



Incorporation and  
Annexation Subcommittee  
Agenda Item No. 2(B)

## MEMORANDUM

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**TO:** Honorable Jose "Pepe" Diaz  
and Members of the Incorporation  
and Annexation Subcommittee

**DATE:** October 14, 2004

**FROM:** George M. Burgess  
County Manager

**SUBJECT:** Impact to UMSA  
Analysis

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Pursuant to direction given at the July 6, 2004 Incorporation and Annexation Subcommittee Meeting, attached is a summary of the methodology used by staff to determine the revenues and expenses attributable to a geographic area. It is important to note that the impact analysis of an area's departure from the Unincorporated Municipal Service Area (UMSA) is not a municipal budget. Municipal Advisory Committees (MAC) and Steering Committees prepare their own pro-forma budgets. Additionally, the impact to UMSA includes current property taxes and does not include future increases in ad-valorem revenues or other revenues; it is a snapshot in time.

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Alex Muñoz  
Assistant County Manager

## IMPACT TO THE UNINCORPORATED MUNICIPAL SERVICE AREA

The impact to the Unincorporated Municipal Service Area (UMSA) is the tool used by staff to estimate the fiscal impact that an area's departure will have on the remaining unincorporated area. The impact to UMSA is not meant to be a municipal budget for the area. There are revenues municipalities receive that do not impact UMSA. These other revenues are reflected in the areas pro-forma budget. The assumptions used in the calculations of revenues and expenses are detailed below. The revenues listed will go to the new municipality. The expenses listed are an estimate of what the area is costing UMSA to service.

### Definitions

**Taxable Property Rolls:** This information is obtained from the Property Appraiser for the area. This figure represents 100% of the taxable value of real and personal property in the area.

**Census Population:** This information is obtained from the Department of Planning and Zoning.

**UMSA Millage:** This represents the millage rate paid for municipal services in the area, it is the same rate as the unincorporated municipal service area (UMSA) since the area is currently UMSA.

**Police Calls for Service:** The calls for service are obtained from the Miami-Dade Police Department (MDPD). The calls for service represent all calls received from the geographical area for the previous calendar year.

**Cost per Police Call:** This cost for police call is an average obtained by dividing the MDPD budget by the number of calls for the previous calendar year. The FY 03-04 cost per call is \$250, utilizing the UMSA budget only excluding the countywide portion. (\$324,279,000 divided by 1,294,594 calls for service)

**Cost per lane mile:** This information is provided by the Public Works Department at the beginning of the fiscal year, and represents the average cost of maintaining a mile of local road for one year.

**Number of Lane Miles:** This information is provided by the Public Works Department. It represents all of the local road miles in the area.

**Per Capita Taxable Value:** This is the taxable value per person in the area. It is obtained by dividing the population by the taxable value in the area.

### Gross Revenue Calculation Methodology

**Property Tax Revenue:** In FY 03-04 County levied 2.447 mills in the Unincorporated Municipal Service Area (UMSA). This revenue is calculated by using 95 percent of the taxable value in the area (per State Statute) multiplied by 2.447 mills. Municipalities may levy up to 10 Mills for municipal purposes pursuant to s. 200.071, F.S.

**Franchise Fees:** Franchise fee is fair rent for a utilities privilege to use the government right of way and consideration for the local government not to allow competition for the utility during the franchise term. The amount is calculated by taking the budgeted revenues for the year and dividing half by population and half by tax roll for UMSA and then multiplying the areas population and tax roll by those figures.

## IMPACT TO THE UNINCORPORATED MUNICIPAL SERVICE AREA

**Sales Tax:** State sales tax is distributed by the State to UMSA. This program distributes net sales tax revenue to local governments that meet the requirements pursuant to s. 218.63 F.S. and s. 218.23 F.S. This amount is calculated by taking the budgeted amount and dividing it by the population in UMSA, then multiplying it by the population in the area. This is the same method the State uses to disburse the sales tax.

**Utility Taxes:** Utility taxes are paid by utility companies, FPL and Water and Sewer, to the County. These taxes are paid by users and remitted to the County. The amount is calculated by taking the budgeted revenues for the year and dividing half by population and half by tax roll for UMSA and then multiplying the areas population and tax roll by those figures.

**Communications Tax:** The communications tax is a tax on all communications providers doing business in the County. The tax is paid by the consumer, collected by the State and distributed to the County. The amount is calculated by taking the budgeted revenues for the year and dividing half by population and half by tax roll for UMSA and then multiplying the areas population and tax roll by those figures.

**Alcoholic Beverage License:** The alcoholic beverage license fee is collected by the State from local businesses and distributed to the County. This amount is calculated by taking the budgeted revenues and dividing it by the population for UMSA, then multiplying it by the population for the area.

**Occupational License:** Occupational licenses are paid by individual businesses to UMSA, the only portion of the occupational license we calculate is the UMSA portion which would go to the new municipality. This amount is calculated by taking the budget revenues and dividing it by the population in UMSA, then multiplying it by the population in the area.

**Fines and Forfeitures:** Fines and forfeitures are comprised of fines to include code enforcement and police type forfeitures. This amount is calculated by taking the budget revenues and dividing it by the population in UMSA, then multiplying it by the population in the area.

**Interest:** Interest is the amount of interest UMSA earns on investments. This amount is calculated by taking the budget revenues and dividing it by the population in UMSA, then multiplying it by the population in the area.

**Miscellaneous Revenues:** These revenues represent minor revenues attributable to UMSA such as copies, etc. This amount is calculated by taking the budget revenues and dividing it by the population in UMSA, then multiplying it by the population in the area.

### **COST OF PROVIDING SERVICES TO UMSA**

**Police Department:** Police costs are calculated by multiplying the number of police calls in the area by the cost per call, as calculated earlier in the report. The split in the local patrol and specialized is the same percentage of the local patrol budget and specialized budget to the police budget.

**Parks and Recreation Department:** This cost is calculated by the Parks and Recreation Department and is based on the actual cost associated with the maintenance and programming in the parks in the area.

**Public Works:** This cost is calculated by multiplying the lane miles by the cost per lane mile.

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**Planning, Team Metro and Others:** These costs are a percentage of the direct costs (Police, Public Works and Parks and Recreation) in the area. It is difficult for many of the departments to calculate the actual expenses for a geographical area, therefore the percentage is used.

**QNIP:** The quality neighborhood improvement program (QNIP) is the bond payment attributable to the area. The bond payment is calculated by determining the ratio of utility tax revenues generated in the area, to the total utility tax revenues for UMSA.

**Policy Formulation/Internal Support:** This category represents areas that provide policy formulation such as the Commission, Managers Office, County Attorney and Agenda Coordinator. The Internal support departments are departments such as Finance, GSA, ETSD, etc. Since it is difficult if not impossible for these areas and departments to calculate the exact resources spent in any geographical area, the expenses are grouped together and charged as a percentage of direct cost (Police, Public Works and Parks and Recreation).

### **NET BUDGET LOSS TO UMSA**

This amount is the difference between the revenues and expenses the area provides as part of UMSA. If the amount is positive, the area is considered a donor area, the revenues are greater than the expenses. If the amount is negative, the area is considered a recipient area, expenses are greater than revenues. This is the amount used by staff to negotiate mitigation.

### **ASSUMPTIONS**

- 1 – Does not include gas tax funded projects – The local option gas tax is a revenue source that is used for specific transportation purposes such as roadway improvement and maintenance. This revenue source is not included in the impact to UMSA because
- 2 – Does not include canal maintenance revenues or expenses – When a new city incorporates, they are part of the Miami-Dade Stormwater Utility until such time as they opt out by creating their own utility. Since the stormwater fees pay for canal maintenance, they are not included in the analysis because the new city, once they create their utility, would take the revenues along with the expenses.
- 3 – Does not include proprietary activities: Building, Zoning, Solid Waste – These activities are not included because the revenues produced by the activities are sufficient to cover the expenses.
- 4 – Does not include Fire Rescue and Library Districts – The new municipality is required to stay with Miami-Dade Fire Rescue and Library Districts in perpetuity.
- 5 – Revenues are based on allocations not actuals – The revenue estimate calculations are listed above.

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UNINCORPORATED MUNICIPAL SERVICE AREA**

<b>Based on FY 03-04 Budget</b>	<b>Assumptions</b>
<b>2002 Taxable Property Rolls</b> <b>2000 Census Population</b> <b>2002-03 UMSA Millage</b> <b>Police Calls for Service for 2003</b> <b>Cost per Police Call</b> <b>Cost per Lane Mile</b> <b>Number of Lane Miles</b>	
<b>Per Capita Taxable Value</b>	
<b>Gross Revenue Loss to UMSA</b>	
<b>Property Tax Revenue</b> <b>Franchise Fees</b> <b>Sales Tax</b> <b>Utility Taxes</b> <b>Communications Tax</b> <b>Alcoholic Beverage License</b> <b>Occupational License</b> <b>Fines and Forfeitures</b> <b>Interest</b> <b>Miscellaneous Revenues</b>	<b>Allocation based on tax roll &amp; millage</b> <b>Allocation based on tax roll/population</b> <b>Allocation based on \$59 per person</b> <b>Allocation based on tax roll/population</b> <b>Allocated based on tax roll/population</b> <b>Allocation based on \$0.21 per person</b> <b>Allocation based on \$3.17 per person</b> <b>Allocation based on \$6.57 per person</b> <b>Allocation based on .53% of all revenues</b> <b>Allocation based on \$0.80 per person</b>
<b>Gross Revenue to UMSA</b>	
<b>Cost of Providing UMSA Services</b>	
<b>Police Department</b>	<b>Based on police calls</b>  <div style="text-align: right;"><b>Local Patrol</b> <b>Specialized &amp; Other</b></div>
<b>Parks and Recreation Dept</b>	<b>Based on cost of parks</b>
<b>Public Works</b>	
<b>Lane Road Miles</b>	<b>Lane miles times cost per lane mile</b>
<b>Planning, Team Metro and others</b>	<b>Direct cost times 9.3%</b>
<b>QNIP (Debt and pay-as you-go)</b>	<b>Utility Taxes as a % of debt service 13%</b>
<b>Policy Formulation/Internal Support</b>	<b>Direct cost times 7.5%</b>
<b>Cost of Providing UMSA Services</b>	
<b>Net Budget Loss to UMSA</b>	

**Assumptions:**

1. Does not include gas tax funded projects
2. Does not include canal maintenance revenues or expenses
3. Does not include proprietary activities: Building, Zoning, Solid Waste
4. Does not include Fire and Library Districts
5. Revenues are based on allocations not actuals