




MEMORANDUM

Date: April 11, 2024

To: Honorable Mayor and Commissioners

Via: Albert P. Childress
City Manager 

From: Katie P. Halloran
Director, Planning Department

Subject: **24-5446 - Authorizing an Annexation Study pursuant to Comprehensive Plan Chapter 1, entitled "Future Land Use Element," Objective 1-1.8 entitled "Annexation Studies," Chapter 8, entitled "Intergovernmental Coordination Element," Policy 8-1.1.4, entitled "Annexation Studies," and Chapter 1A, entitled Historic Preservation," Policy 1A-1.1.6, entitled "Annexation;" pursuant to Chapter 90, Article VI, Division 3, entitled "Comprehensive Plan Amendments" of the Land Development Regulations of the Code of Ordinances of the City of Key West, Florida; Providing for severability; Providing for repeal of inconsistent provisions; Providing for an effective date.**

Introduction

Objective 1-1.8 of the Comprehensive Plan includes provisions to *"develop a plan for managing potential annexations, including areas such as South Stock Island and Key Haven. Therefore, by 2017 the City of Key West shall prepare an annexation study which analyzes the potential for incorporating Key Haven. By 2020, the City shall prepare an annexation study that analyzes the potential for annexing South Stock Island. The studies shall document issues surrounding potential development within the unincorporated urban areas."*

To date, the City has not commenced an annexation study of either Key Haven (2017) or Stock Island (2020). On February 15, 2024, the Planning Board voted to pass a resolution to the City Commission to initiate an annexation study for portions of Key Haven and Stock Island.

Background

Pursuant to Comprehensive Plan Policy 1A-1.1.6 (Annexation), *"In the event of any annexation of land, normal city procedures shall apply as described in Policy 1.1.1 above. The timing of such activities shall coincide with other survey initiatives, so as to ensure efficient use of time and resources."*

In addition, Chapter 8 – Intergovernmental Coordination Element of the Comprehensive Plan and Chapter 1 – Future Land Use Element both establish a rationale and requirements associated with any annexation studies. The Comprehensive Plan specifically states that “The City of Key West *“acknowledges a need to prevent urban sprawl and disjointed urban service delivery systems.”*

In establishing a plan to manage potential annexations, including such areas as Key Haven and Stock Island, the Comprehensive Plan provides specific guidelines for the preparation of any such annexation study. Policy 1-1.8.1, entitled Parameters of the Annexation Study states that the annexation study “shall” include:

1. Review and evaluation of Monroe County land development forecasts and supportive documentation associated with development within the unincorporated urban areas comprising South Stock Island and Key Haven.

2. The analyses should consider at a minimum:

- a. Population and housing projections.
- b. Traffic circulation linkages and issues of mutual City/County concern.
- c. Water and wastewater service systems, including intergovernmental coordination issues.
- d. Drainage and natural water basins.
- e. Natural features restricting development.

3. Identify linkages established by employment and/or consumer good markets which may effectively link residents of South Stock Island and Key Haven with the City of Key West.

4. Analyze infrastructure issues, including improvement needs based on development forecasts.

5. Determine unincorporated areas which should logically be serviced by the City of Key West Utilities. Identify relative advantages and disadvantages.

6. Recommend a strategy for improving, planning and managing development within South Stock Island and Key Haven, including annexation alternatives. The recommendations shall include but not be limited to:

- a. Procedures for intergovernmental coordination of land use policy governing development within these unincorporated areas; and
- b. Policies and or actions for developing efficient systems for:
 - i. delivering municipal services; and
 - ii. achieving diversification of the municipal tax base.

The Comprehensive Plan recommends the preparation of annexation studies for Key Haven and South Stock Island in order to prevent urban sprawl and disjointed urban service delivery systems. As noted above, these studies were to be completed in 2017 (Key Haven) and 2020 (South Stock Island). It is important to note that the language contained in the Comprehensive Plan is mandatory with respect to the preparation of annexation studies. It states that the City “shall” prepare said studies. Since the call for an annexation study

is contained in numerous sections of the Comprehensive Plan, including Chapter 8 – Intergovernmental Coordination Element, consideration should be given to working with Monroe County in the preparation of any annexation studies.

Procurement

The estimated cost of any annexation study is difficult to discern but the information noted above, which is required to be included in the studies, is significant and will require a high-level of economic, demographic, and land use analysis to be effective.

Recommendation

This item was recommended for approval by the Planning Board at their February 15, 2024 hearing.