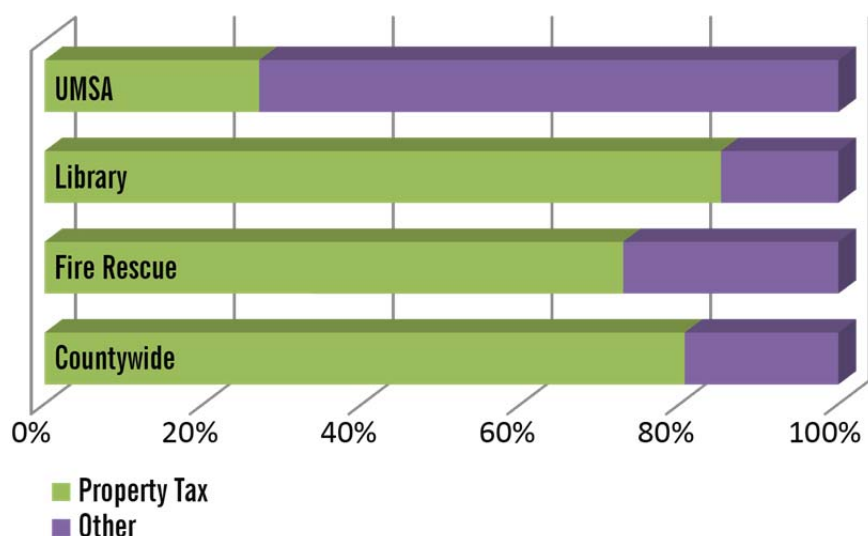


PROPERTY TAXES

Property taxes, also known as ad valorem revenues, are a significant source of funding for the General Fund and the Fire Rescue and Library taxing districts. The amount of property taxes received by a taxing jurisdiction is derived by a tax rate (millage rate) applied to the property tax roll for the jurisdiction. A mill is a rate of tax equal to \$1 for each \$1,000 of assessed taxable property value. If a piece of property has a taxable value of \$100,000 and the millage rate is one mill, the property owner would pay \$100 in taxes.



Each of the four County taxing jurisdictions has its own millage rate, along with millage rates set to fund voter-approved debt. Three of the operating millage rates (Countywide, Fire Rescue, and Library) are subject to a State imposed cap of ten mills. The municipal millage rate (UMSA) has its own ten-mill cap. Voter-approved debt millage rates are not subject to this cap. The revenue raised from the debt service millage pays outstanding debt for voter-approved general or special obligation bonds, such as the County's Building Better Communities General Obligation Bond Program and the Public Health Trust's Miracle Building Bond Program. The County has debt service millages for voter approved countywide debt and for Fire Rescue District debt.

The County has four separate operating millage rates for each of the taxing jurisdictions governed by the BCC. Three of the jurisdictions that provide regional services (countywide, fire rescue, and library) are subject to the state-imposed County (area-wide) ten-mill cap. The fourth is the UMSA millage, which is subject to its own state-imposed ten-mill cap. FY 2016-17 is the 22nd consecutive year that the area-wide total millage is below the state defined ten-mill cap.

In the Proposed Budget, the total millage rate is 7.3716 mills for the three taxing jurisdictions under the regional ten-mill cap; therefore, we have 2.6284 mills in capacity, which could generate approximately more than \$660 million of additional revenue to fund regional services. With the Unincorporated Municipal Service Area (UMSA) millage, we also have the potential of 8.0717 mills in capacity for the UMSA services, which could generate approximately \$511 million of additional revenue. The total of all proposed operating and voted debt millage rates for FY 2016-17 is 9.7074. The following table shows the millage rates for FY 2015-16 and FY 2016-17.

FY 2016-17 Proposed Budget and Multi-Year Capital Plan

MILLAGE TABLE					
Taxing Unit	FY 2015-16 Actual Millage	FY 2016-17 Rolled-Back Millage (1)	FY 2016-17 Proposed Millage Rates	Percent Change From FY 2016-17 Rolled Back Millage	Percent Change From FY 2015-16 Actual Millage
Countywide Operating	4.6669	4.2604	4.6669	9.54%	0.00%
Miami-Dade Fire Rescue Service District	2.4207	2.2255	2.4207	8.77%	0.00%
Miami-Dade Public Library System	0.2840	0.2584	0.2840	9.91%	0.00%
Total Millage Subject to 10 Mill Cap	7.3716	6.7443	7.3716	9.30%	0.00%
Unincorporated Municipal Service Area (UMSA)	1.9283	1.7811	1.9283	8.26%	0.00%
Sum of Operating Millages	9.2999	8.5254	9.2999	9.08%	0.00%
Aggregate Millage (2)		6.2997	6.7956	7.87%	
Voted Millages (3) – Debt Service					
Countywide (4)	0.4500	N/A	0.4000	N/A	-11.11%
Fire Rescue District Special Obligation Bond	0.0086	N/A	0.0075	N/A	-12.79%
Sum of Operating and Debt Millages	9.7585	N/A	9.7074	N/A	-0.52%
<p>(1) "Rolled-back millage" is the State defined rate which allows no increase in property tax revenue except for that from new construction. Starting in FY 2008-09 the proportionate roll value of dedicated increment districts and the associated prior year payments are subtracted prior to computing the "rolled-back millage." This rate ignores the impact of inflation on government and market valuation changes on taxable real and personal property.</p> <p>(2) "Aggregate millage" is the State defined weighted sum of the non-voted millages. Each millage is weighted by the proportion of its respective certified tax roll to the certified countywide roll (the Fire District millage is weighted by 56.0 percent, the Library District millage by 91.9 percent, and the UMSA millage by 26.5 percent).</p> <p>(3) Rolled-back millage and aggregate millage calculations do not apply to voted debt millages.</p> <p>(4) Countywide debt includes 0.0314 mills for Jackson Health System bonds and 0.3686 mills for County general obligation bonds</p>					

BUDGET AND FINANCIAL POLICIES

Miami-Dade County follows the policies required by the Miami-Dade County Home Rule Amendment and Charter, the Miami-Dade County Code of Ordinances, Florida Statutes Chapter 129 (County Annual Budget) and Chapter 200 (Determination of Millage), and the Generally Accepted Accounting Principles (GAAP) for state and local governments as set forth by the Governmental Accounting Standards Board (GASB). State and local laws and legislation generally outline the budget development process. Reporting of financial activity is regulated by GASB.

Both the Adopted Budget (found at <http://www.miamidade.gov/budget/>) and the Comprehensive Annual Financial Report (CAFR) (found at <http://www.miamidade.gov/finance/financial-reports.asp>) provide our County's financial plans and statements following these policies.

LOCAL LEGISLATION

<http://www.miamidade.gov/charterreview/charter.asp>

The Miami-Dade County Home Rule Amendment and Charter is the constitution for Miami-Dade County and governs all activity. Along with the Code of Ordinances and resolutions adopted by the Board of County Commissioners, we are governed by financial and budgetary policies including:

- The Citizens' Bill of Rights of the Miami-Dade County Home Rule Amendment and Charter states that in addition to any budget required by state statute, the Mayor prepares a budget showing the cost of each program for each budget year. Also, before the first public hearing on the Proposed Budget required by state law, the Mayor makes public a budget summary setting forth the proposed cost of each individual program and reflecting all major proposed increases and decreases in funds and personnel for each program, the purposes for those adjustments, the estimated millage cost of each program and the amount of any contingency and carryover funds for each program.
- The Charter also says that the Mayor prepares and delivers a budgetary address annually to the people of the county in March to set forth the recommended funding priorities for the County and that between June 1 and July 15, the Mayor releases a Proposed Budget containing a complete financial plan, including capital and operating budgets, for the next fiscal year. Pursuant to the Charter, the budget is presented to the Commission before the BCC adopts tentative millage rates for the next fiscal year.
- Article CXVIII.5 of the Code of Ordinances is entitled "Governing for Results" and codifies our results-oriented governing management concepts. Section 2-1795 lays out policies for the allocation of resources and requires the Mayor or his/her designee to include them in his annual Budget Address which takes place during the month of March of each year. It also requires the submission of a five-year financial forecast. Section 2-1795 of the Code outlines the resource allocation and reserve procedures for the preparation and adoption of the County's annual budget requiring budget format to provide clear basis for which to hold management accountable for operating within the Adopted Budget. In addition, the Section places restrictions on the re-appropriation of line items within funds.
<http://www.miamidade.gov/search/home.asp#gsc.tab=0&gsc.q=governing%20for%20results&gsc.sort>
- The annual budget establishes the appropriations, or the approved expenditure levels, for the fiscal year and expenditures above the adopted levels cannot be incurred. There are some kinds of funds – working capital, revolving, pension, or trust funds – that may be accessed without approved expenditure authority. The BCC, by ordinance, may transfer any unencumbered appropriation balance, or any portion thereof, from one department, fund, or agency to another, subject to the provisions of ordinance. Any portion of the earnings or balance in any fund, other than sinking funds for obligations not yet retired, may be transferred to the general funds of the County by the BCC. The adopted budget may be amended at any time during

FY 2016-17 Proposed Budget and Multi-Year Capital Plan

the year, by BCC action. Re-appropriations within a fund without increasing the total fund may be approved by motion or resolution. Increasing the total appropriations for a fund requires an ordinance, with two readings and a public hearing.

- The Code requires the BCC hold a public hearing prior to the setting of the tentative millage rates, a Committee of the Whole of the Commission Committee with jurisdiction over the budget prior to the first budget hearing to discuss changes to fees and charges, and meetings prior to each of two public budget hearings to discuss recommended changes to the Proposed Budget (Section 2-1795 of the Code of Miami-Dade County).
- The Finance Director, appointed jointly by the Mayor and the Clerk of the Circuit and County Courts, has charge of the financial affairs of the County. While not delineated in the Charter, currently the Budget Director is the designated Budget Officer. At the end of each fiscal year an audit is performed by an independent certified public accountant designated by the BCC of the accounts and finances of the County for the fiscal year just completed.
- Miami-Dade County Resolution R-31-09 establishes the current investment policy for Miami-Dade County which states in summary that the County's investment strategy is an adherence to buy and hold thereby eliminating the potential for risky trading.
(<http://www.miamidade.gov/govaction/legistarfiles/MinMatters/Y2008/083625min.pdf>)
- Separate votes of the Board are required for each millage rate, including voter approved debt. A separate vote is required to set the tentative millage rates in July, as well as at each public budget hearing in September. (<http://www.miamidade.gov/govaction/legistarfiles/MinMatters/Y2013/132252min.pdf>)
- This year, a new procedure was implemented tying the budget to the anticipated results. No later than April 1st of each year, the Commission Auditor provides to the Commission a written report detailing, for each department, office, division or other unit of County government the services provided to the community, the resources allocated for the delivery of services, and the achievement of performance measures with respect to the delivery of services. The report includes the Commission Auditor's recommendations regarding adjustments to resource allocations to yield desired service delivery results. Each commission committee then meets no later than May 1st of each year to review and discuss the Commission Auditor's report, identify new service delivery priorities for the next fiscal year for those services under the commission committee's jurisdiction, approve by motion new service delivery priorities for the next fiscal year, and forward its recommended priorities to the Commission. No later than June 1st of each year, the committee with jurisdiction over budgetary matters meets to review and discuss the commission committees' recommended new service delivery priorities for the next fiscal year, identify revenues and resources necessary to fund such priorities, and no later than June 15th, forward its findings to the Commission for its consideration at its regularly scheduled meeting immediately following June 15th or a special meeting called to discuss priorities. At that meeting, the Commission, by motion, approves those new service delivery priorities it wishes to implement in the ensuing fiscal year's County budget. This process will be followed for the first time for the FY 2016-17 budget development process.

STATE LAW

<http://www.leg.state.fl.us/statutes/>

Chapter 129.01(2) (a), Florida Statutes establishes that the budget will be prepared, summarized, and approved by the BCC of each county, (b) and that it will be balanced. That is, the estimated revenues, including balances brought forward, equals the total of the appropriations and reserves. The budget must conform to the uniform classification of accounts prescribed by the appropriate state agency. Revenues must be budgeted at 95 percent of all receipts reasonably to be anticipated from all sources, including taxes to be levied.

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Chapter 129.01(2) (c) (1), Florida Statutes provides that a reserve for contingencies may be provided in a sum not to exceed ten percent of the total budget.

Chapter 129.025, Florida Statutes allows for the designation of a county budget officer that may carry out the duties set forth in this chapter.

Chapter 129.06(1), Florida Statutes requires that adopted budgets regulate the expenditures of the county and each special district included within the county budget and the itemized estimates of expenditures are fixed appropriations and cannot be amended, altered, or exceeded except by action of the governing body.

Chapter 129.06(2), Florida Statutes allows that the BCC at any time within a fiscal year may amend a budget for that year and may, within the first 60 days of a fiscal year, amend the budget for the prior fiscal year. The amendments can be made by motion or resolution when expenditure appropriations in any fund are decreased and other appropriations in the same correspondingly increased provided that the total of the appropriation in the fund may not be changed. Otherwise, the amendment will require an ordinance of the BCC for its authorization.

Chapter 129.07, Florida Statutes states that it is unlawful for the BCC to expend or contract for the expenditure in any fiscal year more than the amount appropriated in each fund's budget.

Chapter 200.011, Florida Statutes states that the BCC determines the amount to be raised for all county purposes, except for county school purposes, and the millage rates to be levied for each fund respectively. The BCC also determines the rates for use by the county, including special taxing district, board, agency, or other taxing unit within the county for which the BCC is required by law to levy taxes.

Chapter 200.065, Florida Statutes establishes a rolled-back millage rate, a maximum millage rate, and advertising and voting requirements for taxing jurisdictions, requiring an extraordinary vote of the local governing body to exceed the maximum millage rate for taxing purposes. Each year, the Proposed Budget is developed with millage rates necessary to fund the property tax-supported portion of the budget. At its second meeting in July, the BCC considers the millage rates that will be used for the tax notices that will be mailed to all property owners in August. The tax notices are also referred to as TRIM notices; TRIM stands for Truth In Millage. The tax rates that are on the notices property owners receive in August represent the ceiling of the rates that can be approved by the BCC at the September budget hearings, unless additional notices are sent to all property tax payers. Because re-noticing all taxpayers is difficult and expensive, the tax rates included in the TRIM notices are considered the ceiling.

Chapter 200.065, Florida Statutes outlines the rolled-back millage rate, known as the “no tax increase” rate because it allows the entity to generate the same property tax revenue from year to year, adjusted only by any new properties that may have been placed on the property tax roll. Because it does not take into account value adjustments for properties already on the property tax roll, the rolled-back rate does not take into account growth in the County. Another state-defined measure, the aggregate rolled-back millage rate, is the sum of the rolled-back millage rates for each of the taxing jurisdictions, in the case of Miami-Dade County we have four, weighted by the proportion of its respective roll to the countywide tax roll. The table below shows the calculation of the rolled-back rates for FY 2016-17.

The State has defined the highest millage rate that may be levied with a simple majority vote of the governing body known as the maximum millage rate. This rate is the rolled-back rate, adjusted for the growth in per capital personal income in Florida. Beginning in FY 2009-10, the maximum millage rate is based on the rolled-back rate (the rate that generates the same property tax revenue) assuming the maximum millage rate had been adopted for the prior year and then adjusted for growth in per capita Florida personal income, whether or not the maximum millage rate had been adopted in the prior year. In other words, if the millage rate that was adopted was higher than the calculated maximum millage rate, that rate is the cap. If a millage rate below the maximum millage rate is adopted, an

FY 2016-17 Proposed Budget and Multi-Year Capital Plan

adjustment is made to credit the revenue that was lost because a rate below the maximum millage rate was adopted. The formulas used to calculate the various millage rates are defined by the Florida Department of Revenue.

The BCC may adopt a rate that is higher than the state defined maximum millage rate. State law provides that a millage rate of up to 110 percent of the calculated maximum millage rate may be adopted if approved by a two-thirds vote of the governing body of the county, municipality, or independent district. A millage rate higher than 110 percent may be adopted by three-fourths vote if the governing body has nine or more members (Miami-Dade County has 13 Commissioners) or if approved by a referendum of the voters. The penalty for violating these standards is the loss of state revenue from the local government half-cent sales tax for a period of twelve months.

ROLLED-BACK MILLAGE AND AGGREGATE MILLAGE CALCULATION										
(Dollars in Thousands)										
Taxing Unit	2015-16 Est. Value of One Mill	2015-16 Adopted Millage	2015-16 Levy, net of TIF Payment	2016-17 Roll without CRA and New Construction	Rolled Back Millage	2016-17 Maximum Millage	2016-17 Value of One Mill	2016-17 Proposed Millages	2016-17 Levy	Millage Percent Change
Countywide	\$223,772.626	4.6669	\$1,007,880	236,570,687	4.2604	4.7315	\$251,337.011	4.6669	\$1,172,965	9.54%
Fire District	127,027.837	2.4207	307,496	138,168,469	2.2255	2.2602	140,871.793	2.4207	341,008	8.77%
Library District	204,890.842	0.2840	58,189	225,229,286	0.2584	0.3621	230,877.177	0.2840	65,569	9.91%
Millage Total		7.3716			6.7443			7.3716		9.30%
Unincorporated Are	60,760.024	1.9283	\$116,766	65,559,471	1.7811	2.2588	66,613.470	1.9283	128,451	8.26%
Total Levy			\$1,490,331						\$1,707,992	
Aggregate Millage					6.2997			6.7956		7.87%

Notes:

1. In accordance with State law, property tax revenue is budgeted at 95 percent of the levy.
2. All tax roll values are current estimates as of tax rolls of July 1, 2016.
3. Tax Increment Financing (TIF) payments are contributions made by the County to Community Redevelopment Areas; these payments apply to the Countywide and Unincorporated portions of the levy.
4. A Community Redevelopment Area (CRA) is a geographic area created by Board action to revitalize areas designated as slum and blight through a finding of necessity that require the creation of a trust fund and redevelopment plan. Funds are used to implement the redevelopment plan of these areas.
5. At individual rolled-back millage rates, the tax supported budget would be reduced by \$138,111 million
6. The millage rates utilized for the Adopted Budget are below the maximum millage rate and above the rolled-back rate.

Chapter 200.071, Florida Statutes mandates that no ad valorem tax millage shall be levied against real property and tangible personal property by counties in excess of ten mills, except for voted levies. Any county which, through a municipal service taxing unit, provides services or facilities of the kind or type commonly provided by municipalities, may levy, in addition to the millage rates otherwise provided in this section, an ad valorem tax millage not in excess of ten mills against real property and tangible personal property within each such municipal service taxing unit to pay for such services or facilities provided with the funds obtained through such levy within such municipal service taxing unit.

The State Constitution allows an exemption of up to \$50,000 for homesteaded properties and \$25,000 tangible personal property (TPP) for business equipment. In addition, in November 2012, State of Florida voters approved a referendum that amended the State Constitution (Amendment 11), which provides a local option to allow an additional exemption for senior citizens, who meet income and ownership criteria, equal to the assessed value of the property with a just value less than \$250,000.

GAAP and GASB

The General Fund, Fire Rescue District, Library District, and debt service funds are prepared on a modified accrual basis of accounting. Under the modified accrual basis of accounting, revenues are recognized when they are both measurable and available or collectible within the current period to pay for expenditures or liabilities of the current period. Expenditures are recorded when a liability is incurred. Debt service payments, as well as expenditures related to claims and judgments, are recorded only when payment is due. Encumbrances (transactions that reserve funding for expected purchases) lapse at year-end and are re-appropriated as part of the subsequent year's budget in a reserve for encumbrances. The notes section of the CAFR (<http://www.miamidade.gov/finance/annual-report-2014-2015.asp>) describes the County's policies for assets, liabilities, and net assets or fund balances.

The budgets for the Proprietary and Internal Service Funds are prepared on the economic resource measurement focus and the full accrual basis of accounting. These funds include Aviation, Seaport, Water and Sewer, Public Health Trust, Transportation and Public Works, Solid Waste Management, Mixed Income Properties, Section 8 Allocation Properties, and the Self-Insurance Fund. Under the full accrual basis, revenues are recorded when earned and expenses are recorded when liability is incurred, regardless of the timing of related cash flows. The differences between the modified-accrual and accrual basis of accounting include budgeting the full amount of capital expenditures rather than depreciating expense over time, and budgeting the principal payments of outstanding debt, as well as the recognition of the issuance of debt since it does increase the government's current financial resources. The fund balance is defined as the excess of assets over the liabilities in any given fund.

THE BUDGET PROCESS

Miami-Dade County's budget is actually many budgets relating to distinct services, including regional area-wide services provided countywide, local services in the unincorporated area, referred to as the UMSA, library services provided by the Miami-Dade County Public Library System (Library System), and fire rescue services provided within the Miami-Dade Fire Rescue Service District, as well as numerous proprietary operations and special assessment district functions all aggregated. Each budget is separated to ensure that public revenues are used only for their authorized purposes and that residents pay only for those services available to them. Various types of revenues support Miami-Dade County's operations: taxes on property, sales, motor fuel, and utility bills; fees and service charges; federal and state grants; and others. Many of these revenues are restricted in their use, which complicates the process of balancing the budget. Summary information describing major revenue sources and operating expenditure by strategic area as well as information for each department showing the activities by supporting revenue source and the categories of expenditures are included as Appendices A and B in this volume. Capital program revenue and expenditure summaries are included as Appendices G and H.

The Multi-Year Capital Plan (also known as the Capital Improvement Plan) is prepared following state growth management legislation and the Miami-Dade County Code and is prepared along with the operating budget. It is used as the basis for updating the Capital Improvement Element of the Comprehensive Development Master Plan, the Five-Year Transportation Improvement Plan, and the other major County capital planning documents. The operating budget and capital budget details are combined in each departmental narrative so that the entire story of each department is contained within a single section of the budget document.

The budget process is a year-round activity. A budget is a very dynamic plan; while major revenue sources, priorities, and activities remain static, things change frequently as a source of funding may drop unexpectedly, a program hit a snag, or a problem develop that must be addressed. For those reasons, budget monitoring is as important as budget development so that changes can be addressed as quickly as possible.

At the beginning of the fiscal year, departmental staff updates the business plans. In December and January, staff completes initial projections and estimates of revenues for the current fiscal year and the next. In February, County departments submit their budget requests to the Office of Management and Budget (OMB). Those requests are linked to the priorities in the departmental business plans. Departmental staff and OMB staff meet to discuss service priorities and to begin the process to match them with available resources. The work requires numerous meetings among County staff to discuss and evaluate proposed service levels and funding. In March, the Mayor delivers a budget address putting forth his funding priorities. Throughout the budget development process, administrative staff interacts with Commission staff and the staff of the Commission Auditor to share revenue and expenditure information. Pursuant to the County Charter and Code, the Proposed Budget must be submitted to the BCC by July 15.

There are certain budget-related deadlines that are established by state statute. By July 1, the Property Appraiser certifies the Preliminary Final Property Tax Rolls. In July, the BCC considers the recommended millage rates to be used to calculate the estimated taxes published in the "Notice of Proposed Property Taxes" (also referred to as "Truth in Millage" or "TRIM" notices) sent to each property owner in August. That determination is a significant point in the budget development schedule since the millage rates included on the TRIM notices, in practice, represent a ceiling for property taxes for the ensuing fiscal year. If the BCC chooses to increase the millage rate beyond that which was advertised, all taxpayers must be re-noticed, which is expensive and would be difficult, if not impossible, to accomplish within the prescribed time frames.

FY 2016-17 Proposed Budget and Multi-Year Capital Plan

In accordance with Section 1800A of the Code, public meetings are required to be held throughout the County in August to discuss proposed new or increased rates for fees and taxes. Two public budget hearings are held in September prior to the adoption of the budget, set by a very specific calendar outlines in state law. At the conclusion of the second public hearing, the BCC makes final budget decisions, establishes tax rates, and adopts the budget ordinances for the fiscal year which begins on October 1. During the course of the fiscal year these budgets may be amended through supplemental budget appropriations approved by the BCC, which usually take place during mid-year and at year-end.



December - January
Budget forecasting for coming year



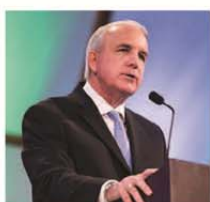
July 19
Maximum tax rates adopted by County Commission



January - April
Departmental budget preparation and meetings



August
Notices of Property Taxes mailed; Commission workshops held



March
Mayor's budget address

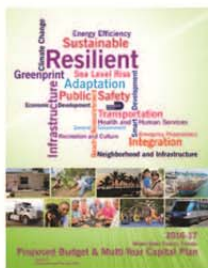


September 8
First public budget hearing

September 22
Second public budget hearing



July 1
Tax Roll Released



October 1
New budget becomes effective



July 7
Proposed Budget presented