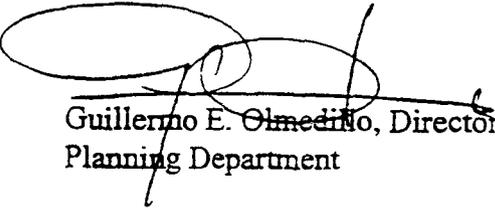


MEMORANDUM

TO: Joaquin G. Aviño, P.E., P.L.S.
County Manager

DATE: November 4, 1994

FROM: 
Guillermo E. Olmedillo, Director
Planning Department

SUBJECT: Issues Related to
Incorporation

Background

At your request, the Planning Department has prepared this summary of the issues of incorporation. Included are discussions of: 1) the current interest in incorporation; 2) the impact of proposed incorporations on the remainder of the unincorporated area; and 3) alternatives for addressing the issues of incorporation. This discussion is also applicable in some ways to annexations, which are in effect small-scale incorporations.

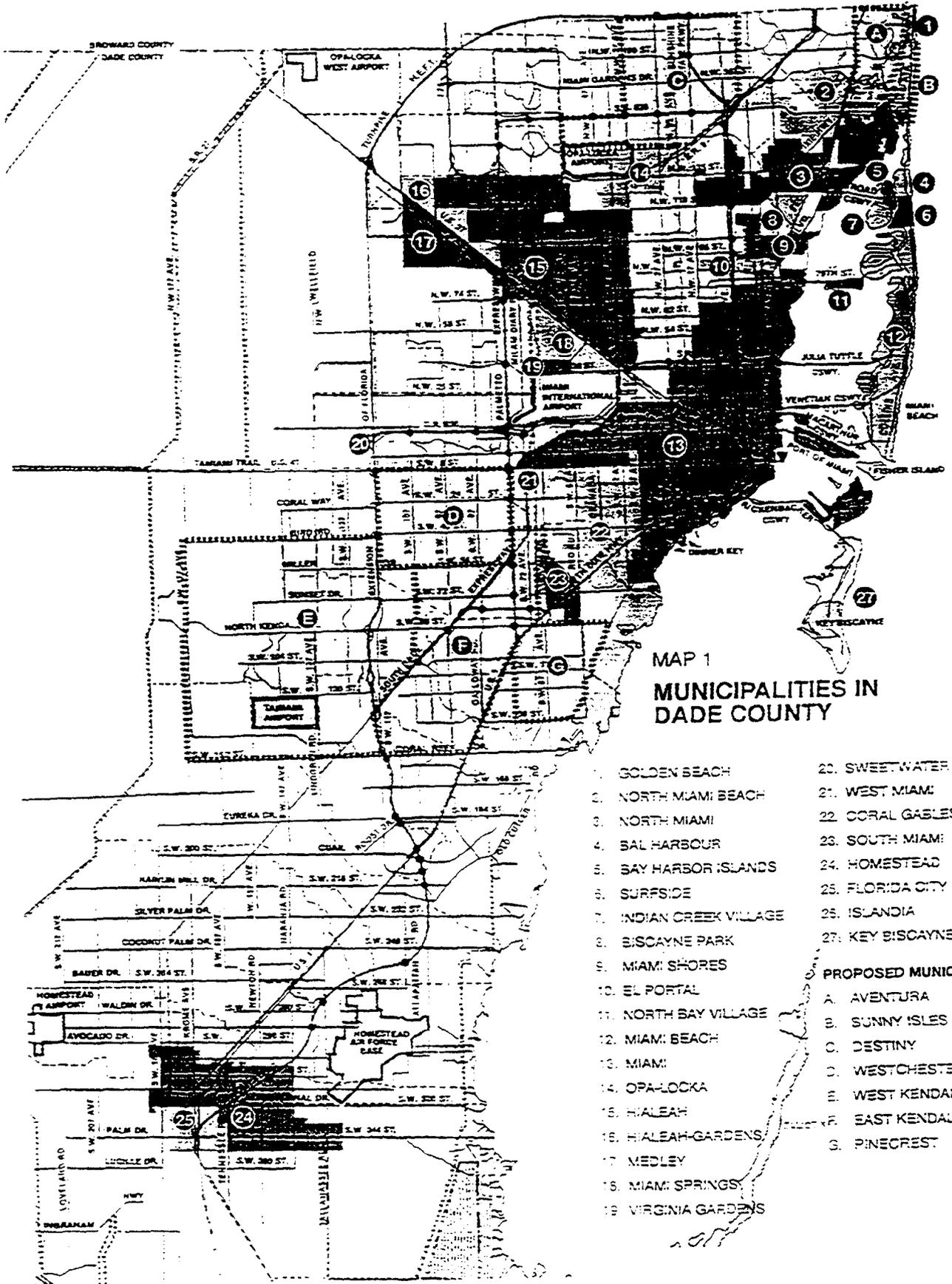
The information presented in this report was derived from the Planning Department's involvement with previous incorporation requests, participation with the ongoing incorporation feasibility studies and familiarity with the work of the several special study committees that have considered these issues in the past.

Interest in Incorporation

The incorporation of new municipalities was specifically provided for in the County's Home Rule Charter adopted in 1957. The State Legislature recognized that Dade was establishing a new form of metropolitan governance and permitted the County to establish incorporation and annexation procedures free from the State's provisions which were, and continue to be, rural-oriented and exempt from County overview as to areawide issues. Dade's resulting Charter provision (Sec. 5.05) is succinct. It has been elaborated on by a County Attorney Memorandum Opinion (68-151) but perhaps is in need of County Code refinement in view of the current heightened interest in the incorporation process.

Widespread interest by unincorporated areas in becoming or joining a municipality through incorporation or annexation is relatively recent. During the first thirty-five years of its existence, Metro-Dade received three requests for incorporation. One was denied (New City in North Dade) because of strong community opposition and two island communities were approved (Islandia and Key Biscayne) after a showing of support. Similarly, few residents have sought to become part of adjacent cities. In the last twenty years areas encompassing a total of less than one

CURRENT AND PROPOSED MUNICIPALITIES



hundred owner-occupied homes have sought to be annexed; virtually all annexation requests have been for vacant land.

Since 1993, requests for consideration of incorporation have been received from seven areas -- Aventura/Biscayne, Sunny Isles, Destiny, Westchester, East Kendall, West Kendall and Pinecrest (see Map 1). These areas comprise 84 square miles and encompass a population of 418,855. In response to these requests the Commission requested that incorporation feasibility studies be prepared for these areas. These studies, conducted by the Planning Department and the Planning Advisory Board, are either underway, or in the case of Aventura/Biscayne, completed.

In the ongoing incorporation feasibility studies, study steering committees have been established for each of the areas. The committees are chaired by a PAB member and include community residents and County staff representatives. One public meeting has been held in the areas of active study with the exception of Sunny Isles which has not been active during the last year at the request of that steering committee. At this meeting, the study process was described, a demographic profile and preliminary current revenue and expenditure information provided. The meeting also provided an opportunity for residents to indicate their desires and concerns about their area. Based on final fiscal data and information from residents received at the hearing, the steering committees will next select alternative incorporation scenarios for which revenue and expenditure estimates will be provided. The preliminary feasibility report, including alternatives to incorporation, will be presented to the residents in a second public meeting that are expected to be held in January/February. The final report will be made available to the area residents and sent to the County Commission.

An informal survey taken during the course of previous and ongoing feasibility studies, while not directly asking opinions about incorporation, gives an indication of residents' concerns about their areas that may underlie incorporation interests. The survey is being used to identify the desires of the communities for purposes of defining alternatives for which feasibility analyses will be prepared.

This survey data is still being analyzed but Table 1 reports some preliminary findings. Enhanced police services ranks highest in terms of items that residents would like to see greatly improved. Concern with responsive government, however, ranks nearly as high as enhanced police service. The desire for closer government and for greater government accountability closely follow. Great interest was also expressed in reducing property taxes. Again, the high level of concern with improving government does not necessarily reflect a correspondingly high endorsement of incorporation as a means of achieving that improvement.

Since 1993, there has also been an increase in interest in annexation. Some of this interest is from residents seeking better services, other is from areas that do not want to be part of the proposed incorporation areas.

Table 1
Community Concerns Expressed In Incorporation Feasibility
Studies¹

Rank Ordered by Percent Scoring
of 949 Responses

Responding Item Needs "Great Improvement"	%
Police Services	67
Government Responsiveness	66
Local Government Office	56
Government Accountability, all functions	56
Government Accountability, zoning and land use	54
Code Enforcement	45
Fire/Rescue	40
Public Works	36
Parks	33
Library	28
Responding Costs should Be "Reduced"	%
Property Taxes	61
Other Costs	52

Note: Missing data are excluded from the analysis.

¹The data is responses from a survey distributed in Aventura, Destiny, East Kendall, West Kendall, Pinecrest and Westchester.

Impacts of Incorporation

The impacts that incorporation can have on the remainder of the unincorporated area are as follows:

○ Fiscal disparity

Most of the areas presently and potentially seeking to incorporate are "donor" areas that generate revenues that are greater than the expenditures for services directly received. Because the remainder of the revenues paid by these areas go for service benefits that are directly received in other areas, and only indirectly received by the "donor" areas, the loss of such revenue sources will affect the ability to deliver needed service levels to the remaining "receiver" areas (see later full discussion of issue).

- Economy of scale in service delivery

The creation of smaller units of municipal governance through incorporation can lead to less efficient service delivery through duplication and increased unit costs that are associated with multiple, smaller sized operations. For example, the unincorporated area and 21 cities have found that the Fire and Rescue District, the largest municipal service provider in the County, is a less expensive means of providing these municipal-type services. The same economies of scale are found with the Library District. To reduce the size of the remaining unincorporated area through incorporation into smaller areas could result in diseconomies to the remaining area, as well as to new municipalities which sought to provide their own services.

- Social diversity/unity

The creation of largely socially-homogeneous municipalities could affect the balance between diversity and unity sought by this unique multi-cultural metropolitan community. Newly formed communities tend to encompass like populations that can become increasingly inward focused. The County's newest municipality, Key Biscayne, recently gave consideration to establishing its own school district.

- Physical Configuration

In addition to the economic and social parameters described above, suitable physical size, shape and developmental composition of proper communities are at issue. In the majority of the areas proposing incorporation, different configurations have been requested by residents in or adjacent to the area. Delineating suitable boundaries of incorporations, and consequently the remaining unincorporated communities, is a significant consideration.

- Areawide perspective

The implementation of full two-tier government in Dade through the increase of additional independent cities will at some point require enhancing the ability of the County to carry out its areawide responsibilities. While the Commission has thus far been able to balance its municipal and areawide functions, new means of County-wide planning and implementation will be required with increased incorporation into independent local governments. For example, the location and operation of areawide facilities should not be held hostage by the "not in my back yard" reaction that often prevails in local community planning and zoning.

With the exception of the last, the above issues are principally those associated with the lower-tier governance. However, collectively these issues hold critical significance for the entire Dade County community. Numerous studies have found that the local economy is hampered in metropolitan areas with widespread disparity in fiscal and social conditions. Urbanologist Neal Pierce

identifies greater Miami as an emerging internationally significant metropolis. He emphasizes that all such "citistates" must successfully address the above described issues if they are to retain or achieve their full economic potential. Recently, Dade County has experienced first-hand the inseparability of municipal police protection and the area's tourist economy.

Issue of Fiscal Resource Disparity

On several occasions, the County Commission has rightly identified fiscal resource disparity -- the unequal distribution of municipal government fiscal resources -- as the paramount issue with respect to incorporation. The following discussion focuses on this priority concern and its implications.

Measurement of Fiscal Resource Disparity

The taxable value of property (total ad valorem assessment, less exemptions) is often used as a key indicator of local government fiscal resources. Within Dade County in Fiscal Year 1994-95 this source accounts for approximately 46 percent of the revenue for municipal-level services in the unincorporated area. It is of like importance to most cities. Municipal-level services funded by this source include police, fire, emergency rescue, parks and recreation, libraries, planning, public works, and general government. Areawide services provided by the County are not included in this analysis since they are not impacted by incorporation.

The distribution of property tax resources then is an important aspect of fiscal disparity. Because areas with above average taxable value tend to have above average utility usage, the ad valorem property tax base is also a good proxy for the utility tax base which accounts for an additional 21 percent of the revenue of unincorporated area municipal-level services.

Property tax resources can be compared in two ways: 1) in terms of the taxable value per capita, and 2) in terms of the taxable value per square mile. The per capita measure dimensions taxable value of property in relation to the resident population, irrespective of population density. It is, however, generally more costly to serve the same population in a large geographic area than in a small one. The per capita measure also does not take into account the service needs of the non-resident population, which includes tourists and day time work force. The per square mile measure, which associates the tax base with the full array of services needed to serve a developmentally diverse area serving resident and non-resident populations, is a better indicator of fiscal impact for this analysis and was so selected.

Table 2
Selected Characteristics of Existing and Proposed Municipalities

City/Unincorporated Area	Persons Per Sq. Mile	Property Tax Value Per Sq. Mile (000)	Total Municipal Service Operating Millage
Bal Harbor	10,177	\$2,480,647	5.444
Bay Harbor Islands	11,845	638,473	7.231
Biscayne Park	5,103	119,208	10.447
Coral Gables	3,479	369,883	5.482
El Portal	6,133	94,145	10.427
Florida City	1,636	37,379	9.880
Golden Beach	2,015	521,943	11.485
Hialeah	10,413	218,627	8.323
Hialeah Grdns	3,931	126,792	10.747
Homestead	1,615	37,396	11.429
Indian Creek	110	230,738	12.707
Islandia	2	54	10.343
Key Biscayne	6,344	1,244,230	4.444
Medley	246	137,375	11.719
Miami	10,244	301,714	9.943
Miami Beach	13,536	771,679	7.486
Miami Shores	4,050	135,620	11.064
Miami Springs	4,586	173,457	9.456
North Bay Village	18,833	727,227	7.859
North Miami	5,981	132,737	9.916
North Miami Beach	7,138	195,208	10.304
Opa-Locka	3,539	86,171	12.204
South Miami	4,525	233,687	9.214
Surfside	8,526	688,242	8.007
Sweetwater	17,601	226,776	5.587
Virginia Gardens	7,353	242,927	6.177
West Miami	8,204	214,980	10.242
City Average	6,562	384,715	9.169
Urban Unincorporated Area	3,510	110,000	5.065
Proposed Cities*			
Aventura/Biscayne	7,326	\$966,319	5.065
Destiny	5,328	102,044	5.065
East Kendall	4,183	191,901	5.065
West Kendall	4,940	141,799	5.065
Pinecrest	2,113	158,887	5.065
Sunny Isles	11,772	984,537	5.065
Westchester	6,966	166,442	5.065

*Operating millage as current unincorporated area.

Sources: Metro-Dade County, 1994-95 Budget; Metro-Dade County, 1994 Tax Assessment Roll. Planning Department Calculations; U.S. Bureau of the Census, 1990 Census of Population, Summary Tape File 3.

Conditions of Fiscal Resource Disparity in Dade County

The unincorporated urban area (UUA), the 288 square mile proportion of the unincorporated area designated for urban development in the County's Comprehensive Development Master Plan, was selected as the analysis area. This is the area most likely to be requested for incorporation or annexation and that area recommended by the last two Commission-appointed study committees to which these two actions should be confined.

The UUA current mean (average) taxable value is \$110 million per square mile. This is well below the value for most of Dade's cities (Table 2). It should be noted that the services funding capability of the UUA tax base is lessened by the higher per capita costs associated with servicing the comparatively wider dispersal (lower density) of the population of this area.

In order to examine the geographic distribution of this key fiscal resource, the value of each UUA section (square mile) as a percentage of the UUA mean was calculated. These values are depicted on Map 2 and readily show existing tax value disparities within the UUA.

The lowest taxable value areas, colored orange and red, are concentrated in the yet-to-be-developed urban fringes, in the low-intensity development area of far South Dade and in the inner city communities in North Dade. The Brownsville/Model Cities area, with its low taxable values and high urban service needs, epitomizes the problem of fiscal resource disparity within the UUA area.

Higher taxable value properties, colored yellow and green, are concentrated in the largely fully developed areas in Northeast, Northwest and Central Dade. At the section level, little intermixing is found of lower and higher taxable valued areas.

The tax-exempt sections containing public institutions and parks are colored light blue.

Impact of Incorporation and Annexation on Fiscal Resources Within the Unincorporated Area

The collective impact of the seven currently proposed incorporations on the current operating budget for each of the County's municipal service districts was determined. These service districts include: 1) the Unincorporated Municipal Services Area (UMSA), which provides the unincorporated area with police, parks and recreation, planning, local roadways and general government services; 2) the Fire Rescue Services District, which encompasses the unincorporated area and 21 cities; and, 3) the Library Services District which serves the unincorporated area and 19 cities. The fiscal impact on the remaining unincorporated area resulting from these incorporations was calculated in two ways.

Table 3
 Potential Fiscal Impact of Proposed Incorporations
 on County Municipal Service Districts

	Revenue Reduction	Expenditure Reduction	Net Fiscal Impact on Remaining Area	Percent of Property Tax Base Withdrawn
UMSA *				
Pinecrest	\$6,015,400	\$5,636,200	(\$379,200)	
Aventura/Biscayne	8,152,000	2,105,667	(6,046,333)	
East Kendall	25,033,100	17,110,800	(7,922,300)	
Sunny Isles	6,058,000	2,862,287	(3,195,713)	
West Kendall	35,435,600	21,642,400	(13,793,200)	
Westchester	15,275,700	10,490,000	(4,785,700)	
Destiny	11,978,700	15,409,500	3,430,800	
Total	\$107,948,500	\$75,256,854	(\$32,691,646)	-40.1%
Fire Rescue District				
Pinecrest	\$2,648,900	\$1,773,900	(\$875,000)	
Aventura/Biscayne	4,438,000	3,620,000	(818,000)	
East Kendall	8,414,700	6,208,600	(2,206,100)	
Sunny Isles	1,812,000	3,835,000	2,023,000	
West Kendall	9,715,200	9,082,300	(632,900)	
Westchester	4,371,400	3,122,100	(1,249,300)	
Destiny	2,959,700	4,150,900	1,191,200	
Total	\$34,359,900	\$31,792,800	(\$2,567,100)	-33.5%
Library District				
Pinecrest	\$377,900	\$320,900	(\$57,000)	
Aventura/Biscayne	665,000	314,000	(351,000)	
East Kendall	1,200,600	1,717,900	517,300	
Sunny Isles	271,000	238,000	(33,000)	
West Kendall	1,386,200	3,169,800	1,783,600	
Westchester	623,700	1,713,600	1,089,900	
Destiny	422,300	1,447,400	1,025,100	
Total	\$4,946,700	\$8,921,600	\$3,974,900	-24.0%

* Does not include any reduction of the County's portion of State revenue sharing which would remain unchanged under State law.

First, the percent reduction in the value of the property tax base was determined. The seven proposed incorporation areas were found to encompass 40 percent of the taxable value of property in the UMSA, 34 percent of the Fire Rescue Service District and 24 percent of the Library Service District.

Second, the potential net fiscal impact that would result from the loss of revenues and expenditures in these areas was calculated. If these proposed incorporations were approved and cities providing all of their own municipal services were established and corresponding adjustments to County revenues and expenditures were made, significant funding additions above the estimated current millage property tax and other revenues available for two of the municipal service districts would be required to provide operating revenues sufficient to maintain the current levels of services operating expenditures for the remaining portions of these districts (Table 3). The potential net effect would be a loss of \$32,691,646 for UMSA and \$2,567,100 for the Fire Rescue District. It is estimated that the remaining portion of the Library District would have a surplus of \$3,974,900 because the service operating costs associated with the proposed incorporation areas decline more than would the revenues. This is due in part to the method used in estimating the expenditures.

To maintain the current level of services expenditures in the remaining portions of the two negatively impacted service districts -- UMSA and Fire and Rescue -- would require additional funding from existing or unidentified new source(s).

If, hypothetically, in addition to the seven currently proposed incorporations, all of the remaining portions of the UUA with above-average taxable values (the remaining yellow or green areas on Map 2) were to incorporate, the fiscal impact would be significantly greater. These potential incorporations would account for an additional 40 percent reduction of the current UMSA tax base, an additional 33 percent to the Fire Rescue District tax base, and an additional 24 percent to the current Library District tax base. To maintain current service levels in the remaining portions of these municipal service districts would again require significant additional revenues.

Alternatives For Two-Tier Government Enhancement

Several approaches could be used to address the above described possible reasons for incorporation that would each have varying impacts on the remainder of the unincorporated area. Since these approaches include non-incorporation alternatives, they are best described as two-tier government enhancements classified as incorporation of municipalities, creation of special purpose municipal units, increase of resources and use of other means. These enhancement alternatives are described and evaluated below and are summarized on Table 4.

Incorporation of Municipalities

Several forms of incorporation might be used. These are the formation of municipalities that are 1) fully empowered in a manner that are either unlimited or limited by policy standards that seek to reduce the adverse impacts on the remaining unincorporated area, and 2) partially empowered cities that are constrained by policy in a manner that will reduce these adverse impacts. These incorporation alternatives could be applied in increments or concurrently for the entire unincorporated area.

○ Unlimited, Full Function Cities

In the present absence of adopted policies, the current requests for incorporation of fully empowered municipalities can be considered on a case by case basis. Without policies for dealing with adverse impacts, the outcome would likely be the incorporation of most of the "donor" areas resulting in a fairly high degree of satisfaction of the area residents desires for more closely controlled governance and services. On the other hand, their goal for cheaper government, in all probability, will not be met. Virtually all of the potential impacts on the remaining unincorporated areas -- economic social and physical -- will be negative if incremental incorporations proceed on an unlimited basis.

○ Fiscally Balanced, Full Function Cities

In response to a concern for fiscal disparity, incorporations could be limited to those which have a fiscal impact that does not significantly reduce the current mean taxable value of the UUA. This approach can be accomplished by only incorporating areas that encompass some balance of higher and lower taxable value areas.

Under this approach, only a few major municipalities or a larger number of very small municipalities could be incorporated. The adoption of the maintenance of taxable value approach could have a beneficial effect on the desires prompting incorporation to the extent that some smaller units of municipal governance could occur. On the other hand, the larger the units of incorporation, the greater the potential for maintenance of economies of scale in the creation of new cities. A variation of this approach for addressing fiscal disparity could be to retain some of the revenue resources that might otherwise go to newly incorporated areas (see Revenue Constrained Cities discussion).

○ Physically and Socially Viable, Full Function Cities

The size, shape, boundaries and composition of municipalities can affect their viability. Studies have determined that cities of 100,000 to 150,000 population are the most efficient and those comprised of functional neighborhood units are the most effective. A balanced cross section of residential housing styles, commercial shopping and office

and industrial employment opportunities offer the best quality of life. When possible, communities should have appropriate and identifiable boundaries. The boundaries should provide for a resident population that is both cohesive and inclusive. These parameters could be developed and applied to the incorporation process.

The fully empowered municipalities that would be the products of this approach would likely provide satisfaction levels to residents that are lower than those formulated under the unlimited approach but about equal with those formed under fiscally balanced limitations. However, such incorporations would do little to overcome fiscal disparity concerns.

○ Services Constrained, Contract Cities

The creation of partially empowered "contract" cities that are constrained in their powers only in the requirement that they must purchase municipal level services from the County would retain the present economy of scale provided by Metro-Dade. This approach, the so-called Lakewood (California) Plan has been proposed for local use on several occasions. This alternative would extend the current voluntary use by the unincorporated area and most cities of the large-scale County Fire Rescue and Libraries district to a mandatory use by new incorporations of County municipal level services. Such cities could have the option of buying higher than standard levels of such services, but must obtain them from the County.

This alternative would meet most of the needs of area residents while maintaining efficiency with economies of scale in the new cities and the remaining unincorporated area.

○ Revenue Constrained Cities

An additional means of maintaining fiscal balance would be to retain for use in the remaining unincorporated areas some of the revenue sources that might otherwise be expended to be available to newly incorporating municipalities, creating partially-empowered cities. Such sources could include the Florida Power and Light Franchise fee, the utility tax and possibly portions of the property tax base. The first two of these sources are currently retained by the County in the case of annexations (County Code Sec. 20-8.1 thru 20-8.2).

This alternative would meet the expressed desires of area residents for more effective services and responsive governance but would likely increase the costs of being city residents. This approach could appreciably reduce the adverse fiscal effects of the incorporation of donor areas on the remaining unincorporated area.

Special Purpose Units

An alternative to the incorporation of full-function municipalities is that of establishing special or limited purpose municipal units. As recommended by the 1982 Dade County Charter Review Commission, these quasi cities would have the following characteristics:

- be governed by an elected body;
- have decision-making authority over zoning issues, subject to appeal by the Planning Director in the event of violations of the County Comprehensive Plan;
- be precluded from providing directly any service currently being provided by the County;
- be authorized to purchase a higher level of service from the County if additional taxes are levied.

Additionally, the units might also:

- have authority to recommend establishment of special tax districts, capital improvements and the location of local facilities;
- have decision-making authority over County funds currently being expended in the area;
- decide other local issues currently being decided by the Board of County Commissioners

This approach could be structured to be supportive of most of the desires currently stimulating incorporation as well as most of the concerns about the adverse impacts of incorporations.

Resource Enhancements

Another set of non-incorporation alternatives that have the potential for either meeting the desires of proposed incorporation area residents or alleviating some of the adverse impacts of incorporation are revenue resource enhancements that could be utilized in conjunction with, or in lieu of, incorporation approaches. These measures may be applied in conjunction with the more comprehensive alternatives previously described.

○ Efficiency Increases

An ever present means of enhancing service levels is through improved efficiency -- reducing their per unit cost. The County Commission has requested by resolution that this consideration be thoroughly examined with respect to unincorporated services.

○ Special District Taxation

The more extensive use of special tax districts is another non-incorporation means of responding to the desires of unincorporated area residents for improved services. This means of enhancement is an increasingly popular means of providing additional levels of security guards and a variety of other services.

This approach of maintaining or enhancing a base level of services, to be augmented as desired by individual areas through special districts, provides the opportunity for the maximum number of residents and property owners in the unincorporated area to obtain both an increased base level and above base level services. This potential would be diminished by the incorporation and annexation of above-average taxable valued areas.

○ Unincorporated Area Taxation

As noted earlier, the significantly lower per square mile tax base, population densities and millage rates of the UUA (Table 2) have limited the service resources available to the residents of this portion of the unincorporated area in comparison with city residents. The service effectiveness concerns of unincorporated area residents could be addressed by providing additional ad valorem tax resources. In many instances, a significant increment of additional services could be purchased by property owners at costs that would be less than the equivalent property tax increases that would be associated with incorporating, or annexing to a city with a municipal services millage rate equal to the average of the cities in Dade County (9.169 mills).

○ Areawide Fiscal Disparity Taxation

The use of a new ad valorem tax, separate from incorporation considerations, has been suggested as a means of addressing fiscal resource disparity. Applicable to all

municipal-level jurisdictions such a tax could be used to supplement the revenue of those entities with substandard fiscal resources.

The application of the concept is best exemplified by the only known use, the tax-base sharing device of the Twin Cities (Minneapolis - St. Paul) Metropolitan Council. Forty percent of the annual increase in taxes from non-residential property in the municipalities and counties of that region is paid into a trust fund. The funds are then distributed among the participating jurisdictions based on population and inverse taxable property value. It is reported that this program has significantly reduced the extremes in taxable value between high tax base and low tax base areas.

This approach makes municipal-level fiscal resources an areawide concern. Such a tax could be enacted only if capacity could be provided within the areawide millage cap by reducing the funding of existing area wide services or by transferring the funding of such functions as fire rescue or libraries to municipal budgets.

Other Enhancements

Two issues of unincorporated areawide governance should be addressed -- bringing municipal level services administration and the zoning decision process closer to unincorporated area residents and strengthening the County's ability to carry out its areawide responsibilities.

- Localized Administration

The use of decentralized administration has been deemed to be an effective means of improving accessibility to and accountability for municipal-level services delivery in the unincorporated area. In the current fiscal year, the County Commission has approved the creation of a new Office of Citizens Assistance and Outreach to improve the communications with responsiveness to citizens who are requesting services or seeking resolution of complaints. The staff for this activity will probably be located in regional offices and will assist the Office of the County Manager in monitoring service responses in these areas.

- Zoning Hearing Examiner

The oft-considered zoning hearing examiner system holds the potential for bringing the zoning process closer to unincorporated area communities if it were to require: 1) the examiners to hold their hearings in the evening out in appropriate sectors of the unincorporated areas, and 2) the County Commission to act only on appeals to the decision of the hearing examiners using only the record of facts and findings established by the examiners.

○ Areawide Governance Improvements

If significantly larger portions of the unincorporated area come under the jurisdiction of incorporated municipalities, the ability of the County to carry out its areawide responsibilities will need to be strengthened. The current unincorporated area is the primary venue of many of Metro's areawide responsibilities -- wetlands retention, wellfield protection, agriculture conservation, airport development, countywide facilities siting and areawide growth management. Most of the previous Metro governance study committees have recognized the need to be guided by some aspects of Countywide plans in the establishment of full two-tier government.

Better areawide planning and plan implementation would be required to make the County's upper tier governance more effective. Broward County, which is almost entirely incorporated, has established such a mechanism in its County Planning Council. This entity is responsible for preparing the countywide land use plan for adoption by the County Commission. All local governments must then be consistent with the adopted countywide land use plan in the preparation and adoption of their own plans. In this way many of the countywide issues and concerns are provided for.

Conclusions

The presently proposed and future potential incorporations would have significant economic, social and physical impacts on the unincorporated area and the type of cities formed. A number of alternatives are available that will mitigate to varying degrees the concerns that appear to be driving the interest in incorporations and the adverse impacts of those actions. The selection by the Board of County Commissioners of the alternatives they believe to be most appropriate would permit staff to give them more detailed consideration and present the Commission with complete information of the approach, pros and cons, and fiscal and legal dimensions in a timely manner.

Table 4
EVALUATION OF TWO-TIER GOVERNMENT ENHANCEMENT ALTERNATIVES

Enhancement Alternatives	Reasons for Enhancement				Impacts of Enhancement			
	Services Effectiveness	Government Accessibility/Responsiveness	Cost Reduction	Fiscal Disparity	Services Efficiency	Physically & Socially Functional	Area-wide Perspective	
Incorporated Municipalities								
Unlimited, full cities (approved without standards)	Highly supportive	Highly supportive	Somewhat to highly adverse	Highly adverse	Somewhat to highly adverse	Neutral to highly adverse	Somewhat to highly adverse	
Limited, full cities (approved in accord with standards)								
<ul style="list-style-type: none"> Fiscally balanced Physically and socially viable 	Somewhat supportive	Somewhat supportive	Neutral to somewhat adverse	Neutral	Neutral to somewhat adverse	Neutral to somewhat adverse	Somewhat adverse	
Service constrained cities (purchase services from County)	Highly supportive	Highly supportive	Neutral to somewhat adverse	Somewhat to highly adverse	Neutral	Neutral to highly adverse	Somewhat to highly adverse	
Revenue constrained cities (finding sources retained by County)	Somewhat supportive	Highly supportive	Neutral to somewhat adverse	Neutral	Somewhat to highly adverse	Neutral to highly adverse	Somewhat to highly adverse	
Special Purpose Units								
Non-cities with elected boards dealing with local planning, zoning, capital improvements, and purchase of higher levels of services, etc.)	Somewhat to highly supportive	Somewhat supportive	Somewhat adverse	Neutral to somewhat supportive	Neutral	Neutral	Neutral to somewhat adverse	

Enhancement Alternatives	Reasons for Enhancement				Impacts of Enhancement			
	Services Effectiveness	Government Accessibility/Responsiveness	Cost Reduction	Fiscal Disparity	Services Efficiency	Physically & Socially Functional	Area-wide Respective	
Resource Enhancements	local control increased levels	local elected officials local offices	cheaper government costs of alternatives	matched resources and needs	economy of scale	suitable configuration balanced composition	compatible with areawide functions	
Efficiency Increases (better use of existing revenues)	Somewhat supportive	NA	Somewhat to highly supportive	NA	Somewhat supportive	NA	NA	
Special District Taxation (increased revenues)	Somewhat to highly supportive	NA	Somewhat to highly adverse	Somewhat supportive	NA	NA	NA	
Unincorporated Taxation (increased revenues)	Somewhat supportive	NA	Somewhat to highly adverse	Somewhat supportive	NA	NA	NA	
Area-wide Taxation ¹ (balance of fiscal disparities areawide)	Neutral	NA	NA	Somewhat to highly supportive	NA	NA	Somewhat Supportive	
Other								
Localized Administration (local assistance offices)	Somewhat supportive	Somewhat to highly supportive	Neutral to Somewhat adverse	NA	Neutral	NA	NA	
Zoning Hearing Examiner (localized zoning hearings)	NA	Somewhat supportive	Neutral to somewhat adverse	NA	NA	NA	Neutral	
Area Planning Mechanisms	NA	NA	NA	NA	NA	NA	Highly supportive	

¹ Difficult to evaluate since would encompass entire County, not just unincorporated area.