

## Interoffice Memorandum

**DATE:** July 14, 2026

**TO:** Mayor Jerry L. Demings and County Commissioners

**THROUGH:** N/A

**FROM:** Tanya Wilson, AICP, Director Planning, Environmental, and Development Services Department



**CONTACT:** Misty Mills, Senior Planner

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**DIVISION:** Planning

**ACTION REQUESTED:**

Approval and execution of Joint Planning Area Agreement between the City of Orlando and Orange County, Florida. All Districts

**PROJECT:** N/A

**PURPOSE:** It is the intent of the City of Orlando and Orange County to work together in the spirit of cooperation with respect to future annexation, as such both wish to enter into a Joint Planning Area Agreement (JPA) pursuant to the requirements of Section 163.3171(1) and 163.3171(2), Florida Statutes. This agreement is intended to ensure adequate intergovernmental coordination and cooperation, economical provision of services, and adequate utilization of existing infrastructure.

On May 4, 1994, the City of Orlando and Orange County entered into a JPA Agreement which expired January 1, 2006, but was not extended. It established a JPA Boundary, annexation procedures, roadway and infrastructure transfers, and addressed the annexation of the Lake Nona and Poitras properties. The previous JPA served as the foundation for the new draft, with staff updating the language and maps accordingly.

The County and the City began collaborating on the draft JPA following the execution of the October 29, 2024, Interlocal Agreement, in which the City agreed to enter into a 10-year JPA "establishing a firm boundary that defines the extent of annexation permitted during this period."

November 2024 voters of Orange County approved an amendment to the Orange County Charter regarding the exclusive method for voluntary annexations. This requires voluntary annexations to formally request Board approval. This only applies to municipalities that do not have JPAs. If approved, this requirement would no longer apply to City of Orlando annexations.

Some key provisions of the Agreement include a ten-year term, a boundary for lands eligible for annexation (JPA boundary), a process to eliminate enclaves, requirements on

the coordination on environmental protections, provisions for the transfer of roadways and associated infrastructure, and establishes procedures for notification of annexation and other land use decisions.

**The agreement has a ten-year term**, unless either the City or the County delivers a notice of non-renewal to the other party at least six (6) months prior to the expiration of the term. If notice is not delivered, the Agreement automatically extends for an additional five (5) year term.

The Agreement establishes a **JPA boundary**, which establishes the lands that are potential candidates for annexation to those that are within the boundary. Of note, annexations are limited to those that are within the boundary. Lands outside of the JPA boundary are ineligible for annexation. The agreement also provides protection of annexation of the “*Designated Area*” and “*Restricted Lands*.” The “*Designated Area*” is generally that are bounded by West Sand Lake Road, I-4, West State Road 528, and Shingle Creek – the I-Drive Area. This area is ineligible for annexation until the terms of the Kirkman Road Agreement have been fulfilled, which is anticipated to be no sooner than 2036. The “*Restricted Lands*” are those lands that are outside of the JPA boundary in the eastern Rural Service Area. The lands are ineligible for annexation. Should the City of the County terminate the agreement prior to the end of the ten-year term, the protections for the County’s Rural East and the International Drive area survive the termination of the agreement for ten-years of the date the agreement becomes effective.

Section 171.046, Florida Statutes establishes the procedures for the annexation of **enclaves**. This section also recognizes that “enclaves can create significant problems in planning, growth management, and service delivery, and therefore declares that it is the policy of the state to eliminate enclaves.” Through the JPA the City and County agree to work together to eliminate enclaves that are 110 acres or less. These enclaves are identified in Exhibit B.

The agreement also contains terms regarding **environmental protections**, such as minimization of impacts on wetlands, surface water, and associated natural resources, the City coordinating with the County to determine if impacts to wetlands or surface waters are anticipated, and the City will propose future land use designations that are compatible with the County environmental approvals and provide the proposed future land use designations for County comment.

The JPA also contains provisions for **roadways** and associated infrastructure. This is accomplished through the City and the County agreeing to develop a Master Maintenance and Road transfer Agreement. Also, the JPA contains criteria for annexing the adjacent road right-of-way and associated drainage/easements areas and addresses the transfer of functionally classified roads.

The JPA requires the City to provide **notice** of a proposed annexation at least 15-days prior to the City’s first public hearing. It also establishes notification criteria for land use applications received by the City or the County that abut incorporated or unincorporated lands.

The JPA becomes effective upon the date of execution by the City and the County, whichever date is later. The City Orlando City Council will consider the JPA on July 13, 2026. The Board will consider this item at the July 14 public hearing.

**BUDGET: N/A**

