAR contour mapping for any the work?
  o Make sure to talk to Mark Darren ((407)-858-6100) to talk about pervious / impervious surface.
  o Butler Chain History:
    ▪ Windermere Water and Navigational District (1963) – which is a legally described area with 1000s of parcels and they pay into a fund which is known as MST that goes into stuff like maintenance of beauty of the lake, water management, marine patrol etc. ➔ find out more about this, ask if any revenue can be generated through this means.
    ▪ Lake Crescent – largest feeder to Lake Butler and because of its largest contribution (in the form of volume), it is the largest contributor of pollution as well.
  o There is no specific lake front park in Windermere and Butler Bay might be able to satisfy that concern.

Donna Steele
Board Member, Parks and Recreation Committee
Email Correspondence; conducted by Matt Mcintosh

Parks and Recreation really appreciates all the time and effort you have spent on our Town of Windermere project. I will try to answer your questions as best I can tonight, and will meet with you tomorrow.
Parks and Recreation created a Master Plan in 1996 that included a resident survey. I can get you a copy of that. It includes a 2020 Vision Plan.

1. Public Participation

7-1-2007 We received 2 FRDAP Grants and held several public meetings.
Lake Street Grant Walking Trail $112,500
Very controversial since the homeowners did not own the lakefront. P&R created a walking path with a green material that has not been maintained. Central Park Grant $112,500 Pavilion, kids and teens playground equipment, 1/4 mile circular asphalt walking path. And we moved the "Operation Pride" old equipment to Palmer Park with the help of an Eagle Scout project.

2. **Other Park Planning**

Butler Bay Recreation Center and Pocket Park. Pocket Park is controversial. Small, green, sits between First Baptist Church of Windermere and TOW business district.

3. **Gain Information**

In the past, most residents gained their info through the hard copy Town newsletter, banners hung at Town entrances, and word of mouth. Now possibly through TOW website, facebook, twitter.

4. **Short History of Butler Bay**

January, 2011 TOW acquired Butler Bay after 3 Homeowners Associations neglected the property for many years. TOW Council had numerous meetings between October and January. Decision was to accept neglected property for $25,000 for a 9.4 acre lakefront park.

5. **Open Space Plan**

Parks and Recreation supports an open space plan. The town currently has approx. 2,500 residents. We have Central Park and Palmer Park with park equipment for kids and teens in both parks. Two outdoor basketball courts and 6 tennis courts. P&R would like to see at Butler Bay Lake Crescent a clean-up and access for swimming, dock restoration, kayak and canoes, low impact sports like volleyball, kickball, soccer, etc. on the island.

6. **Extensive Inventory**

P&R can easily drive you through our parks in a golf cart so you can see "our amenities" in person.

7. **Connectivity**
P&R would like to create a map of connectivity to our parks. The Windermere 5K Run Among the Lakes is a great event that already follows the town’s lakefront. See [www.TriFlorida.com](http://www.TriFlorida.com) and go to Windermere 5K Run Among the Lakes Course Map.
# Sign-In Sheets

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<th>Physical Address</th>
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<td>Robert Smith</td>
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<td>Jana Sharp</td>
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<td>505 2nd Ave W</td>
<td><a href="mailto:knsamuel@comcast.net">knsamuel@comcast.net</a></td>
<td>404-765-4321</td>
</tr>
<tr>
<td>Frank Close</td>
<td>935 Oakdale St</td>
<td><a href="mailto:frcl@123.com">frcl@123.com</a></td>
<td>401-555-1234</td>
</tr>
<tr>
<td>CT Allen</td>
<td>305 Palm St</td>
<td><a href="mailto:cballen@123.com">cballen@123.com</a></td>
<td>404-765-1234</td>
</tr>
<tr>
<td>Theresa Smidzinski</td>
<td>2713 Third Place</td>
<td><a href="mailto:tsmidzinski@123.com">tsmidzinski@123.com</a></td>
<td>404-765-1234</td>
</tr>
<tr>
<td>Ashley Rumble</td>
<td>3351 1st Ave E</td>
<td><a href="mailto:arumble@123.com">arumble@123.com</a></td>
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</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Name</th>
<th>Physical Address</th>
<th>Email Address</th>
<th>Phone Number</th>
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<tbody>
<tr>
<td>Stephen Winters</td>
<td>712 Main St</td>
<td><a href="mailto:sewinters@123.com">sewinters@123.com</a></td>
<td>551-545-2301</td>
</tr>
<tr>
<td>Jeff Mccrady</td>
<td>1000 Park Lake Rd</td>
<td><a href="mailto:jmccrady@123.com">jmccrady@123.com</a></td>
<td>504-234-5678</td>
</tr>
<tr>
<td>Jim Ross</td>
<td>5361 W. Lake Butler Pk</td>
<td><a href="mailto:jimross@123.com">jimross@123.com</a></td>
<td>404-123-4567</td>
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Stakeholder Comment Cards

Town of Windermere
Fall Forum
November 14, 2012

Name: Molly Rose
Address:

Telephone: __________________________ Email: __________________________

UCF and the Town of Windermere are interested in your feedback regarding the Butler Bay Park and the Town of Windermere Open Space Plan.

Do you have additional questions or concerns that were not addressed at the meeting?

Annexation of several properties west of town

Need more land out - Loop 535

Please submit this comment card to the Fall Forum Staff at the meeting.

---

Town of Windermere
Fall Forum
November 14, 2012

Name: Therese Siderow-Siemens
Address: 3713 Tryon Park, Windermere, FL

Telephone: 407-579-4621 Email: theressesiemens@gmail.com

UCF and the Town of Windermere are interested in your feedback regarding the Butler Bay Park and the Town of Windermere Open Space Plan.

Do you have additional questions or concerns that were not addressed at the meeting?

I DO WANT TO SEE A PICNIC PAVILLON AT BUTLER BAY PARK WITH KIDS AREAS BUT THAT WAS NO EXAMPLE OF THIS OFFSITE.

Please submit this comment card to the Fall Forum Staff at the meeting.
Town of Windermere
Fall Forum
November 14, 2012

Name: STEPHEN WITHERS  Address: 12 MAIN ST
Telephone: 321-945-2501  Email: SEWARCH@HOTMAIL.COM

UCF and the Town of Windermere are interested in your feedback regarding the Butler Bay Park and the Town of Windermere Open Space Plan.

Do you have additional questions or concerns that were not addressed at the meeting?
  * NEED BETTER TURN OUT OF CITIZENS.
  * NEED COMMITMENT OF CITIZENS TO FOLLOW RECOMMENDATIONS.

Please submit this comment card to the Fall Forum Staff at the meeting.

---

Passive Board
Stakeholder Design Board
Survey Sample

The goal of this survey is to determine what features and activities you envision to be at the Butler Bay Recreation Center. Conducted by the Urban and Regional Planning Masters students at the University of Central Florida.

Are you a resident of the Town of Windermere?

- Yes
- No

Active Board Section

Scroll down to rank each image shown
## Qualtrics Survey Results

### Active Board

<table>
<thead>
<tr>
<th>Picture</th>
<th>Description</th>
<th>Rating Scale</th>
<th>Mean</th>
<th>Number of Responses</th>
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<td>Mean</td>
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<td>1</td>
<td>2</td>
<td>3</td>
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<tr>
<td>Bocce Ball</td>
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<td>1</td>
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<td>Frisbee Golf</td>
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<td>1</td>
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<td>Dog Park</td>
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<td>5</td>
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<td>Chess</td>
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<td>Putting Green</td>
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<td>Table Tennis</td>
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**Passive Board**

<table>
<thead>
<tr>
<th>Picture</th>
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<th>Number of Responses</th>
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<tr>
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<td></td>
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<td>2</td>
<td>3</td>
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<tr>
<td>Trees</td>
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<td>0</td>
<td>2</td>
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<tr>
<td>Child on Dock</td>
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<td>0</td>
<td>4</td>
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<td>Walkway Through Woods</td>
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<td>1</td>
<td>2</td>
<td>3</td>
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<tr>
<td>Boardwalk</td>
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<td>0</td>
<td>4</td>
<td>3</td>
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<tr>
<td>Natural Canal</td>
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<td>4</td>
<td>3</td>
</tr>
<tr>
<td>Picture</td>
<td>Description</td>
<td>Rating Scale</td>
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<td><img src="image4" alt="Stone Bridge" /></td>
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<td><img src="image10" alt="Water Garden" /></td>
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</table>
38. Is there anything else that was not presented that you would like to be added to the Butler Bay Recreation Center?

<table>
<thead>
<tr>
<th>Text Response</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bathrooms at pavilion</td>
</tr>
<tr>
<td>My opinions were based on we already have enough parks geared for children. We also need LOW MAINTENANCE items. I think an outdoor theatre would be super and good for all ages. I think the amount of money to be spent, and maintenance of ALL, are important factors in any decisions. One photo seemed to be a repeat, and some just did not apply at all.</td>
</tr>
<tr>
<td>Any type other than a passive park should have restrooms. This park had restrooms until the building was demolished and an asset was wasted. The town does not have the funds to provide non passive parks as the public works department will not manicure or keep up with the &quot;toys&quot; or game pieces. A dog park would not be good on the edge of the lake.</td>
</tr>
<tr>
<td>Any thing that requires alot of maintenance should be carefully considered as far as who will take care of keeping it maintained. The town has a history of grandiose projects that are nice when installed and a group or committee is responsible to maintain but the excitement quickly wains, the maintenance declines and soon we have an eyesore that ultimately ends up being removed.</td>
</tr>
<tr>
<td>play field</td>
</tr>
<tr>
<td>Would like to see different kind of pavilion built on remaining slab. One with bathrooms, outdoor grilling and sink area, and closed in screening to keep mosquitoes out.</td>
</tr>
<tr>
<td>Tennis, Basketball, volley ball, playground, shade, water access via beach and dock could all be added.</td>
</tr>
<tr>
<td>Canoe ramp and water sports</td>
</tr>
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</table>

<table>
<thead>
<tr>
<th>Statistic</th>
<th>Value</th>
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<tbody>
<tr>
<td>Total Responses</td>
<td>8</td>
</tr>
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</table>
Exhibit:

Strategic Civic Land Use Planning
Town of Windermere, FL

Legend
- Town of Windermere Boundary
- Butler Bay Recreation Center
- Park & Recreation Area
- Road with Continuous Sidewalk

Pedestrian Transportation Infrastructure
0 1,200 ft
Selected Resources


