



TOWN COUNCIL WORKSHOP

Mayor Andy Williams

Council Members

CT Allen

Mandy David

Tony Davit

Brandi Haines

Tom Stroup

Agenda

Agenda

September 22, 2026

6:00 PM

VIRTUAL

JOIN ZOOM MEETING: [HTTPS://WWW.ZOOM.COM/](https://www.zoom.com/)

MEETING ID: 842 1116 8167

PASSCODE: 424519

ONE TAP MOBILE: +1 (305) 224-1968, 84211168167# US

PLEASE TURN OFF ALL CELL PHONES

PLEASE NOTE: IN ACCORDANCE WITH F.S. 286.26: Person with disabilities needing assistance to participate in any such proceedings should contact the Office of the Clerk at least 48 hours beforehand at (407) 876-2563.

Pursuant to Resolution No. 2005-12 adopted on December 13, 2005, the following Civility Code shall govern all proceedings before the Town of Windermere Town Council Workshop:

1. All electronic devices, including cell phones, shall be either turned off or otherwise silenced.
2. Prolonged conversation shall be conducted outside Council meeting hall.
3. Whistling, heckling, gesturing, loud conversations, or other disruptive behavior is prohibited.
4. Only those individuals who have signed the speaker list and/or who have been recognized by the Mayor (or Chair) may address comments to the Council.
5. Comments at public hearings shall be limited to the subject being considered by the Council
6. Comments at Open Forums shall be directed to Town issues.
7. All public comments shall avoid personal attacks and abusive language
8. No person attending a Town Council Workshop meeting is to harass, annoy, or otherwise disturb any other person in the room.

Any member of the public whose behavior is disruptive and violates the Town of Windermere Civility Code is subject to removal from the Town Council Workshop meeting by an officer and such other actions as may be appropriate. PLEASE NOTE: IN ACCORDANCE WITH F.S. 286.0105: Any person who desires to appeal any decision at this meeting will need a record of this proceeding. For this, such person may need to ensure that a verbatim record of such proceedings is made, which includes the testimony and evidence upon which the appeal is to be based.

AGENDA

1. CALL TO ORDER

2. DISCUSSION ITEM(S)

Boat Pass and Tennis Pass Fees Discussion:

RESOLUTION NO. 2026-05: (Boat Pass Fees - Attachments - Board Option: Workshop - No Vote)

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, ESTABLISHING THE ANNUAL BOAT LAUNCH PASS FEE; MAINTAINING THE ANNUAL RENEWAL DATE FOR BOAT LAUNCH PASSES; SUPERSEDING RESOLUTION NO. 2010-14; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

RESOLUTION NO. 2026-06: (Tennis Pass Fees - Attachments - Board Option: Workshop - No Vote)

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, ESTABLISHING THE ANNUAL TENNIS COURT USE PASS FEE; MAINTAINING THE ANNUAL RENEWAL DATE FOR TENNIS COURT USE; SUPERSEDING RESOLUTION NO. 2010-14; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

3. ADJOURN



EXECUTIVE SUMMARY

SUBJECT: Parks & Recreation Committee – Tennis Court Key and Boat Launch Pass Fee Review
REQUESTED ACTION: _____

☒ Work Session (Report Only) **DATE OF MEETING:** 9/22/2026
☐ Regular Meeting ☐ Special Meeting

CONTRACT: ☐ N/A Vendor/Entity: _____
Effective Date: _____ Termination Date: _____
Managing Division / Dept: Parks and Recreation Committee - Public Works

BUDGET IMPACT: _____
☐ Annual **FUNDING SOURCE:** _____
☐ Capital **EXPENDITURE ACCOUNT:** _____
☐ N/A

HISTORY/FACTS/ISSUES:

Mayor & Council,

The Parks and Recreation Committee previously reviewed the Town's annual tennis court and boat launch fees and recommended that Council consider increasing the tennis court fee from \$25 to \$50 and the boat launch/Park Pass fee from \$35 to \$50. At the September 8, 2026 meeting, Town Council tabled the fee resolutions and requested additional information regarding the Town's historical expenditures for these services before determining an appropriate fee.

Public Works and Finance subsequently compiled five fiscal years of actual expenditures for each service. Tennis court expenditures totaled \$96,023.80 over the five-year period, for an average annual expenditure of \$19,204.76. Boat ramp expenditures totaled \$45,601.00 over the same period, for an average annual expenditure of \$9,120.20.

The Town also confirmed the actual number of current users: 232 tennis court keys and 158 boat ramp passes. Using those actual participation levels, the fee required to recover the five-year average annual cost is approximately \$82.78 per tennis key and \$57.72 per boat ramp pass.

Council does not have to recover 100% of the historical average cost. Residents and property owners already support Town parks and recreational facilities through general Town revenues. The tables below are intended to show Council the amount of user-fee revenue and the remaining Town subsidy at several possible fee levels so Council can determine the appropriate balance between user contribution and general-fund support.

TENNIS COURT KEY - COST RECOVERY OPTIONS

Five-year average annual cost: \$19,204.76 | Current Keys Issued 232 | Exact break-even fee: \$82.78

Annual Key Fee	Annual Revenue	Town Subsidy	Cost Recovery
\$25 – Current	\$5,800.00	\$13,404.76	30.2%
\$50	\$11,600.00	\$7,604.76	60.4%
\$60	\$13,920.00	\$5,284.76	72.5%
\$75	\$17,400.00	\$1,804.76	90.6%
\$82.78 – Break Even	~\$19,204.96	~\$0	100%

At the current \$25 fee, 232 tennis keys generate approximately \$5,800 annually, leaving approximately \$13,404.76 of the five-year average annual cost supported by the Town. A \$50 fee would generate approximately \$11,600 and leave a Town subsidy of approximately \$7,604.76. The calculated break-even fee is approximately \$82.78 per key.

BOAT RAMP PASS - COST RECOVERY OPTIONS

Five-year average annual cost: \$9,120.20 | Current Passes Issued: 158 | Exact break-even fee: \$57.72

Annual Pass Fee	Annual Revenue	Town Subsidy / (Surplus)	Cost Recovery
\$35 – Current	\$5,530.00	\$3,590.20 subsidy	60.6%
\$45	\$7,110.00	\$2,010.20 subsidy	78.0%
\$55	\$8,690.00	\$430.20 subsidy	95.3%
\$60	\$9,480.00	(\$359.80) surplus	103.9%
\$57.72 – Break Even	~\$9,120	~\$0	100%

At the current \$35 fee, 158 boat ramp passes generate approximately \$5,530 annually, leaving approximately \$3,590.20 of the five-year average annual cost supported by the Town. A \$55 fee would recover approximately 95.3% of the average annual cost, leaving approximately \$430.20 supported by the Town. The calculated break-even fee is approximately \$57.72 per pass. A \$60 fee would generate approximately \$9,480, slightly exceeding the five-year average annual expenditure by approximately \$359.80.

COST AND POLICY CONSIDERATIONS

The five-year averages include both routine operating expenses and periodic larger maintenance and capital-type expenses. For tennis, the expenditure history includes resurfacing, lighting, windscreens, keys and locks, nets, gates, equipment, and related repairs. For the boat ramps, the expenditure history includes gate and access-control work, fencing, locks and keys, security improvements, repairs, and grounds-related work. Using a multi-year average helps spread those periodic larger costs across several years rather than setting a fee based only on a single high- or low-cost fiscal year.

The break-even rates are based on the current participation levels of 232 tennis keys and 158 boat ramp passes. Actual cost recovery will vary if participation changes after a fee adjustment or if annual expenditures differ from the five-year average.

COMMITTEE / STAFF ANALYSIS

If Town Council's policy objective is to recover approximately 100% of the five-year average annual expenditures from the users of these services, the calculated break-even rates are approximately \$82.78 for an annual tennis court key and \$57.72 for an annual boat ramp pass. For ease of administration, Council could elect to round those amounts when establishing the final fees.

Council is not required to recover 100% of these costs through user fees. If Council determines that a portion of these recreational services should continue to be supported through general Town revenues, Council may select lower fees using the cost-recovery tables above. The tables illustrate the fiscal effect of the various fee levels and allow Council to determine the appropriate balance between user fees and Town subsidy.

COUNCIL DISCUSSION / NEXT STEPS

The September 22, 2026 meeting is a Town Council Workshop and is intended for discussion and direction only; no formal action will be taken. Council may discuss the appropriate level of cost recovery for each service and provide direction regarding the annual tennis court key fee and boat launch pass fee.

Based on Council's direction at the Workshop, the separate tennis court and boat launch fee resolutions may be revised to reflect the fee levels Council wishes to consider. The resolutions may then be brought forward for formal consideration and possible action at the October 13, 2026 Town Council meeting.

RESOLUTION NO. 2026-05

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, ESTABLISHING THE ANNUAL BOAT LAUNCH PASS FEE; MAINTAINING THE ANNUAL RENEWAL DATE FOR BOAT LAUNCH PASSES; SUPERSEDING RESOLUTION NO. 2010-14; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, on August 14, 2001, the Town Council adopted Ordinance No. 2001-09 creating a pass to allow residents and property owners to launch and recover boats or watercraft from property owned by the Town of Windermere (the “Town”); and

WHEREAS, on July 11, 2006, the Town Council adopted Ordinance No. 2006-07, authorizing the Town Council to establish and amend by resolution provisions relating to boat launch passes; and

WHEREAS, on November 9, 2010, the Town Council adopted Resolution No. 2010-14 addressing boat launch passes and establishing October 1 as the annual renewal date for both passes; and

WHEREAS, the Town Council desires to maintain October 1 as the annual renewal date for boat launch passes; and

WHEREAS, the Town currently charges an annual boat launch pass fee of Thirty-Five Dollars (\$35.00); and

WHEREAS, the Town provides and maintains boat access facilities for eligible Town residents and property owners, which require ongoing maintenance, repairs, shoreline and waterfront maintenance, grounds maintenance, and future capital improvements; and

WHEREAS, one of the Town's boat access facilities includes controlled access infrastructure consisting of a gate, fencing, and an access system that requires ongoing maintenance, repair, and eventual replacement; and

WHEREAS, the Town Council finds that users of the Town's boat access facilities should provide a reasonable contribution toward the costs associated with operating, maintaining, repairing, and improving those facilities while the Town continues to subsidize these recreational amenities for the benefit of eligible residents and property owners; and

WHEREAS, the Town Council finds that increasing the annual boat launch pass fee from Thirty-Five Dollars (\$35.00) to Fifty Dollars (\$50.00) is reasonable and appropriate; and

WHEREAS, the Town Council finds that the fees established herein are reasonable, serve a valid municipal purpose, and are in the best interests of the Town of Windermere and its residents and property owners.

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, AS FOLLOWS:

SECTION 1. RECITALS.

The foregoing recitals are hereby ratified and confirmed as true and correct and are incorporated herein by reference.

SECTION 2. ANNUAL BOAT LAUNCH PASS FEE.

The annual boat launch pass fee for eligible Town residents and property owners shall be Fifty Dollars (\$50.00) per year.

The boat launch pass shall provide access to authorized Town boat access facilities in accordance with the eligibility requirements, regulations, restrictions, and other requirements established by the Town Code and applicable Town policies.

SECTION 3. ANNUAL RENEWAL DATE.

Boat launch passes shall be renewable annually by October 1 of each year unless and until the Town Council establishes a different renewal date by resolution.

SECTION 4. FEE DIRECTORY.

The Town Clerk is hereby authorized and directed to update the Town of Windermere Fee Directory to reflect the annual fees established herein.

SECTION 5. USE AND PURPOSE OF FEES.

Revenue generated through the boat launch pass program shall help offset the costs associated with the operation, maintenance, repair, and improvement of the Town's boat access facilities.

Boat launch pass revenue may help offset costs associated with boat ramp maintenance and repairs; gate, fencing, and access system maintenance and repairs at the controlled-access boat ramp; shoreline and waterfront maintenance; grounds and landscape maintenance; routine inspections and upkeep; administration of the boat launch pass program; and future capital repairs and improvements associated with Town boat access facilities.

SECTION 6. OTHER REQUIREMENTS.

Except for the fees established by this Resolution, nothing herein shall be construed to modify other eligibility requirements, operating regulations, restrictions, access requirements, or provisions contained in the Town of Windermere Code of Ordinances or applicable Town policies governing the use of Town boat access facilities.

SECTION 7. SUPERSEDING RESOLUTION.

Resolution No. 2010-14 is hereby superseded and replaced by this Resolution.

SECTION 8. SEVERABILITY.

If any section, sentence, clause, phrase, word, or provision of this Resolution is held invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity of the remaining portions of this Resolution.

SECTION 9. EFFECTIVE DATE.

This Resolution shall become effective October 1, 2026, and the fees established herein shall apply to boat launch passes issued or renewed on or after that date.

RESOLVED AND ADOPTED by the Town Council of the Town of Windermere, Florida, this ____ day of _____, 2026.

Loren “Andy” Williams, Mayor

ATTEST:

Dorothy Burkhalter, MMC, FCRM
Town Clerk

APPROVED AS TO FORM AND LEGAL SUFFICIENCY:

Heather Ramos, Town Attorney

RESOLUTION NO. 2026-06

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, ESTABLISHING THE ANNUAL TENNIS COURT USE PASS FEE; MAINTAINING THE ANNUAL RENEWAL DATE FOR TENNIS COURT USE; SUPERSEDING RESOLUTION NO. 2010-14; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, on October 12, 1999, the Town Council of the Town of Windermere, Florida, adopted Ordinance No. 99-6 creating a pass to allow residents and property owners to access tennis courts owned by the Town of Windermere (the “Town”); and

WHEREAS, on June 13, 2006, the Town Council adopted Ordinance No. 2006-02, authorizing the Town Council to establish and amend by resolution provisions relating to tennis court use passes; and

WHEREAS, on November 9, 2010, the Town Council adopted Resolution No. 2010-14 addressing tennis court use passes and establishing October 1 as the annual renewal date for both passes; and

WHEREAS, the Town Council desires to maintain October 1 as the annual renewal date for tennis court use passes; and

WHEREAS, the Town currently charges an annual family tennis court use pass fee of Twenty-Five Dollars (\$25.00); and

WHEREAS, the Town provides and maintains tennis facilities for the recreational use of eligible Town residents and property owners, which require ongoing operation, maintenance, repair, and periodic capital improvements, including court resurfacing, nets and court equipment, fencing, lighting, access controls, and related facility improvements; and

WHEREAS, the Town has reviewed tennis court fees and access practices of other local governments in Central Florida and has determined that an adjustment to the Town's annual tennis court use pass fee is reasonable and appropriate; and

WHEREAS, the Town Council finds that users of the Town's tennis facilities should provide a reasonable contribution toward the costs associated with operating, maintaining, repairing, and improving those facilities while the Town continues to subsidize these recreational amenities for the benefit of eligible residents and property owners; and

WHEREAS, the Town Council finds that increasing the annual family tennis court use pass fee from Twenty-Five Dollars (\$25.00) to Fifty Dollars (\$50.00) is reasonable and appropriate; and

WHEREAS, the Town Council finds that the fees established herein are reasonable, serve a valid municipal purpose, and are in the best interests of the Town of Windermere and its residents and property owners.

NOW, THEREFORE, BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF WINDERMERE, FLORIDA, AS FOLLOWS:

SECTION 1. RECITALS.

The foregoing recitals are hereby ratified and confirmed as true and correct and are incorporated herein by reference.

SECTION 2. ANNUAL TENNIS COURT USE PASS FEE.

The annual tennis court use pass fee for eligible Town residents and property owners shall be Fifty Dollars (\$50.00) per family, per year.

The tennis court use pass shall provide access to Town tennis facilities in accordance with the eligibility requirements, regulations, restrictions, and other requirements established by the Town Code and applicable Town policies.

SECTION 3. ANNUAL RENEWAL DATE.

Tennis court use passes shall be renewable annually by October 1 of each year unless and until the Town Council establishes a different renewal date by resolution.

SECTION 4. FEE DIRECTORY.

The Town Clerk is hereby authorized and directed to update the Town of Windermere Fee Directory to reflect the annual fees established herein.

SECTION 5. USE AND PURPOSE OF FEES.

Revenue generated through the tennis court use pass program shall help offset the costs associated with the operation, maintenance, repair, and improvement of the Town tennis facilities.

Tennis court use pass revenue may help offset costs associated with court resurfacing and repairs, nets and court equipment, fencing and gates, lighting, access controls, routine maintenance, and future capital improvements to Town tennis facilities.

SECTION 6. OTHER REQUIREMENTS.

Except for the fees established by this Resolution, nothing herein shall be construed to modify other eligibility requirements, operating regulations, restrictions, access requirements, or provisions contained in the Town of Windermere Code of Ordinances or applicable Town policies governing the use of Town tennis courts.

SECTION 7. SUPERSEDING RESOLUTION.

Resolution No. 2010-14 is hereby superseded and replaced by this Resolution.

SECTION 8. SEVERABILITY.

If any section, sentence, clause, phrase, word, or provision of this Resolution is held invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity of the remaining portions of this Resolution.

SECTION 9. EFFECTIVE DATE.

This Resolution shall become effective October 1, 2026, and the fees established herein shall apply to tennis court use passes issued or renewed on or after that date.

RESOLVED AND ADOPTED by the Town Council of the Town of Windermere, Florida, this ____ day of _____, 2026.

Loren “Andy” Williams, Mayor

ATTEST:

Dorothy Burkhalter, MMC, FCRM
Town Clerk

APPROVED AS TO FORM AND LEGAL SUFFICIENCY:

Heather Ramos, Town Attorney