City Council Minutes

Workshop Meeting 11/24/86

City Council Chambers 735 Eighth Street South Naples, Florida 33940



	-SUBJECT-				Page
JOINT CITY/COUNTY ANN	EXATION DISCUSSION				1-8
				1 1	
			•	.1	
			1	i	
			:	1	
				>	
				r '	
					and the same of th
				t	Name of Street, or other party of the Street, or other party or ot
•					
			1		
•					
		1 1 1			
				. !	and a second
				• • •	
				**	
			1		1



Workshop Minutes

Time 11:00 a.m.

Date 11/24/86

Mayor Putzell	called the meeting to order and presided as Chairman						
	e adense to the control of the contr			Euro	vc	TE	
PRESENT:	Edwin J. Putzell, Jr., Mayor Max A. Hasse, Jr., Chairman, Collier County Commission	etopo en ezu elrevozio boelar est boelar cuo	HOH	EC	5 m		ABS
	City Councilmen: Kim Anderson-McDonald William E. Barnett	COUNCIL MEMBERS .	ON		100	N	E N T
	William F. Bledsoe Alden R. Crawford, Jr. John T. Graver (arrived 12:05 p.m.) Lyle S. Richardson	l input fro etrell excil with resp	18				
	County Commissioners: Arnold Lee Glass John A. Pistor Burt L. Saunders	computame e c al e saleyr choi	igli Jax	and onne onne			
ABSENT:	Anne Goodnight, County Commissioner	okiliku as	20	nin	9		
ALSO PRES		v inecent be	01				
	Franklin C. Jones, City Manager Donald Lusk, County Manager David W. Rynders, City Attorney Roger J. Barry, Naples Community Development Director		H S A TO A	140			
	Janet Cason, City Clerk Tara A. Norman, Administrative Assistant to City Manager						
	Kenneth Cuyler, County Attorney Neil Dorrill, Assistant County Manager George Archibald, County Public Works Administrator Tom Crandall, County Utilities	proved d	2018	100 11 106			
	Administrator Dave Pettrow, County Community Development Administrator	to local					
	Kenneth S. Small, Florida League of Cities Kurt Spitzer, State Association of	done branch		09			
	County Commissioners Jerry Sealy, Naples Airport Authority Charles Andrews			de			
	Howard Allman Chuck Curry, Naples Daily News			E ne			
	Carl Loveday, TV-9 Todd Holzman, Miami Herald Bill Upham, Naples Times	n vacona in		br		The state of the s	
staff cit significa are peopl appropria to the interest,	czell welcomed County Commissioners and cing the City and County governments' ant impact upon each other. Because all le of good spirit, he said, it is only ate for the City to extend an invitation County to work on matters of common particularly since there are new members bunty Commission.	of world and company of the company					
	to will add landad of maintain and maintain and maintain and maintain and maintain and maintain area. The contract and maintain area and maintain area and maintain area and maintain area and maintain area.	Codingy poly	-				
		F		1		1	- 1

CITY OF NAPLES, FLORIDA				VU	TE	1	
City Council Minutes Date 11/24/86	COUNCIL MEMBERS	M O T I O N	SECOND	YES	N O	A B S E N T	
Mayor Putzell said he hoped that this session would be the first in a series of public workshops to discuss matters of importance to both groups, today's discussion being on annexation. This matter has raised several questions recently, he pointed out, and the Council has been receiving input, including from experts in the field, and it occurred to the Council that the County Commissioners would be equally interested in this subject.	i called the Edwin J. Man A. H Col Col Col Edwin Min Min Min Min Min Min Min Min Min M	TH	23	G.			
When all input from various sources is received, Mayor Putzell explained, the City will formulate a policy with respect to annexation, including possible amendment of the comprehensive plan, and then be in a position to judge potential annexations against this policy.	County C Lyl County C Am Am						
Other matters of common interest include such things as utilities, there being service areas in both the City and County, said Mayor Putzell, who mentioned recent work between the two entities on clarification of clouded areas with reference to utility service. He suggested that another area for discussion be beautification as well as celebration of the bicentennial of the Constitution of the United States. Mayor Putzell also suggested addressing programs for area youth.	Anne Good Franklin Franklin Domald I David W. Roger J. David David	TI	88		Andreas and the same and the spicious and terrorises and terrorises and the spicious and the same and the same		
To begin the discussion of annexation, Mayor Putzell introduced Kenneth S. Small, director of economic research for the Florida League of Cities, giving a brief description of Mr. Small's background and experience (Attachment #1).	Tare A. Republication of the Manager A. Republication of the M		And the company at a taken was any the district way to everal this				
Mr. Small outlined the definition of annexation as a legal tool for cities to increase limits and adjust for growth, via Chapter 171, Florida Statutes, which outlines procedures. Annexation can be done by: 1) Special Act of the Legislature; 2) Voluntary annexation; or 3) Non-voluntary annexation which requires a dual referendum both outside and inside the area to be annexed.	Acm Crare Dave E. t Dav Dav Kennern of Kurt Sp. Col		der besteht der	Million de l'exemple de l'exemp			
Although annexation is impossible for such cities as Fort Lauderdale because it is an "imbedded central city" already surrounded by other cities, Mr. Small explained, the opposite is true of free-standing cities without many adjacent suburbs and much vacant land available for growth and the extension of boundaries.	Charles Roward d Chuok C Carl Lor Todd He Fill Up		вудсудумиливия институт придодня чення на вення	mentante de proposition de la Colonia de la			
Following World War II, a great influx of population occurred in Florida (2.7-million people in 1950 compared to 9.7-million in 1980), Mr. Small pointed out, and until the 1970's cities were growing much faster than unincorporated areas surrounding them. Now, however, 52% of the state's population lives in cities. Unincorporated areas are rapidly increasing in size in comparison to cities as illustrated by the increase in Collier County population to that of the City of Naples. One reason for this trend cited by Mr. Small is that land is less costly outside the city limits; this, however, puts additional burdens upon counties to provide city-type services.	utcell we dring the cant impac ple of go late for t County County Comm	A STATE OF S				aktyri dan sareja nisaraproto giriguari 2014 ramandadi Bassi dan safaqası olduğunun idalarının	
Traditionally cities provide municipal services while counties traditionally provide courts,							
-2-							

					VO	11	1
CITY OF NAPLES, FLORIDA City Council Minutes Date	11/24/86	COUNCIL	M O T O N	SECOND	YES	NO	E S E N
	ide corporate with population , counties must ces which makes ies which might	meldodd a meldodd a partodae gantodae gantodae gantodae gantodae		100 T			
Mr. Small then cited Tallahassee as city having an aggressive and making it unnecessary for the sur to provide municipal services, and its own growth.	exation program rounding county	Possion e e e e e e e e e e e e e e e e e e e	2		SY CESTOCIONAL SECURIORISTA DE CONTROL DE CONTROL DE CONTROL SE CONTROL DE CO	makes berganden der sernerpusik spiss fördelund tit tassupardellen	
If annexation had not been a p (which encompassed only 19 square that city would be no larger tha Mr. Small pointed out; Tallahasse square miles, and without annexati it would have been no larger than	miles in 1950) n Ormond Beach, e was only 6.3 on of territory,	1965, an 1965, an 1965, an 1965, and	a (13)	ro zi			
Planning for growth, he said, is rannexation policy and each commurif annexation is compatible with iplan. If growth is desired, then definitely be in the picture. communication between city and cotand then a specific plan, Mr. Small	aity must decide ts comprehensive annexation would It takes great anty governments	An dolest entre viol entre viol entre viol entre viol entre violent entre violent entr		.11			
To illustrate timely versus untime Mr. Small explained that, opt should plan for and pursue speregulate the quality of their infrannexation activity becomes stagmed areas which become densely pormore difficult to mold to the city. Also outside areas look sources of services and therefore conflict as to which government services.	cimally, cities cific areas to castructure. If cant, there will culated and thus character of the for alternative ce can create a	in this message and saccinetion procession memory and test and the saccinetion memory at 1).	id. e			en de distribuir en sera de desta desta despenda de sera de se	Anguar de Caracter
Mr. Small cited compactness as and be considered to facilitate ex protection and other types of serv	ficient police	ide consider	west ldg	ari ed:			
Mr. Small then listed some of annexation:		oranio la contra		la con			-
 Encouraging orderly patter and land use; 		didicreposes are, organist		1			CHARLEMAN
 Assuring the provision of in a timely manner; Strengthening and broader base, in part, because reand cigarette tax revenue driven (A negative impact unincorporated area, alt minimal, is that the 1/2 is divided on a population results in taking money; 	ning the tax evenue sharing es are population t on the though usually cent sales tax on formula which	certain s in Fiore ned as creat e excellian certain b collection gitter equ					
jurisdiction.); 4. Increasing a city's ad va		to both c amplified			NAME OF STREET	-	AND SPRINGSTON
to fund services (equity 5. Allowing the city to retain		orida Stanto Ally identi				-	
market area; 6. Reducing government conf.		s Dala Tog			-		
minimizing duplication of Theoremsing a city's polifications, including larger jurisdictions, included larger stature.	cical clout with	Wi czem w Blosc. Ge was ci ye	28 18 NO			and the state of t	

CITY OF NAPLES, FLORIDA	SW Eleknon		S	VO	IL	7
City Council Minutes Date 11/24/86	COUNCIL MEMBERS	M O T I O N	ECOND	YES	N O	A B S E N T
cossible problem areas cited by Mr. Small	bas ao		I.I	15		F
ncluded: 1. Reducing the efficiency of existing services and maintaining levels of services in the city's original area; 2. Possibly reducing certain economies of scale enjoyed by the city's present size, such as police coverage; 3. Possibly creating conflict with other governments over the provision of services; 4. Changing the balance of political power in light of the Voting Rights Act of 1965; and 5. Possibly conflicting with the City's long-range comprehensive plan.	res, said Mary the units of the wary like many like many like and like and like and like and like municipal carton had catton had and like		one can be a	do at d Bambi 198		
Frowth is inevitable, Mr. Small concluded; services must be provided to these people. Consideration, however, must be given to the city's long range plans. Annexation can provide an increased financial base but is not an panacea it must fit within each city's needs, he said.	Li pointed niles, and have been for growd Lon policy sation is c	SME SHO THO THO THO	ari W na aw	54 (St. 14) Ext. (St. 15)		
Ar. Small provided to workshop participants books entitled "Annexation In Florida: Issues And Options" prepared by the Florida Advisory Council on Intergovernmental Relations, a copy of which is on file in this meeting packet in the City Clerk's Office. Next, Mr. Kurt Spitzer, executive director of the State Association of County Commissioners, was introduced by Mayor Putzell who briefly outlined	riy be in action between the control of the control		in de geld, chard forwalls of version for the first from her TST of comparts in growth advantagement of the second			
Ar. Spitzer's background and experience (Attachment #2) Ar. Spitzer stated that he would provide the group with a state-wide perspective from the county point of view. He cautioned, however, that frequently state-wide considerations do not fully apply on	ficult to Also outs of Sarvis a constant outs	1 b				
It is important to understand, he said, the fundamental changes which have occurred in county governments over the past several years as well as the differences between cities and counties. Cities are created when people band together to address certain local services and policies. Counties in Florida, however, have historically functioned as creatures of the state legislature and were established to assure that all residents receive certain basic services such as public health, collection of taxes, etc.	tent Encourage Encourage Assuring La time Strength Lase Lase Lase Lase Lase Lase Lase Lase	And the second s		Name partices of a contract of the contract of		
From the late 1960's to early 1970's this changed, Mr. Spitzer explained. The 1968 State Constitution, for example, gave broad home rule powers to both cities and counties which were further amplified by amendments to Chapter 125 of the Florida Statutes. Now county governments are essentially identical to city governments. Also, municipal services taxing units (MSTU's) in unincorporated areas were authorized for counties to allow them to provide municipal services in those areas. Just like cities, a ten-mill allowance was given to these areas, Mr. Spitzer said.	to lunding Allowing markebla		nerojed movedalik karatiyevak dalakalaring urasarak najaansi nash. gash da sarirten ngat ya bash garat nama	overhiersverkersteinsteinsteinske halt besommen besommer societische obereitste sekretische der besonders der		onspine regeneración per éver lando filmenta habita do papa la las calemas ade addicidade formada
The question of double taxation has been largely resolved in case law by the Supreme Court in that		Manage Contraction				

CITY OF NAPLES, FLORIDA				vo	TE	Γ
City Council Minutes Date 11/24/86	COUNCIL MEMBERS	M O T I O N	SECOND	Y E S	N O	FE
it set forth what is considered a real and substantial benefit, he added.						
Another important factor is growth. The population growth in the state is now occurring in the unincorporated areas, Mr. Spitzer pointed out. By 1980 only 52% of the state's population lived in incorporated areas which put great demands on county governments to provide services for the remaining residents. With provision of these services, it is more difficult for cities to annex various areas because provision of municipal type services is no longer the exclusive domain of cities. Therefore, Mr. Spitzer explained, a successful annexation program must be one with a long history or one that with a new, emerging track record of providing services in a methodical manner after the area is annexed.	May or ally, there ally, there executes out of this out of this since harmould area pulations of the allowers	E E E E E E E E E E E E E E E E E E E	or pector of the control of the cont			
He stressed, however, that the problem is one which deserves considerable local attention and ultimately resides with the electorate in the areas to be annexed. Although there are state guidelines, there are no "magic solutions" available from the state organization.	AT STOCK AND STO					CONTRACTOR OF THE PROPERTY OF THE STATE OF T
Mr. Howard Allman, attorney and planning consultant from San Francisco, then addressed the group and reiterated that among the important issues regarding annexation is the issue of which government will provide services. In California, he explained, many counties did not want to provide urban services and have frequently conditioned new development in their jurisdictions upon annexation to a city. There are provisions under California law, like Florida, for joint planning powers to determine how regional plans should be developed. This applies to services and elements of infrastructure, such as joint financing, Mr. Allman added.	THE PERSON AND THE PE			nernen erwere fahr. De zwerennen en benanzen zehe vor de den en groote en erwere en erwerbeit den en en benanze		amino y un format de la propertion de la
Having worked on all sides of the issue, Mr. Allman said, he stressed that annexation is a tool of planning to be approached after other issues have been resolved (control of growth, etc.). There are very sophisticated statues in Florida to provide enabling legislation but won't be of any use unless intelligently applied, he warned. Los Angeles County experienced much development in unincorporated areas and decided to push service provision onto the urban areas.	rangarea to ited ara i ited ara ited in Goodle ara day a la chia	de la	10 G M 14 G 8 F 3	en e		de en de la company de la comp
Councilman Crawford asked for clarification of what constitutes an enclave and whether an area would be considered an enclave if it were bordered by a incorporated areas on two or three sides. City Attorney Rynders said that an enclave must be totally surrounded by an incorporated area. Chapter 171 of the Florida Statues prohibits the creation of enclaves, Mr. Rynders explained.	Euracian and a communication of the communication o	Participation of the control of the				
Commissioner Saunders cited Mr. Allman's comment that annexation is a tool after the planning process is done, therefore, if the City is involved in this type of planning he would welcome County participation.		The state of the s	The contract of the first of th			
Commissioner Hasse asked what the City had in mind with reference to annexation and Mayor Putzell stated that individuals have come to the City -5-			Valley Company of the			

CITY OF NAPLES, FLORIDA	ASSESSMENT TO			VO	TE	
City Council Minutes Date 11/24/86	COUNCIL MEMBERS	M O T I O N	E	YES		A B S E N T
about possible annexation for areas contiguous thereto. Mayor Putzell also stated that, personally, there is one area to the north and east of the City which is within its utility service area which logically could be annexed. No one has specifically suggested it, he added, but this sort of thing could be considered. The City does not now have an annexation policy. Commissioner Hasse said there is much room for thinking along these lines, such as where natural boundaries occur. Mayor Putzell stressed that the	Important important important on growth only 52% only 52% only 52% overnments of the first only at the	161 18 18 18 10 10 10 10 10 10 10 10 10 10 10 10 10	JO UG E I I I I I I I I I I I I I I I I I I	H C M H O H M P D D N N H		
City would like to work cooperatively in the overall area planning process. Commissioner Pistor said there has been talk of the City annexing the area south of Golden Gate Parkway along Airport Road to Davis, surrounding the airport. The City is supplying water there now, he said, and consideration is being given to supplying wastewater services to the Bear's Paw development in that area. He said he also heard of efforts to annex Pelican Bay but that this issue had, hopefully, been clarified.	Therefore to annewat to your ecord of pr fiter the s seat, howe aly resider tee, there tee irom the					
Councilman Crawford gave his opinion that the area between Goodlette and U.S. 41 from Pine Ridge Road to Creech Road would be a natural area for annexation. This is serviced by water and will have sewer service, he said; this is a "finger" into the center of the City with substantially different zoning regulations, he however observed. It is also worth considering going east to the area referred to by Commissioner Pistor, he added stating that it would also be advantageous to incorporate the area west of Airport Road. This gives compactness and a continuity to the City services, Councilman Crawford stated, but how this is done, such as time, etc., is still to be resolved. He also pointed out that there are disadvantages to some residents of the heavily populated area between U.S. 41 and Goodlette.	postd All ant from Se ant from Se action ant will pe action ant will pe action ant will pe action ant will pe action acti	Land of the control o	000			
Mr. Crawford said he had asked the City Manager to inventory the types of properties within the area between Goodlette and U.S. 41 bounded by both Solana Road or Pine Ridge Road farther north. There are many different types of properties and people in this area, he pointed out, and stated that development in this area could have great impact on areas like the Moorings and Park Shore. "We are trying to maintain the current character of the community," he said.	ne resolved and selved and out o to and the man Crawfo and mattitutes are repaided as repa					
Mayor Putzell also pointed out the inconsistency along U.S. 41, North, with the City on the west side and County on the east and stated that Pine Ridge Road would make a logical east-west boundary.	formey Ryin Surrounder 1710of the n of enclar		and a design of the same and th			
Commissioner Hasse asked how this would be accomplished and County Attorney Cuyler stated that there is a mechanism for either voluntary or involuntary annexation. Mayor Putzell said that, if not voluntary, there must be a majority of those voting in the City as well as in the area to be incorporated. On voluntary annexation, however, there must be concurrence of 100 per cent of those property owners to be annexed but not of the residents of the City.	ioner Saund nexation i s doner d in this t participati loner Hasse that indiv					
-6-				1	1	-

CITY OF NAPLES, FLORIDA				VC	TE	1
City Council Minutes Date 11/24/86	0.19 2.3.10.65	M	-			7
3 0 88/35 67		T	C	l		1
	COUNCIL	0	N	Y	N	1
	MEMBERS	N	D	S	0	1
ayor Putzell said the in terms of voluntary nnexation, the area along Goodlette would be				h		
ogical because there are few property owners.	megell unit					-
ommissioner Glass observed that this would ignificantly change the character of the City and tressed the importance of the utilities issue. ayor Putzell said that this is the reason the	na notre epien nina sini s	000 100				TANKS TO PROPER PROPERTY.
omprehensive plan should be done first.	n dos sol en	0.5				CHECKERATERINE
ouncilman Bledsoe said that all experts have mphasized planning, so it is premature to talk bout specific areas. It should be determined that is the best benefit to City residents as well	oulet views gifted and the second of the sec	act d pri a	e d 3			CHARLES THE PARTY OF THE PARTY
s to those residents of other areas for potential nnexation.	erest of the C			- AND COLUMN		-
councilman Richardson also mentioned that the	For must be 18	3.9		The second		
coordinated between the County and the City on that levels of services are desirable to the	s bevise ago n	0.0				
rbanized areas, such as replacement of septicanks with sewer service. Without choosing levels	ed at 12:27 p.	TU	1,0			
of service, planning will not get very far, he said.						
Mayor Putzell asked for comment by the City and County Managers.						
city Manager Jones referred to a schedule provided council the week before on comprehensive planning activity and compliance with state requirements; one of these is levels of service, he said.	a seco	100	TB (COMPANY OF THE ACCOUNT WHEN THE PARTY PROPERTY.
county Manager Lusk stated that the County would be setting urbanized services for the various areas discussed; as this goes on it will become more difficult for the City to annex them. The						-
County would be forced to fund these levels of service, Mr. Lusk also pointed out. Commissioner class reiterated that level of service is the basis from which to determine funding, which is the first step.		nz	ròA	Tradeministration of any and creations in the particular with the Particular Annual Conference on the		
Commissioner Pistor additionally observed that without eliminating septic tanks there would be	do be nache m	SEE				Separate distance of the Personal
difficulty with water quality. "We must look at this level of service issue soon to see if the city is going to provide utility services, particularly sewer," he said.						
Councilman Crawford assured the group, however, that the City doesn't want to have a sprawling urban area like such areas as Orlando. Merely				PRE; before Charles do Presimento		-
extending boundaries to existing services areas is more logical, he said, because the City's water and sewer services are already defined there.						
Commissioner Saunders said he was not philosophically opposed to annexation if the areas annexed received the services promised and,	7	National Control of the Control of t	And the second s			-
additionally, that this is a good opportunity for the City and County to work out the provision of services. Annexation is not necessarily a tool to provide a buffer against growth, Mr. Saunders,			March and the second second second	Activities of the control of the con		STREET, SQUARE, SQUARE
nowever, pointed out, which is the wrong reason to do so. If it is a means of providing services to eliminate such problems as pollution in the Bay, then he said it would support it.						-
-7-						

CITY OF NAPLES, FLORIDA	nim Lionno	M	S	VO	TE	2
City Council Minutes Date 11/24/86	COUNCIL	1	SECON	Y	N	A B S E N
	MEMBERS	N	D	S	0	T
Mayor Putzell thanked both City and County representatives for their participation in this workshop session and called it an excellent cick-off for consideration of a very important issue for this metropolitan area. He said he noped that the staffs can cooperate in planning to provide for the needs of the people in these areas.	n, the and coadse the ner class and chang the important said said said said said said said said	in in it is a second se	50.60 50.10 11.10 11.10 11.10 11.10 11.10	dollar politica substanta substanta substanta		
"There is every reason to seriously look at areas which are causing pollution in the Bay," he added. "We should focus on these issues cooperatively in the interest of the community." He said, however, that this could not be done without an amendment to the comprehensive plan, but the issue of level of service must be researched first.	n Bledsoc schild afe calific afe calific afe calific afe calific calif		0.0 2.0 0.3 0.3 0.5	Jog Jog Jog Jog Jog Jog Jog Jog Jog Jog		
Cuncheon was served at 12:05 p.m.	ig borsåg	sm-	33	38		
Adjourned at 12:30 p.m.				oo nw		
with Without choosing levels	f areas, s		180	20		
ng will not get very tar, he	ce, pland	100	38	le,		
bas <u>twa to toda was a company</u> a						
Edwin J. Putzell, Jr. Mayor			-01	30		
referred to a schedule provided				5		
Janet Cason City Clerk				0		1
try Clerk biss of salvide bould would						
ed services for the various on						
Tara A. Norman Administrative Assistant				8		
elso pointed out. Commissioner	Mani TM .	18		9		
hat level of service is the			-			
These minutes of City Council approved on 17 1986						
es quality. "We must look at		80				
co provide utility services,			-			
bise en ()						
d ersured the group, however,			UC			
Buch areas as Orlando. Neigra	grea like					
said bedanged biss	ed (Lapipe					
	aptales len					
mers said he was not preed to appearing the areas	ad tempia			-		
tot valaugrogen hoon a si a la /	d received			-		
of tool the provision of the	suco bas yo			-		
Aprinst growth, Mr. Saunders,	s a buties			-		
menus of provious party and annear	r, pointed t		01	-		
.71 daggua bigo	ate such Pi je said it)				-	
-7-						
				- 1	-	

KENNETH S. SMALL

He has a degree in Economics with his minor in Business Administration from Florida State University.

Employment:

1975/76

Administrative Assistant to the City Auditor/Clerk of Port St. Joe, Florida.

1976/77

City Manager of Mulberry, Florida.

1977-80

Worked for the Board of County Commissioners, Leon County, Florida, in public works administration.

1980-84

Worked for the Board of County Commissioners, Leon County, Florida, as Senior Analyst in the office of Management and Budget.

1984 to Present

Director of Economic Research for the Florida League of Cities. His primary responsibility is research into all issues relating to finance and taxation and he served as Executive Assistant to the Florida City and County Management (FCCMA), Florida Association of City Clerks and the Florida Government Finance Officer's Association. KURT A. SPITZER

He has a Masters degree in Public Administration from Florida State University.

Employment:

Executive Director of the Florida Association of Counties since January of 1979. He has been with the Association since 1979, serving as Director of Training and Development and Director of Legislative Affairs.