



MEMORANDUM

TO: Honorable Chairperson and Members
Board of County Commissioners

DATE: July 22, 1997

SUBJECT: Final Report

FROM: 
Commissioner Katy Sorenson, Chair
Revenue Sharing Task Force

On behalf of the Revenue Sharing Task Force, I am pleased to submit to the Board of County Commissioners the final Task Force report, which contains, as required, two recommendations for countywide revenue sharing and two recommendations for unincorporated municipal service area (UMSA) revenue sharing and the mitigation of adverse fiscal impacts of incorporation on the remaining UMSA budget.

Over the last six months the Task Force has met 11 times and has reviewed a substantial amount of existing and new reports and data related to revenue sharing, incorporation and annexation issues and the potential implications of incorporation on the UMSA budget. In addition, public hearings were held in north Dade on June 24 and south Dade on June 25.

The issues reviewed and deliberated by the Task Force were complex, controversial and often very emotional. As a group I believe we were successful in maintaining an objective perspective as we deliberated the many issues surrounding revenue sharing. Due to the complexity of revenue sharing-related issues we have, as you know, requested and received two time extensions in finalizing our Task Force recommendations. At this time I can safely say that no easy, non-controversial, "win-win" solutions exist regarding the recent incorporation debate. However, I am pleased with the recommendations being advanced by the Task Force and believe they would ensure incorporation can occur in an orderly, rational fashion while at the same time minimizing any adverse impacts incorporation could have on tax and service levels for residents of the remaining UMSA.

In addition to the two countywide and two UMSA-only recommendations outlined in the attached report, two other conceptual proposals that received serious attention in our meetings and at the public hearings are included in the appendices to the final report. The first deals with the possibility that with future and perhaps total incorporation most of the specialized police functions performed by the Metro-Dade Police Department such as homicide, robbery and narcotics investigation units, the bomb squad, SWAT teams and other sophisticated investigative functions may be lost. This is not a desirable outcome and the Task Force believes a solution must be developed to preserve these specialized services on a regional basis if incorporation were to continue. An outline of a conceptual police district proposal which addresses the issue of preserving regional police services can be found in the Appendix to the final Task Force report.

The second proposal which received a great deal of attention involved the incorporation of the entire unincorporated area by utilizing the Community Council boundaries as the basis for forming new cities by the year 2010. While perhaps an alternative worthy of future review, the Task Force concluded that this was not a revenue sharing plan and thus was not appropriate for Task Force recommendation to the Board. The Community Council proposal with a brief staff analysis is included in the Appendix to the report for your review.

Some people in this community view revenue sharing with skepticism and many people do not understand or appreciate the complexity of revenue sharing and the potentially serious adverse implications piecemeal, uncontrolled incorporation can have on Dade County. By being skeptical and asking hard questions, one can get a clearer picture of the revenue sharing issue and better understand alternative approaches. I believe there is enough information in this report and in previous reports concerning revenue sharing and incorporation to lead any reasonable person to conclude that fiscal inequity is a real problem among existing cities with the potential to become a far more serious problem with continued incorporation of communities with well above average property values. Moreover, this report shows that there are workable revenue sharing and UMMA budget impact mitigation plans that can minimize fiscal inequities among communities in Dade County.

I am requesting that the Board convene a special Commission Workshop during regular Commission meeting in September, prior to the end of the current moratorium on incorporations, to discuss this report, issues surrounding revenue sharing, and approaches which might allow incorporation to proceed in a way that minimizes or negates any adverse impacts on residents of the remaining unincorporated area. I believe it is important for each of us to carefully review this report and ask questions of staff where clarification or better understanding of the complex issues addressed is necessary prior to any fall Commission Workshop on this subject. Furthermore, I would encourage the circulation of this final report to government, community, academic and business leaders so that they can actively participate in this fall workshop.

I would like to thank the members of the Revenue Sharing Task Force for all of their hard work over the last six months. We owe this Task Force a debt of gratitude and I am sure the Board will join me in congratulating them on a job well done. I would also like to thank the staff on the Office of Management and Budget and the Department of Planning, Development and Regulation for their expertise, high quality work products, patience understanding, and hard work throughout this effort. We would not have completed our work without them. I know I speak for the Task Force when I say how fortunate the County is to have such a talented group of dedicated professional public administrators.

I am proud of the dedication of the citizen volunteers who served on the Task Force and gave their time and talent to address this problem. The Task Force work was serious, demanding and time consuming. I believe this report is an excellent example

Honorable Chairperson and Members
Board of County Commissioners
Page 3

of how concerned citizens can help point the way to a better community for all and not just for a few. The real test, however, of this work product is not the Task Force itself, for its job was well done, but rather the leadership of this community in its many forms, including the Board of County Commissioners, the mayors of existing cities, Community Council members, those in the forefront of the incorporation movement, the news media and others. Time and time again, this community's leaders have risen to the occasion to help address and solve major problems facing this community. The challenge, then, is for this community's current leaders to reach out to the entire community with a consensus solution to fiscal disparities and, ultimately, with the support of the community, to achieve that solution.

Attachment

BCC/00397

REVENUE SHARING TASK FORCE

FINAL REPORT

JULY 22, 1997

REVENUE SHARING TASK FORCE FINAL REPORT: TABLE OF CONTENTS

INTRODUCTION	1
BACKGROUND	1
PROBLEM	3
COUNTYWIDE REVENUE SHARING	5
Countywide Revenue Source: 1/2 Cent Sales Tax	5
Benefits	5
Barriers	5
Eligibility and Distribution Formula	6
Option 1	6
Option 2	8
Oversight Committee	8
Program Application and Evaluation Criteria	8
Eligible Services	9
Objectives/Performance Measures	10
Weighting Distribution Formulas	11
UNINCORPORATED MUNICIPAL SERVICE AREA REVENUE SHARING AND MITIGATION OPTIONS	15
Option 3: Restructuring Incorporation/Annexation Process	15
Recommendations for Charter and Code Changes	15
Recommended Incorporation Approach: 3 Paths to Incorporation	16
Benefits/Disadvantages of Option 3	16
Impact of Proposal on UMSA Budget	16
UMSA Revenue Sharing: Formula Payment from High Value to Areas to UMSA	17
Option 4. Restructuring Incorporation/Annexation Process	18
APPENDIX	
A-1. Sales Tax Revenue Sharing: Distribution to all Cities Weighted by Tax Effort and Income (Option 1)	21
A-2. Sales Tax Revenue Sharing: Distribution by Population Weighted by Tax Effort (Option 2)	22
B. Police District UMSA Revenue Sharing Concept	23
C. Total Incorporation of UMSA by 2010 Using Community Council Boundaries for New Cities	29
D. Preliminary Staff Analysis of Total Incorporation Proposal	39
E. Revenue Sharing Task Force Members	41
F. Resolutions Related to Revenue Sharing Task Force	42

LIST OF TABLES

Table 1. Dade County Municipal Governments	2
Table 2. Per Capita Property Tax Bases of New Cities, Areas in Queue for Incorporation and UMSA, Adjusted for Actual and Potential Changes	3
Table 3. Hypothetical Countywide Revenue Sharing Distribution	7
Table 4. Hypothetical Examples of Income Weighting Formulas	12
Table 5. Hypothetical Examples of Tax Effort in Weighted Formulas	14
Table 6. Hypothetical Examples of Median Household Income and Tax Effort in Weighted Formulas	14
Table 7. UMSA Mitigation Revenue Sharing Approaches	19
Table A-1. Sales Tax Revenue Sharing: Distribution by Population Weighted by Tax Effort and Income	20
Table A-2. Sales Tax Revenue Sharing: Distribution by Population Weighted by Tax Effort	21
Table B-1. Community Council Taxable Real Property	25
Table B-2. Community Councils and Comparable Cities	26

REVENUE SHARING TASK FORCE

FINAL REPORT

JULY 22, 1997

INTRODUCTION

In October 1996, the Board of County Commissioners (BCC) passed Resolution R-1210-96 creating "a Revenue Sharing Task Force to study various revenue sharing proposals for providing for fiscal equity in funding municipal services in Dade County." Among other assignments, the Revenue Sharing Task Force (Task Force) was requested to "identify the two most appropriate approaches to area wide and unincorporated area revenue sharing."

This report contains the Task Force's recommendations on area wide and unincorporated area revenue sharing and is organized as follows:

- Background
- Problem
- Countywide Revenue Sharing
- Unincorporated Municipal Service Area (UMSA) Revenue Sharing and Mitigation Options
- Appendices

BACKGROUND

With over 2 million residents, Dade County is a large, complex urban area with a multi-cultural, multi-ethnic population mix. Recent census data indicate that Dade County is also one of the poorest urban counties in the United States (sixth poorest large county, "Dade is growing poorer, faster," Dan Keating, Miami Herald, April 2, 1997); yet within the county there are many wealthy neighborhoods and communities. The county currently consists of 29 active municipal governments. These include the largest, Metro-Dade County's unincorporated municipal service area (UMSA), and the two newest cities, Aventura and Pinecrest; it excludes Islandia -- not an active city -- and Sunny Isles Beach, which just approved its charter as a city in June 1997.

The residential population within the boundaries of these 29 active city governments and the governments themselves reflect differences in size, ethnic mix, taxation, household income (a measure of personal wealth) and municipal wealth. A common measure of municipal wealth is per capita property tax base. Property taxes, derived from the tax base, generally are the single largest general revenue source for cities. Unlike state-shared revenues, which are formula based, and utility taxes, which are limited by state law, property tax revenues are the most flexible source of revenue for city officials subject only to the Constitutional tax rate limit of 10 mills. Per capita property tax base is calculated by dividing the total taxable value of property in a city by its population. Studies have shown that wealthier communities (municipal wealth) spend more on municipal services on a per capita basis than their less wealthy counterparts. Such services typically include police, fire, libraries, public works, parks, planning, and code enforcement.

Table 1. Dade County Municipal Governments

Jurisdiction	1995 Population	Per Capita Taxable Value	1996 Millage Rate +	Median Household Income
Aventura	16,655	\$156,417	2.2270	\$31,901
Bal Harbour	3,091	265,714	3.5000	39,773
Bay Harbor Islands	4,774	56,060	5.0000	30,112
Biscayne Park	3,190	22,897	8.1780	35,938
Coral Gables	40,154	116,394	2.3650	47,506
El Portal	2,506	16,055	7.7000	26,173
Florida City	6,290	22,488	7.1330	15,917
Golden Beach	800	273,494	8.7377	71,965
Hialeah	195,750	22,858	5.9894	23,443
Hialeah Gardens	9,412	39,989	7.7800	24,120
Homestead	30,712	18,088	8.6816	20,594
Indian Creek Village	45	2,272,933	9.9600	150,001
Key Biscayne	9,333	199,426	2.1060	61,293
Medley	711	775,339	7.9230	24,750
Miami	364,075	31,658	6.3560	16,925
Miami Beach	93,366	65,490	4.4990	15,312
Miami Shores	10,442	32,759	8.7400	41,670
Miami Springs	13,226	39,292	6.7000	31,461
North Bay Village	5,535	39,251	5.1190	25,165
North Miami	51,973	22,755	7.9350	24,898
North Miami Beach	36,227	28,517	7.7000	24,963
Opa-locka	15,454	24,692	9.8000	15,099
Pinecrest	18,927	87,492	2.2770	74,576
South Miami	10,514	53,186	6.8000	31,741
Surfside	4,170	97,765	5.6030	32,349
Sweetwater	14,717	13,713	3.6567	22,530
Virginia Gardens	2,197	34,594	3.2950	28,269
West Miami	5,751	28,227	8.4950	25,477
Unincorporated Area	1,086,669	34,953	2.2770	27,775
Total or Average	2,056,666	\$38,472	6.0874	\$26,909

Source: See tables in appendix. Excludes Islandia.

Figures in bold are below the county average.

City names in bold indicate that the city has both below average per capita assessed value and median household income.

+ Several rates were adjusted to back out equivalent fire-rescue millage from the cities' total millage for comparability. See tables in appendix for more details.

Table 1 shows population, per capita taxable value, current municipal millage rates and median household income for these 29 municipal governments. The data indicate that almost 50 percent of Dade's municipal governments (14 of 29) have per capita property tax bases below the county average of \$38,472, and 14 have median household incomes below the county average of \$26,909. Ten cities fall into both below average categories. The figures that are below average for per capita taxable value and median household income are shown in bold in Table 1. The ten cities' names where both figures are below average are also shown in bold.

PROBLEM

Since new cities created in recent years have per capita property tax bases substantially above the UMSA average, attention has been drawn to disparities in municipal wealth within the remaining unincorporated area as well as in existing cities. In recent months, this attention has been more sharply focused, since all of the communities in unincorporated Dade petitioning to become cities also enjoy per capita property tax values higher than average. Table 2 summarizes relevant data related to recent incorporations and for those areas with petitions to incorporate or for whom incorporation studies have been completed by County staff.

Table 2. Per Capita Property Tax Bases of New Cities, Areas in Queue for Incorporation and UMSA, Adjusted for Actual and Potential Changes

Area	1996 Per Capita Tax Base	Times Greater than Current UMSA
"Old" UMSA*	\$38,986	
Key Biscayne	199,426	5.7
Aventura	156,417	4.5
Pinecrest	87,492	2.5
Current UMSA	34,953	
Sunny Isles Beach	84,462	2.4
East Kendall	63,188	1.8
West Kendall	35,521	--
Palmetto Bay	61,887	1.8
Doral	105,713	3
Miami Lakes	79,301	2.3
Country Club Lakes	52,067	1.5
Revised UMSA +	28,791	

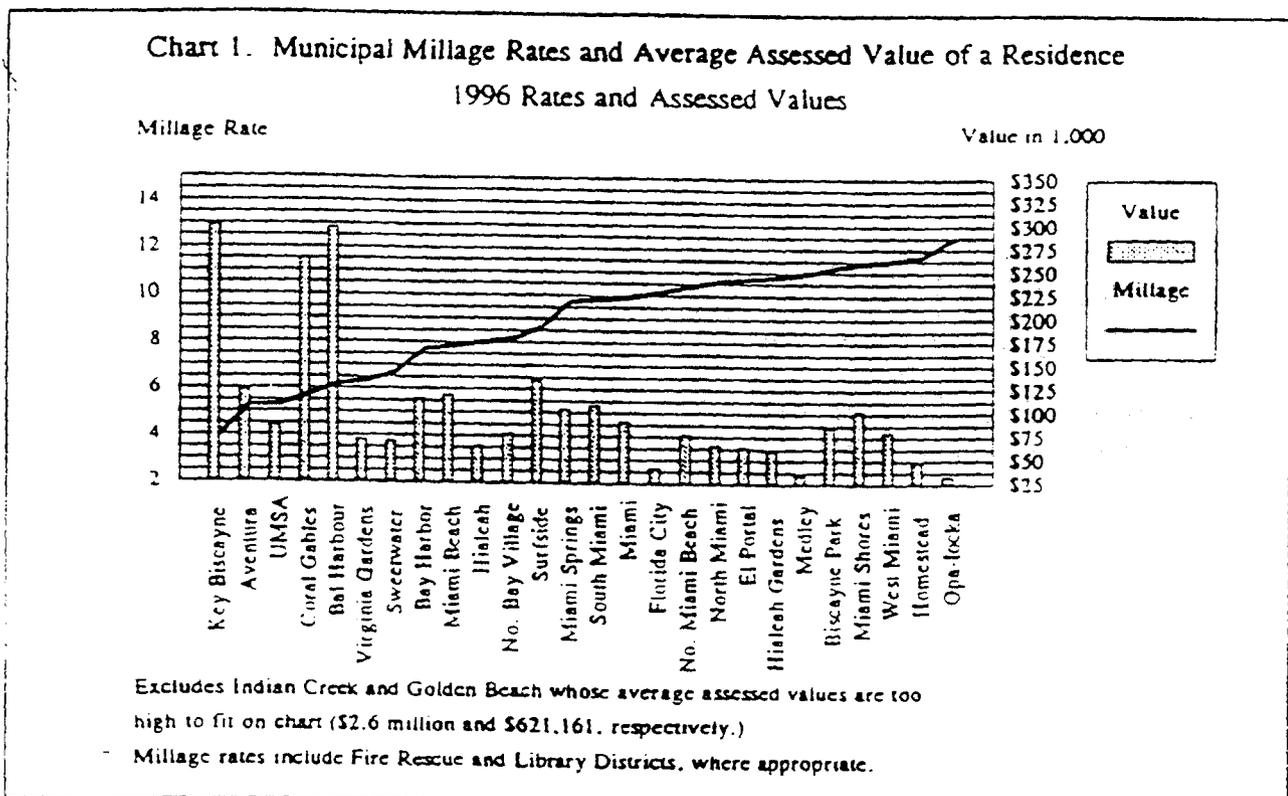
* Value using 1996 taxable figures and population with Key Biscayne, Aventura and Pinecrest rolled back into UMSA.

+ Value if remaining areas incorporate.

The three recent new cities have caused a decline in the per capita property tax base of UMSA from \$38,986 (assuming these areas and their populations were in UMSA) to \$34,953, a 10 percent reduction. With the communities in queue, the UMSA per capita tax base would decline from \$34,953 to \$28,791, almost another 18 percent. If these incorporations occur, it would likely mean (1) many of the remaining communities in unincorporated Dade would not have tax

bases sufficient to become cities and provide a reasonable level of service at a reasonable rate of taxation and (2) it would likely mean tax increases in the remaining UMSA in order to maintain services at current levels.

A major problem facing policy makers centers on potential future fiscal disparities that incorporation may bring as well as on existing disparities in cities that have below average per capita property tax bases; many of these cities are feeling increased pressures of higher taxation in order to provide a level of municipal services desired by their residents. Chart 1, which shows both municipal millage rates and average assessed value of residential property by city, suggests that the higher the assessed value of residential property within a city, the lower the millage rate or, conversely, the lower the assessed value of residential property, the higher the millage rate.



One solution to the problem of fiscal disparities is to create a countywide municipal revenue sharing program that will allow city governments to provide higher levels of service than they could otherwise afford. Such a program would help reduce fiscal disparities among existing cities and may level the playing field for areas with lower property values to become new cities; it may also reduce the impact of incorporation of high property value areas on the remaining unincorporated area. Thus, all residents of the county could enjoy a certain level of basic municipal services that often can only be provided in wealthier communities. Another solution to address negative impacts only in UMSA due to incorporation of wealthier neighborhoods is to provide a revenue sharing program or mitigation strategies just affecting UMSA. Such alternatives would by definition not address fiscal disparities in existing cities nor help lower-valued areas in UMSA to incorporate with reasonable tax rates.

COUNTYWIDE REVENUE SHARING

This section outlines two approaches to countywide revenue sharing. They have three common components:

- A source of countywide revenue
- A formula to determine municipal eligibility and amounts to distribute
- An oversight committee with strict program application and evaluation criteria

Countywide Revenue Source: 1/2 Cent Sales Tax

The Task Force concluded early in its deliberations that it would not offer any revenue sharing options that used property taxes (ad valorem) as a source for the revenue sharing pool. Several options that possibly could support a countywide revenue sharing program were reviewed, but one stood out. This is a new half penny sales tax. The sales tax offers several benefits, but also has several barriers.

Benefits

There are six major benefits of a half cent sales tax:

1. It raises \$100 to \$110 million annually, an amount that would be sufficient for a revenue sharing program to be effective.
2. It is a recurring source of revenue.
3. While sales taxes normally are considered regressive in nature, Florida's sales tax excludes food and medicine, and if the revenue sharing program targets poorer cities, the residents there would receive a greater benefit, helping to negate the regressive aspects of this tax.
4. An estimated 30 to 35 percent of sales taxes are paid by tourists and visitors.
5. As a new revenue source, no city would contribute any of its existing revenue.
6. No property tax revenues or tax rates would be affected.

Barriers

There are four major barriers to using this revenue source:

1. It would require a change in state law in order for revenue sharing to be an eligible use of sales tax.
2. It would likely require a referendum of the voters to implement a revenue sharing program, if state law allows such a use for sales tax.
3. It would be a tax increase on consumption.
4. It would preclude the County from using this revenue for other purposes currently allowed under state law.

Current state law allows the County to impose an additional 1/2 cent sales tax with a referendum for indigent health care or infrastructure, and up to 1 cent for mass transit. This part of the statute would have to be amended to make a countywide municipal revenue sharing an authorized use of a local option sales tax.

Eligibility and Distribution Formula

Two options were selected and both assume the source of funds for the revenue sharing pool will come from a new, one-half cent sales tax, raising approximately \$100 to 110 million annually. Each has a unique distribution formula that determines eligibility of a city to participate in revenue sharing and how much each eligible city is to receive, subject to meeting other application and evaluation criteria. Table 3 summarizes the hypothetical distribution results for each plan, using the best available current data. Tables A-1 and A-2 in the Appendix show the detailed calculations for each option. The plans are summarized below.

Note: Data in the tables in this report may change from year-to-year since each jurisdiction's tax base, population, and millage rate would likely change as will median household income data when new census information becomes available. If either option is approved, each data element will be reviewed and modified to reflect the most current information available. In the meantime, these data are useful to show the hypothetical results of the two options and thus can assist in effective decision-making.

Option 1

Concept: All cities would be eligible to receive a portion of the revenue sharing pool, but the distribution formula would enable cities with higher tax efforts and lower median household incomes to receive more revenue on a per capita basis than cities with lower tax efforts and higher median household incomes. This option achieves two major goals: all municipalities will receive some revenue, but the "poorer" cities, as measured by tax effort and median household income, would receive relatively greater amounts.

Number of Cities Eligible: 29

Results. Data reflecting a hypothetical distribution with total and per capita results are shown under Option 1 in Table 3. The distribution assumes \$100 million in the pool. If all \$100 million were distributed to every municipal government based on population alone, the per capita value each city would receive would be approximately \$49. Thus, by reviewing the Per Capita column of Table 3, Option 1, one can conclude that cities receiving more than \$49 per capita exhibit higher tax efforts or lower median household incomes, or both. Those cities with a per capita revenue sharing value less than \$49 reflect lower tax efforts or higher median household incomes, or both. The redistributive result comes from the weighted formula. The weighting methodology is explained later in this report.

Cities with larger populations would receive more funds in terms of absolute dollars because the formula is population based. The appropriate comparison is the per capita values, since this adjusts for the different populations among the municipal governments in the county.

The city names in Table 3 are coded with bold print, italics and shading to help identify those that have below average assessed values (bold), below average median household incomes (italics), and relatively high tax efforts (shading). All but two cities with one code do receive more than \$49 per capita. All cities with two or more codes receive more than \$49 per capita. All cities without coding receive less than \$49 per capita in this hypothetical example.

Table 3. Hypothetical Countywide Revenue Sharing Distribution

Distributed by Population Jurisdiction	Option 1		Option 2	
	Weighted by Tax Effort and Median Household Income to All Cities		Weighted by Tax Effort Only to Below Average Per Capita Tax Base Cities	
	Total	Per Capita	Total	Per Capita
Aventura	\$407,716	\$24		
Bal Harbour	61,608	20		
Bay Harbor Islands	183,645	38		
Biscayne Park	255,196	80	\$527,348	\$165
Coral Gables	755,138	19		
<i>El Portal</i>	270,681	108	556,268	222
<i>Florida City</i>	615,679	98	923,434	147
Golden Beach	12,150	15		
Hialeah	10,053,669	51	11,423,534	58
<i>Hialeah Gardens</i>	584,452	62		
Homestead	3,543,058	115	6,822,568	222
Indian Creek Village	245	5		
Key Biscayne	123,402	13		
<i>Medley</i>	21,456	30		
Miami	25,094,023	69	27,223,445	75
<i>Miami Beach</i>	5,406,908	58		
Miami Shores	647,616	62	1,289,454	123
Miami Springs	677,436	51		
<i>North Bay Village</i>	276,956	50		
North Miami	4,534,950	87	8,388,352	161
North Miami Beach	2,676,208	74	4,527,494	125
Opa-locka	1,758,023	114	2,838,898	184
Pinecrest	262,011	14		
South Miami	460,583	44		
Surfside	131,185	31		
<i>Sweetwater</i>	1,123,654	76	1,816,367	123
Virginia Gardens	90,114	41	96,856	44
West Miami	451,662	79	801,080	139
Unincorporated Area	\$39,520,576	\$36	\$32,764,901	530

Notes:

- Cities in bold have below average taxable values.
- Cities in italics have below average household incomes.
- Cities that are shaded have relatively high tax efforts.
- Excludes Islandia.

Sources: Property Appraisal, Planning, Development and Regulation, OMB
(Computed figures are subject to rounding.)

Option 2

Concept: Funds would be distributed only to those cities that have below average per capita taxable values and more funds would be awarded to eligible cities that exhibit higher tax efforts. Option 2 achieves one overarching goal: to help "poorer" cities, as defined by below average per capita property tax base, to achieve a level of services more similar to wealthier cities by providing them substantial revenue sharing funds. Secondly, the distribution formula also rewards those with higher tax efforts -- those that are trying harder -- with more funds on a per capita basis than other eligible cities would receive.

Number of Cities Eligible: 14

Results. Option 2 provides significant redistributive results to cities whose per capita assessed property values are below the county average and to those in this group that are trying the hardest to fund services based on tax effort. Cities with above average per capita property tax bases do not receive any funds. Eligible cities with higher tax efforts receive more revenue on a per capita basis than eligible cities with lower tax efforts. For example, the unincorporated area has a very low tax effort and a per capita taxable value just slightly lower than the average in the county and it actually would receive more funds under Option 1 than Option 2 -- even though fewer cities participate in Option 2. On the other hand, Homestead which has a relatively high tax effort and low per capita property tax base would receive \$6.8 million under Option 2 (\$222 per capita) but only \$3.5 million under Option 1 (\$115 per capita).

Oversight Committee

The Revenue Sharing Task Force strongly recommends that an oversight group be established to administer either Option 1 or Option 2. Thus, under either countywide revenue sharing program, the allocation of funds to jurisdictions based on a pre-established formula would further be limited to specific service enhancements subject to review and approval by an oversight group. This oversight group could be patterned after the Safe Neighborhood Parks Citizens' Oversight Committee created to administer the \$200 million parks bond program approved by the voters in November 1996. This committee would have the authority to approve funding, evaluate programs, and withhold funding if programs were poorly managed or did not achieve intended results.

Program Application and Evaluation Criteria

Program application essentially would include the following limitations:

1. **Application:** Each city must submit a grant proposal identifying specific goals and objectives to create, improve, expand or enhance a service or function.
2. **Maintenance of Effort:** Each city would be required to maintain its current funding level of the service identified in the grant request, so the revenue sharing funds buy additional services.
3. **Annual Report:** Each city would have to report on the use of the funds after the end of the year in which the funds were spent.

4. Evaluation: An oversight group would evaluate the results of the increased service effort. Future grant awards may be dependent on past performance.

Exceptions to the maintenance of effort requirement could be allowed in cases where the city's tax effort is substantially higher than the average or other unique circumstances. Such exceptions could be granted by the oversight group.

Eligible Services

Application for revenue sharing funds would be limited to both operating and capital improvement projects for such fundamental municipal services as:

Public Safety

- Police
- Fire-rescue
- Code enforcement

Physical Environment and Public Infrastructure

- Road improvements
- Recycling
- Street beautification and lighting
- Sidewalks and bikeways
- Median maintenance and street cleaning
- Drainage improvements
- New and upgraded public facilities, including code required improvements such as ADA

Recreation

- Parks
- Recreation programs, including programs and activities targeted for youth, seniors and persons with special needs
- Youth programs
- Senior programs
- Libraries

Economic Development

- Job creation
- Job training
- Business retention
- Business attraction

Objectives/Performance Measures

Any grant application for the eligible services could be evaluated according to the objectives listed below. Each service shows common data collected for the services. Other measures could be identified, as well, that would tie the specific objective of the grant request to an outcome measure of performance. Several national organizations have identified performance measures that could serve as useful tools for evaluating requests and assessing outcomes after the program has been implemented.

Police

- Number of sworn staff per 1,000 population
- Average response time to emergency calls
- Crimes cleared
- Number of investigative officers per total sworn personnel

Fire

- Percent of fire and rescue calls responded to within 5 minutes
- Fire rescue personnel per 1,000 population

Code enforcement

- Number of days from complaint to inspection
- Number of days to voluntary compliance

Streets and lighting

- Percent of miles with satisfactory rideability
- Percent of roads with satisfactory appearance
- Percent of streets with street lighting
- Number of code enforcement officers per 1,000 population

Recycling

- Tons collected per household
- Percent of households, businesses participating in program

Recreation

- Acres of parks per capita
- Full time park employees per 1,000 population
- Percent of school age children in after school programs
- Percent of youth in evening programs
- Percent reduction in juvenile crime
- Percent of seniors in programs

- Annual library book circulation per capita
- Number of library employees per 1,000 population
- Number of library books per capita
- Percent of population that are registered borrowers

Economic Development

- Cost per job created
- Percent of persons hired as a result of training
- Number of new businesses brought in

Weighting Distribution Formulas

A predetermined, formula-based method of determining revenue sharing distributions allows for an automatic calculation of the amount of disbursement for all cities. The formula can contain factors that limit which cities receive funding and the amount they receive by the factors used to determine the weighting in the formula. The formulas in Option 1 and 2 use several factors to deliberately affect the amount of funds available to each city participating in the program. The formulas use "weighting" factors to control dollar amounts awarded. The formulas in effect serve as a partial-means test, rewarding some cities with relatively more funds than others. The following weighting factors have been used for Option 1:

- Population
- Median Household Income
- Millage Rate
- Per Capita Taxable Value

Option 2 uses the same factors except median household income.

These factors are explained next and hypothetical examples are provided to show how the formulas work. Detailed data can be found in Tables A-1 and A-2 in the Appendix.

1. Population. This factor is used in some way in virtually all monetary distribution formulas such as state revenue sharing and in many federal programs. It helps ensure allocations are sensitive to the relative size and hence higher absolute cost of services incurred by larger jurisdictions. The other factors used in the formulas proposed here essentially adjust the population figures which are then used to determine the final distribution from the pool.

2. Median Household Income. This factor is a measure of need. Any city with a median household income below the average could be considered more needy than those above the median. Using this factor to weight a formula, cities with median incomes below the average would receive more revenues on a per capita basis than cities with values higher than average. Table 4 below provides hypothetical data assuming a pool of \$10 million for distribution with a formula weighted by median household income. With a simple population formula, each city in this example would receive approximately \$95 per capita ($\$10,000,000 / 105,000$).

Table 4. Hypothetical Examples of Income Weighting Formulas

A	B	C	D	E	F	G	H	I
Formula		B total / B		D average / D for each city	E * B	F / F total * 100	G * 10,000	H * 1,000 / B
City	Population	Percent of Total	City Median Household Income and Average	Relative Income Weight	Weighted Population	Weighted Population Share (new percent)	Share of \$10 Million Pool (000)	Per Capita Share
City A	60,000	57	\$15,000	1.8889	113,333	73.85	\$7,385	\$123
City B	35,000	33	\$30,000	0.9444	33,056	21.54	\$2,154	\$62
City C	10,000	10	\$40,000	0.7083	7,083	4.62	\$462	\$46
Total or Avg.	105,000		\$28,333	3.5417	153,472		\$10,000	

Hypothetical cities A, B, and C are shown with respective population and median household income data. Column C shows the percent each city's population makes up of the total. Compare this to the percent under column G and you see how the income weighting affects distribution. A is the largest and poorest city. It makes up 57 percent of the total population of the three cities. It also has the lowest median household income. With the weighted formula, though, it receives the most funding with almost 74 percent of the weighted population share and \$123 per capita. City C, the richest and smallest of the three cities, receives only \$46 per capita, representing about 5 percent of the weighted population, but 10 percent of the actual population. The effect of income weighting clearly allows more dollars to be directed toward areas with more need as measured by median household income. Table A-1 shows the actual data for income weighting for the existing municipal governments in Dade County as part of the calculations for Option 1.

3. Millage Rate. This is a tax rate. In part it reflects the level of effort a city is putting forth to fund its own services, and in part it is a reflection of the value of property in a city. Often, cities with low millage rates can be described as using a low effort to fund its services, and cities with high millage rates can be said to be using a high effort to fund its services. Using millage rate in the proposed formulas, in effect, means a city with a low millage rate, or low tax effort, would not receive as much revenue sharing on a relative basis as a comparable city with a higher millage rate or higher tax effort. To be a more accurate measure of tax effort, the millage rate should be coupled with taxable property value. In the formulas proposed here, as well as the state formula for determining relative ability to raise revenue, the per capita assessed value is one of the factors used as a measure of ability to raise revenue. This factor is explained under 4 below.

Another way to look at the millage rate as a way to address the issue of revenue raising ability is to determine how much capacity a city is using. The millage rate can easily be converted to a percent showing the capacity used and the capacity remaining. A city with a millage rate of 7 is using 70 percent of its capacity to raise property tax revenue (7/10: 7 mills divided by the Constitutional cap of 10 mills). A city with a millage rate of 3 is only using 30 percent of its capacity to raise property tax revenue and has 70 capacity left with which to raise more revenue

if needed. A city at 9.5 mills is expending 95 percent effort at raising revenue and only has 5 percent capacity remaining.

Millage rates, of course, say nothing about the quality of management or services and nothing necessarily about the quantity of services as well. The proposed revenue sharing program recognizes this issue and suggests that this can be addressed by the oversight committee.

4. Per Capita Taxable Value. This is a measure of the wealth of a city. It is computed by dividing the total taxable value by the population of a city. Using this as a weighting factor in the formula means a city with a value below the county average would receive more funding on a per capita basis than one with a value higher than the average. As used in the formulas in this proposal, per capita taxable value serves two functions. Under both Options 1 and 2 it is used as part of a tax effort weighting factor that allows cities with a higher tax effort -- those trying harder -- to receive relatively more funds than cities with lower tax efforts. The second use of this factor under Option 2 is to screen out ineligible cities; any city that has a per capita taxable value higher than the county average is not eligible to receive revenue sharing funds; conversely, cities with below average per capita taxable values are eligible to receive revenue sharing funds.

Both the millage rate and per capita taxable value are used in the formulas in Options 1 and 2. These become part of the tax effort weighting factor, and serve the same function as the states relative ability to raise revenue factor in its revenue sharing program. Tax effort is explained next.

Tax Effort. This is determined through the use of two ratios calculated as follows. A city's tax effort is the city's millage rate divided by its per capita taxable value. This is then divided by the county average municipal millage rate divided by the average taxable value in the county to get relative weighting. The first ratio accounts for the range of taxable values from low to high and the range of millage rates from low to high for each city. It helps delineate the relationship between value and millage rate to more accurately compute tax effort. For weighting purposes, the city's ratio of taxable value to millage rate is divided by the ratio of the average municipal millage rate to per capita taxable value to derive the relative tax effort weighting factor. Essentially, this enables one to rank and weight each city relative to the average ratio for all cities. So both taxable value and tax capacity (millage) are translated into one number.

Table 5 uses the same hypothetical cities from Table 4 to illustrate how tax effort weighting factor influences the distribution of revenue sharing funds. Tables A-1 and A-2 in the Appendix show the detailed calculations used to determine the distributions for Option 1 and 2.

As with Table 4, City A with the highest millage rate and lowest per capita taxable value gets the most revenue sharing funds in absolute as well as on a per capita basis. The smallest, wealthiest and lowest tax capacity city, City C, receives the least amount of revenue sharing funds. Thus, this weighted formula also rewards "needier" cities with relatively more revenue.

Table 6 combines the data from Tables 4 and 5 to show what happens when both weighting factors are added together. As to be expected, the city with the greatest tax effort and lowest median household income, receives more on a per capita basis than the other cities. This is City

A, which because it is the largest in population, also receives the most funding in absolute terms as well.

Table 5. Hypothetical Examples of Tax Effort in Weighted Formulas

A	B	C	D	E	F	G	H	I	J
Formula				$C \cdot 1000 / D$	$E_{\text{city}} / E_{\text{total}}$	$F \cdot B$	$G_{\text{city}} / G_{\text{total}}$	$H \cdot \$10,000$	$I \cdot 1,000 / B$
City	Population	Millage Rate	Per Capita Taxable Value	Millage Rate Per Capita Taxable Value Ratio	Relative Tax Effort and Total Tax Effort	Weighted Population	Weighted Population Share (New Percent)	Share of \$10,000 Pool (000)	Per Capita Share
City A	60,000	9.5267	\$20,000	0.4763	6.4939%	389,634	90.47	\$9,047	\$151
City B	35,000	6.5342	\$80,000	0.0817	1.1135	38,973	9.05	\$905	\$26
City C	10,000	2.2770	\$150,000	0.0152	0.2069	2,069	0.48	\$48	\$5
Total or Avg.	105,000	6.1126	\$83,333	0.0734 0.0734	7.8143	430,676	100	\$10,000	

Table 6. Hypothetical Examples of Median Household Income and Tax Effort in Weighted Formulas

A	B	C	D	E	F	G	H	I
Formula				$C + D$	$E \cdot B$	$F_{\text{city}} / F_{\text{total}} \cdot 100$	$G \cdot \$10,000$	H / B
City	Population	Relative Tax Effort	Relative Income Weight	Total Weights	Weighted Population	Weighted Population Share (New Percent)	Share of \$10 Million Pool (000)	Per Capita Share
City A	60,000	6.4939	1.8889	8.3828	502,968	86.10	\$8,610	\$144
City B	35,000	1.1135	0.9444	2.0579	72,027	12.33	\$1,233	\$35
City C	10,000	0.2069	0.7083	0.9152	9,152	1.57	\$157	\$16
Total or Avg.	105,000			11.3559	584,147	100	\$10,000	

UNINCORPORATED MUNICIPAL SERVICE AREA REVENUE SHARING AND MITIGATION OPTIONS

Options 3 and 4 in this report address mitigation and revenue sharing options solely for the unincorporated municipal service area (UMSA). They do not address fiscal disparities on a countywide basis. In general these options focus on ways to mitigate the negative fiscal impacts of incorporation by identifying ways to minimize adverse service and tax impacts on remaining UMSA residents.

Option 3: Restructuring Incorporation/Annexation Process

Concept: This option was prepared to establish a comprehensive approach to incorporation and annexation, which is sensitive to the impacts of such actions on remaining UMSA residents. It is intended to ensure that an orderly, rational process for incorporation is available in Dade County and, at a minimum, to partially mitigate adverse budget impacts on the remaining Unincorporated Municipal Service Area (UMSA).

This option requires changes to both the County's Home Rule Charter and Code related to incorporation and annexation and offers three alternative paths to incorporation along with an UMSA revenue sharing plan.

Recommendations for Charter and Code Changes

1. Convert current fiscal guidelines to mandatory criteria except as noted below.
2. Develop a package of County Code or Home Rule Charter amendments, addressing incorporation and annexation issues including:
 - Any new incorporations must remain in the Metro-Dade Fire Rescue and Library Districts and must continue to receive solid waste collection services from the County.
 - Annexations will be permitted, subject to Board of County Commission (BCC) approval, through a vote of the area to be annexed when areas to be annexed are within or below the average UMSA per capita taxable value. Such areas may choose the municipality to annex to subject to BCC approval. Areas of less than 250 persons may be annexed to a municipality through BCC action only. Enclave areas may be annexed to a municipality by the BCC with or without a vote of the area to be annexed regardless of per capita taxable value. Areas wishing to annex to an adjoining municipality with values in excess of the per capita taxable value range must follow one of the incorporation alternatives outlined later in this proposal.
 - Once the unincorporated area population drops to a pre-determined percentage of the County population and the UMSA per capita taxable value represents a pre-determined percentage or less of the overall county average value, the BCC may develop and implement a plan to annex remaining unincorporated areas to municipalities without any referendum requirements.
 - Limit permitted incorporations to three the first year after adoption of Home Rule Charter and code changes and two each year thereafter.

- Permit areas desiring to incorporate three avenues to pursue incorporation, while at the same time minimizing the economic/budgetary impacts on the remaining unincorporated area, as described below.
- Consider establishing, via Home Rule Charter or County Code amendment, a contractual, fee-based police district in which all new municipalities would have to participate. Through such a mechanism preservation of certain critical specialized police functions currently funded substantially through the UMSA budget for the benefit of UMSA residents could be ensured. Further, such a concept could significantly mitigate any remaining adverse fiscal impacts of incorporation on the UMSA budget. Appendix B provides a conceptual discussion of the police district proposal.

Recommended Incorporation Approach: 3 Paths to Incorporation

Permit incorporations to proceed following one of three paths as follows:

1. Incorporation may proceed if an area is within prescribed fiscal criteria ranges and no enclaves areas are created. These new cities would be provided their share of electrical franchise fee revenue from the County's current 30 year franchise agreement with Florida Power and Light (FPL).
2. Incorporation may proceed if no enclave is created and the area petitioning to incorporate has a per capita taxable value factor in excess of the high-end of the fiscal criteria value range if that area makes an annual payment to the UMSA budget for net revenue loss in excess of the high-end of the fiscal criteria range. Such new cities would be provided their share of electrical franchise fee revenue from the County's current 30 year franchise agreement with FPL.
3. Incorporation may proceed if an area does not adhere to fiscal criteria and/or creates enclave areas and/or wants its share of County electrical franchise fee revenue and/or does not want to make payments for per capita taxable property values above the high end of the fiscal criteria range if the electors in UMSA, all of which are impacted by such positions of the area petitioning for incorporation, vote in an UMSA-wide referendum to allow such areas to incorporate.

Benefits/Disadvantages of Option 3

Benefits:

- Allows incorporation to proceed in a rational fashion with multiple paths available for incorporation.
- Can mitigate to varying degrees adverse impacts incorporation on the UMSA budget.
- Plans for and makes feasible eventual incorporation of entire UMSA.
- Deals with both annexations and enclaves.

Disadvantages:

- Limits excess revenue which high value/low service demand areas may have for enhanced services.

- Will adversely impact countywide budget as sharing of overhead costs between the countywide and UMSA budgets and economies of scale in the County budget are lost.
- Eventually forces incorporation of areas not necessarily desiring to incorporate.

Impact of Proposal on UMSA Budget

At a minimum, this proposal will reduce the net adverse UMSA budget impact due to incorporation with preliminary figures totaling in the millions of dollars. With the establishment of a contractual fee-based police district, adverse budgetary impacts could be reduced further, if not eliminated. The impact of the areas currently in line for incorporation on the UMSA budget is preliminarily estimated to be as much as a net loss of \$36 million. The gross revenue loss is estimated to be \$96 million (assuming areas are allowed to receive electrical franchise fee revenues attributable to their areas). Potential expenditure reductions are preliminarily estimated at \$60 million. To the extent feasible and while maintaining service levels in the remaining UMSA, additional expenditure reductions will also be identified. A final budget impact analysis is planned to be completed by September. This report will also quantify impacts of pending incorporations on the Library and Fire Rescue districts, the Solid Waste Collection Service Area, and other affected County services. **These figures do not represent the estimated revenues available to these areas, nor do the estimated expenditure reductions reflect the value of services to these areas.**

UMSA Revenue Sharing: Formula Payment from High Value to Areas to UMSA

This is an UMSA revenue sharing plan. The payment would be a function of the difference in the high valued area's per capita taxable value to the UMSA per capita value. While several formulas have been analyzed, refinement is needed to ensure that sufficient revenue is received by UMSA to qualify as a mitigation option while not being an undue burden on the new city. These figures would likely change from year to year as per capita values and population changes and may have a predetermined ending date.

For hypothetical purposes Table 7 shows how such a plan could be implemented. It shows the areas currently proposed for incorporation and two alternative payment plans. Alternative 1 was suggested by the Palmetto Bay Steering Committee as a short-term (3-year limit) solution to UMSA while the County implemented a longer-term countywide revenue sharing plan. The net revenue to UMSA from this plan totals \$6.4 million dollars. The payment essentially is the property tax value of the difference between the per capita tax base of the area and the maximum per capita value in the fiscal guidelines for incorporation. The ceiling for the guidelines has been modified for the recent incorporation of Sunny Isles Beach. The impact is the ceiling has dropped from \$48,000 to \$42,600.

Alternative 2 recognizes that other revenues, not just property tax revenues, are lost to UMSA when areas incorporate and attempts to capture these values through a higher payment. A conversion factor of .48 is used to adjust for the lost non-ad valorem revenues essentially doubling the payment. Under this hypothetical example, the payments would total \$13.4 million.

Option 4. Restructuring Incorporation/Annexation Process

Option 4 is identical to Option 3 with three exceptions:

1. The requirement for new incorporations to stay in the Fire Rescue and Library Districts and to continue using the County's solid waste collection services was eliminated. Each new city would have the independent choice of how to provide these services.
2. The annexation process would continue as it currently exists, as stated in Section 5.04(B) of the Dade County Home Rule Charter. In part the Charter states that changes in municipal boundaries can only be made by the Board of County Commissioners "after obtaining the approval of the municipal governing bodies concerned,...."
3. No contractual, fee-based police district would be created.

Table 7. UMSA Mitigation Revenue Sharing Approaches

	Doral	E. Kendall	Miami Lakes	Palmetto Bay	W. Kendall	Country Club Lakes
Per capita tax base	\$94,475	\$59,888	\$69,962	\$63,564	\$34,211	\$69,188
Max. per capita tax base	\$42,600	\$42,600	\$42,600	\$42,600	\$42,600	\$42,600
Per capita exceedence	\$51,875	\$17,288	\$27,362	\$20,964	(\$8,389)	\$26,588
Population	10,930	56,642	15,059	22,489	154,797	14,500
Shared Equivalent tax base	\$566,993,750	\$979,226,896	\$412,044,358	\$471,459,396	N/A	\$385,526,000
Appropriate millage						
UMSA rate **	2.277	2.277	2.277	2.277	N/A	2.277
Alternative 1						
Total property tax revenues	\$1,291,045	\$2,229,700	\$938,225	\$1,073,513	N/A	\$877,843
Alternative 2						
Total revenue conversion factor	0.48	0.48	0.48	0.48	N/A	0.48
Total all revenue	\$2,689,677	\$4,645,208	\$1,954,635	\$2,236,486	N/A	\$1,828,839
						Total
						\$6,410,325
						Total
						\$13,354,844

*1996 real property taxable values have been used.

** Assumes all incorporating areas remain in fire and library districts

Source: Calculations by Research Section, Department of Planning, Development and Regulation

pbrs wk4

APPENDIX A

Table A-1. Sales Tax Revenue Sharing: Distribution by Population Weighted by Tax Effort and Income
(Distribution to all Cities, \$100,000,000)

Row #	A Jurisdiction	B 1995 Population	C Percent of Total	D 1996 Assessed Value (\$,000)	E Per Capita Assessed Value	F 1996 Millage Rates	G Millage Rate (% Assess. Val. Ratio)	H Relative Tax Effort	I Median Household Income	J Relative Income Weight	K Total Weights	L K*B/1000 Weighted Population	M Weighted Population Share	N Total to Recipients \$100 Million	O Per Capita to Recipients \$100 Million	P Total Distribution \$100 Million	Q Per Capita Distribution \$100 Million
1	Avenham	16,653	0.81	3,603,131	\$156,417	2.2170	0.0142	0.0970	\$31,901	0.8433	0.9233	13.6	0.0041	9407.216	374	9879.806	549
2	Bat (Florida)	1,091	0.13	871,321	\$163,714	2.5000	0.0122	0.0831	\$39,773	0.6766	0.7617	2.4	0.0006	61,608	70	150,197	49
3	Bay Harbor Islands	4,734	0.23	762,632	\$36,060	0.0000	0.0892	0.3765	\$30,112	0.8916	1.4701	7.0	0.0018	182,643	18	232,121	49
4	Biscayne Park	1,190	0.16	73,041	\$21,897	0.1780	0.3322	1.3083	\$33,918	0.7488	3.0373	9.8	0.0026	233,196	80	153,105	49
5	Coral Gables	40,134	1.95	4,673,668	\$116,394	2.7470	0.0316	0.1321	\$47,906	0.5664	2.1187	28.9	0.0076	733,138	19	1,932,181	49
6	El Portal	2,500	0.11	40,335	\$16,855	7.7000	0.4796	3.0997	\$26,173	1.0781	4.1279	10.3	0.0027	270,681	108	121,848	49
7	Florida City	6,390	0.31	141,450	\$21,498	7.1930	0.1173	3.9501	\$15,917	1.6906	3.1401	33.5	0.0063	615,679	98	303,833	49
8	Golden Beach	800	0.04	318,795	\$273,494	8.7377	0.0319	0.7063	\$71,963	0.3719	0.3804	0.3	0.0001	11,150	13	18,898	49
9	Hialeah	193,750	9.31	4,914,377	\$25,358	2.8270	0.1261	0.8149	\$33,443	1.1478	1.9618	384.2	0.1003	10,033,669	31	9,317,831	49
10	Hialeah Gardens	9,412	0.46	376,377	\$39,989	7.7800	0.1946	1.2373	\$24,120	1.1136	2.2731	27.3	0.0038	384,431	62	437,634	49
11	Huntersdel	90,111	4.49	253,232	\$18,088	8.6816	0.4800	3.1031	\$30,494	1.3066	4.4088	135.4	0.0354	3,343,038	113	1,493,291	49
12	Indian Creek Village	43	0.00	102,787	\$2,272,933	9.9600	0.0044	0.0283	\$61,397	0.1794	0.2077	0.0	0.0000	243	3	2,188	49
13	Key Biscayne	9,333	0.45	1,861,343	\$199,416	1.0430	0.0103	0.0663	\$61,397	0.1794	0.5033	4.7	0.0012	133,402	13	433,793	49
14	Medley	711	0.03	351,266	\$73,329	7.9230	0.0102	0.0660	\$24,150	1.0272	1.1333	0.8	0.0002	21,436	30	34,321	49
15	Miami	364,072	17.70	11,533,966	\$31,458	3.1145	0.1616	1.0441	\$16,923	1.3899	3.6341	939.0	0.2309	15,094,032	58	11,702,194	49
16	Miami Beach	91,366	4.34	6,111,383	\$65,490	4.6180	0.0205	0.4338	\$13,313	1.7374	2.2131	206.6	0.0541	5,406,908	69	4,519,677	49
17	Miami Shores	10,442	0.51	342,063	\$33,759	7.7400	0.2648	1.7244	\$41,670	0.6458	2.2102	24.7	0.0063	647,616	62	507,715	49
18	Miami Springs	13,270	0.64	319,623	\$39,392	6.7000	0.1705	1.1031	\$31,661	0.8553	1.9374	25.9	0.0068	672,436	31	643,089	49
19	North Bay Village	3,333	0.27	217,254	\$39,231	3.1190	0.1304	0.8419	\$23,165	1.0693	1.9122	10.6	0.0028	276,936	50	169,135	49
20	North Miami Beach	51,973	2.51	1,181,664	\$33,155	7.9750	0.3487	3.3338	\$24,898	1.8018	3.2346	132.3	0.0433	4,234,950	87	2,272,031	49
21	Opa-locka	16,227	1.76	1,031,078	\$28,117	7.7000	0.2700	1.2432	\$24,943	1.0780	2.8332	102.3	0.0268	2,676,208	74	1,761,443	49
22	Pinecrest 4	13,534	0.75	381,587	\$25,493	9.8000	0.1969	1.3633	\$15,999	1.7822	4.3414	67.3	0.0176	1,219,022	114	231,410	49
23	South Miami	18,972	0.92	1,633,982	\$87,492	2.2770	0.0260	0.1682	\$74,376	0.3608	0.3280	10.0	0.0026	782,011	14	970,276	49
24	Surfside	4,170	0.20	319,198	\$33,186	6.8000	0.1279	0.8264	\$11,741	0.8478	1.6741	17.6	0.0046	460,381	44	311,216	49
25	Sweetwater	14,112	0.71	201,118	\$13,313	3.6367	0.0573	0.3704	\$33,349	0.8718	1.7023	5.0	0.0012	131,183	21	202,733	49
26	Virginia Gardens	3,191	0.11	76,003	\$24,374	3.1950	0.0931	0.8136	\$18,169	0.9319	1.5635	3.4	0.0009	90,114	41	106,823	49
27	West Miami	3,231	0.16	162,334	\$28,227	8.4950	0.3010	1.9433	\$25,477	1.0362	2.0014	17.2	0.0045	431,661	79	219,637	49
28	Unincorporated Area	1,086,669	52.84	31,983,361	\$24,853	3.2710	0.0631	0.4110	\$33,375	0.9688	1.3899	1,510.3	0.3953	39,530,373	36	32,816,433	49
29	Sums or Averages	7,036,666	100.00	\$19,134,748	\$38,472	3.9324	0.1347	1.0000	\$28,909	18.1676	59.8774	3,821.6	1.0000	\$100,000,000		\$100,000,000	

Note: Millage rates for Coral Gables, Hialeah, Key Biscayne, Miami and Miami Beach are adjusted to account for portion supporting Fire/Rescue. Coral Gables 2.673, Miami 4.483, Miami Beach 2.881, Hialeah 3.102 and Key Biscayne 1.361 mills based on 1993 equivalent millage study; these millages would be slightly different today. Pinecrest could not levy a millage in FY 1996-97 so (M3A millage) is used. SOURCE: Population data: Department of Planning, Development and Regulation, Bureau Section. Taxable Value and Millage rates provided by Dade County Property Appraiser. Excludes Islandia. (If computed figures are subject to rounding)

Table A-2: Sales Tax Revenue Sharing: Distribution by Population Weighted by Tax Effort

(Distribution to Cities With Below Average Per Capita Taxable Value - \$100,000,000)

Row #	A Formula	B 1995 Population	C B/B30 Percent of Total	D 1996 Assessed Value (1,000)	E D * 1000 / B Per Capita Assessed Value	F 1996 Millage Rates	G F / E * 1000 Millage Rate PC Assess Value Ratio	H G / G30 Relative Tax Effort	I H * B Weighted Population	J I / J30 Weighted Population Share	K J * \$10 Million Total to Recipients	L K / B Per Capita to Recipients
1	Aventura	16,655	0.81	\$2,605,131	\$156,417	2.2270	0.0142	0.0920	7,364	0.0053	\$527,348	\$165
2	Bal Harbour	3,091	0.15	821,321	265,714	3.5000	0.0132	0.0851	7,768	0.0056	556,768	222
3	Bay Harbor	4,774	0.23	267,632	56,060	5.0000	0.0892	0.5765	12,895	0.0092	923,434	147
4	Biscayne Park	3,190	0.16	73,041	22,897	8.1780	0.3572	2.3085	159,522	0.1142	11,423,534	58
5	Coral Gables	40,154	1.95	4,673,668	116,394	2.7420	0.0236	0.1523	95,273	0.0682	6,822,568	222
6	El Portal	2,506	0.12	40,235	16,055	7.0000	0.4796	3.0997	380,158	0.2722	27,223,445	75
7	Florida City	6,290	0.31	141,450	22,488	7.1330	0.3172	2.0501	18,006	0.0129	1,289,454	123
8	Golden Beach	800	0.04	218,795	273,494	8.7377	0.0319	0.2065	117,138	0.0839	8,188,152	161
9	Hialeah	195,750	9.52	4,474,377	22,858	2.8820	0.1261	0.8149	63,224	0.0453	4,527,494	125
10	Hialeah Gardens	9,412	0.46	376,377	39,989	7.7800	0.1946	1.2575	39,643	0.0284	2,838,898	184
11	Homestead	30,712	1.49	555,525	18,088	8.6816	0.4800	3.1021	1,396,437	1.0000	\$100,000,000	30
12	Indian Creek Village	45	0.00	102,282	2,272,933	9.9600	0.0044	0.0283				
13	Key Biscayne	9,333	0.45	1,861,243	199,426	2.0450	0.0103	0.0663				
14	Medley	711	0.03	551,266	775,339	7.9230	0.0102	0.0660				
15	Miami	364,075	17.70	11,525,966	31,658	5.1145	0.1616	1.0442				
16	Miami Beach	93,366	4.54	6,114,363	65,490	4.6180	0.0705	0.4558				
17	Miami Shores	10,442	0.51	342,663	32,759	8.7400	0.2668	1.7244				
18	Miami Springs	13,226	0.64	519,672	39,292	6.7000	0.1705	1.1021				
19	North Bay Village	5,535	0.27	217,254	39,251	5.1190	0.1304	0.8429				
20	North Miami	51,973	2.53	1,182,664	22,755	7.9350	0.3487	2.2538				
21	North Miami Beach	36,227	1.76	1,033,078	28,517	7.7000	0.2700	1.7452				
22	Opa-locka	15,454	0.75	381,587	24,692	9.8000	0.3969	2.5653				
23	Pinecrest +	18,927	0.92	1,655,962	87,492	2.2770	0.0260	0.1682				
24	South Miami	10,514	0.51	559,198	53,186	6.8000	0.1279	0.8264				
25	Surfside	4,170	0.20	407,681	97,765	5.6030	0.0573	0.3704				
26	Sweetwater	14,717	0.72	201,816	13,713	3.6567	0.2667	1.7235				
27	Virginia Gardens	2,197	0.11	76,002	34,594	3.2950	0.0952	0.6156				
28	West Miami	5,751	0.28	162,334	28,227	8.4950	0.3010	1.9452				
29	Unincorporated Area	1,086,669	52.84	37,982,561	34,953	2.2770	0.0651	0.4210				
30	Sum of Averages	2,056,666	100.00	\$79,124,748	\$38,472	5.9524	0.1547	1.0000				

(Computed figures are subject to rounding)

Note: Millage rates for Coral Gables, Hialeah, Key Biscayne, Miami and Miami Beach are adjusted to account for portion supporting Fire/Rescue. Coral Gables 2.623, Miami 4.483, Miami Beach 2.881, Hialeah 5.102 and Key Biscayne 1.361 mills based on 1993 equivalent millage study; these millages would be slightly different today. Pinecrest could not levy a millage in FY 1996-97 so UMMSA millage is used.

SOURCES: Population data, Department of Planning, Development and Regulation, Research Section; income data from 1990 Census Taxable Values and Millage rates provided by Dade County Property Appraiser. Excludes Islandia

B. POLICE DISTRICT UMSA REVENUE SHARING CONCEPT

The Revenue Sharing Task Force seriously examined the concept of creating a police district as a potential revenue sharing option, but ultimately chose to recommend that the Board convene a separate group to more thoroughly investigate and formulate an alternative approach or approaches to preserve specialized police services currently funded substantially through the UMSA budget. As the Task Force continued examining the many issues before it, it kept coming back to the possibility that specialized police functions of the Metro-Dade Police Department may be lost as incorporation continues.

As a consequence, the Task Force voted to include a summary of the police district concept in the Appendix to its report. This summary follows:

A. Description of Police District

1. Newly incorporated cities would be required to receive their specialized police services (e.g., robbery, narcotics, sexual crimes, communications, specialized patrol, economic crimes) from Metro-Dade Police Department (MDPD) through the proposed Police District
2. The Metropolitan Dade County Home Rule Charter would need to be amended to mandate that cities which incorporate after the Charter revision are part of the Police District
3. Pre-existing cities would have the option to obtain their specialized police services from Metro-Dade through the Police District or to provide these services themselves
4. Countywide services (e.g., crime laboratory, court services, civil process) currently provided by MDPD as the sheriff remain unchanged and would continue to be funded through the countywide millage
5. Basic police services such as uniform patrol, general investigations, community and school-based police programs (i.e., school resource officers, school crossing guard services, Drug Abuse Resistance Education (DARE), Police Athletic League (PAL), etc.) would be provided by the municipal police departments
6. The estimated cost of the police district would be approximately \$104 million (at current service and FY 1996-97 budget levels); estimated shares of district costs would be:
 - existing cities - \$22 million
 - areas considering incorporation - \$30 million
 - remaining UMSA if all pending areas incorporate - \$52 million
7. Currently approximately 21 percent of services that would be provided through the Police District are provided to existing cities and 79 percent are provided to UMSA
8. Areas pending incorporation represent approximately 28.1 percent of the UMSA population and 36.4 percent of the tax roll

B. Assumptions Used in the Analysis

1. The level and nature of services provided through the Police District remain at the current level
2. All existing cities and cities incorporated in the future will continue to receive the same type and level of police services that they currently receive from MDPD

3. MDPD support costs are allocated among countywide, unincorporated municipal service area, and Police District services based on the proportion that each of these areas' direct services represent of the total direct services

C. Funding Options

1. Contractual payments based on current contributions provided through property taxes or contractual payments based on a formula that takes into account population, tax roll value, and other characteristics of the municipality, or combinations of different factors with the goal of securing all of the revenue needed for the district; contractual payments from municipalities would require the governing boards of the cities to provide, through municipal taxes or fees, funding to the district for services provided as opposed to having the Board of County Commissioners levy an additional ad valorem tax
2. Establishment of an ad valorem funded police district as a dependent taxing district subject to the County's countywide 10 mill cap since the district would encompass an area greater than UMSA; because the police district would provide very specialized service which is not really regional in nature it would not be advisable to encumber countywide tax capacity for this service; this countywide tax capacity is not currently available; existing cities would make contractual payments instead of a payment of ad valorem taxes

D. Policy Considerations

1. If required to make contractual payments for police services, many existing cities may chose not to participate in the district resulting in a reduction in the overall cost of the district
2. Public Safety: Metro-Dade may be put into a situation where it would deny services to municipalities that did not contribute to the district thereby contributing to a potential deterioration of public safety
3. Fiscal Equity: Metro-Dade may be put into a situation where it would provide services to a municipality in an effort to preserve public safety even if the municipality did not contribute to the district
4. To participate in the Police District, existing cities should be required to enter into long term, multi-year contracts to maintain the operational and financial stability of the district
5. Existing cities would likely be allowed to contract with the Police District from a menu of police services which might require increasing or decreasing staffing levels of the Police District to match the service demand
6. The Police District structure would increase the complexity of MDPD service delivery due to added number of service provision arrangements.

Appendix C. Total Incorporation of UMSA by 2010 Using Community Council Boundaries for New Cities

The Task Force considered including this proposal as one of its revenue sharing options, but concluded it did not meet the specific directions of the resolution creating the Task Force, since it is neither a revenue sharing plan nor a mitigation option. The complete plan and staff comments are attached to this summary.

Concept

This plan envisions incorporating the entire unincorporated area by the year 2010 using Community Councils as a transition mechanism.

Recommendations

The basic proposal is to use the Community Council boundaries as the mechanism for creating new cities throughout unincorporated Dade County by the year 2010. These new cities would be fully empowered and equal in status and functioning to existing cities in Dade County. No special districts would be created nor tax revenue-generating commercial/industrial areas withheld from the new cities.

Incorporation petitions currently on hold due to a year-long moratorium would be allowed to proceed immediately through the normal incorporation process. Community Councils in the moratorium areas would continue to function as they do now. A Community Council whose area is not under the moratorium would have the right to vote to become a city with Council boundaries. If a Council does not vote to commence incorporation within a limited period, it would be designated a Transitional Council with the power to draw new boundaries within its area in order to incorporate smaller communities of interest. The County would assist the Council in this activity with the ultimate goal of completing countywide incorporations by 2010. If a Council does not complete incorporation by 2010, the area would automatically become incorporated or annexed.

Per Capita Tax Base

The original proposal suggested ten reasons why this option should be implemented. Of particular interest to the Task Force was reason number 6, which stated Community Council areas are financially strong. The Task Force requested staff to determine the property tax base for community councils. Table B-1 shows total real property taxable value, per capita real property taxable value and estimated population for the 16 Community Councils.

The taxable value data in Table B-1 excludes personal property, which was not readily available for this report. Personal property makes up approximately 11 percent in the total UMSA tax base. Some community councils would have higher and others would have lower personal property values than the UMSA average. All of the taxable value figures in Table 9 would be adjusted upwards with the addition of personal property values. Never-the-less, the vast majority of value within an area comes from real property; thus, Table B-1 does provide significant information about the financial condition of Community Councils. Table B-2 compares council areas to existing cities.

Table B-1. Community Council Taxable Real Property (Excludes Personal Property)

Community Council	Total Taxable Value	Per Capita Taxable Value	Estimated Population
2	\$1,038,493,359	\$26,775	38,786
3	1,635,368,961	21,949	74,508
4	884,021,293	11,697	75,577
5	1,160,397,763	32,436	35,775
6	1,148,819,356	66,792	17,200
7	308,656,395	37,134	8,312
8	1,783,991,364	16,161	110,389
9	3,005,829,733	207,944	14,455
10	5,659,599,758	25,553	221,485
11	4,339,368,165	27,938	155,321
12	5,450,181,456	48,432	112,533
13	451,410,654	63,564	22,834
14	267,132,256	23,402	96,878
15	1,481,849,543	17,437	84,983
16	486,361,657	2,444,028	199
Total	\$32,101,481,713		1,069,233

Source: 1996 certified real property file, Metro-Dade Property Appraiser. Compiled by Department of Planning, Development and Regulation, Research Section, July 1, 1997.

Table B-2. Community Councils and Comparable Cities

Community Councils			Comparable Cities			
Number	Population	Per Capita Taxable Value	Per Capita Taxable Value	Name	Population	1996 Millage Rate +
2	38,786	26,775	28,227	West Miami	5,751	11.526
			28,517	No. Miami Beach	36,227	10.404
3	74,508	21,949	22,897	Biscayne Park	3,190	11.209
			22,488	Florida City	6,290	10.164
			22,858	Hialeah	195,750	7.9894
			22,755	North Miami	51,973	10.639
4	75,577	11,697	13,713	Sweetwater	14,717	6.6877
			16,055	El Portal	2,506	10.731
5	32,436	35,775	34,594	Virginia Gardens	2,197	6.326
			39,989	Hialeah Gardens	9,412	10.811
			32,759	Miami Shores	10,442	11.444
6	17,200	66,792	81,825	Sunny Isles Bch*	13,288	5.303
			53,186	South Miami	10,514	9.831
			56,060	Bay Harbor Isl.	4,774	7.704
			87,492	Pinecrest*	18,927	5.308
7	8,312	37,134	39,292	Miami Springs	13,226	9.731
			39,251	No. Bay Village	5,535	8.15
8	110,389	16,161	16,055	El Portal	2,506	10.731
			18,088	Homestead	30,712	11.7126
9	14,455	207,944	199,426	Key Biscayne	9,333	3.933
10	221,485	25,553	28,517	No. Miami Beach	36,227	10.404
			28,227	West Miami	5,751	11.526
11	155,321	27,938	Same as CC 10			
12	112,533	48,432	53,186	South Miami	10,514	9.831
			56,060	Bay Harbor Isl.	4,774	7.704
13	22,834	63,564	65,490	Miami Beach	93,366	7.826
			56,060	Bay Harbor Isl.	4,774	7.704
14	96,878	23,402	22,755	North Miami	51,973	10.639
			24,692	Opa-locka	15,454	12.504
			28,227	West Miami	5,751	11.526
15	84,983	17,437	18,088	Homestead	30,712	11.7126
			22,897	Biscayne Park	3,190	11.209
			22,488	Florida City	6,290	10.164
16	199	2,444,028	2,272,933	Indian Creek	45	12.991

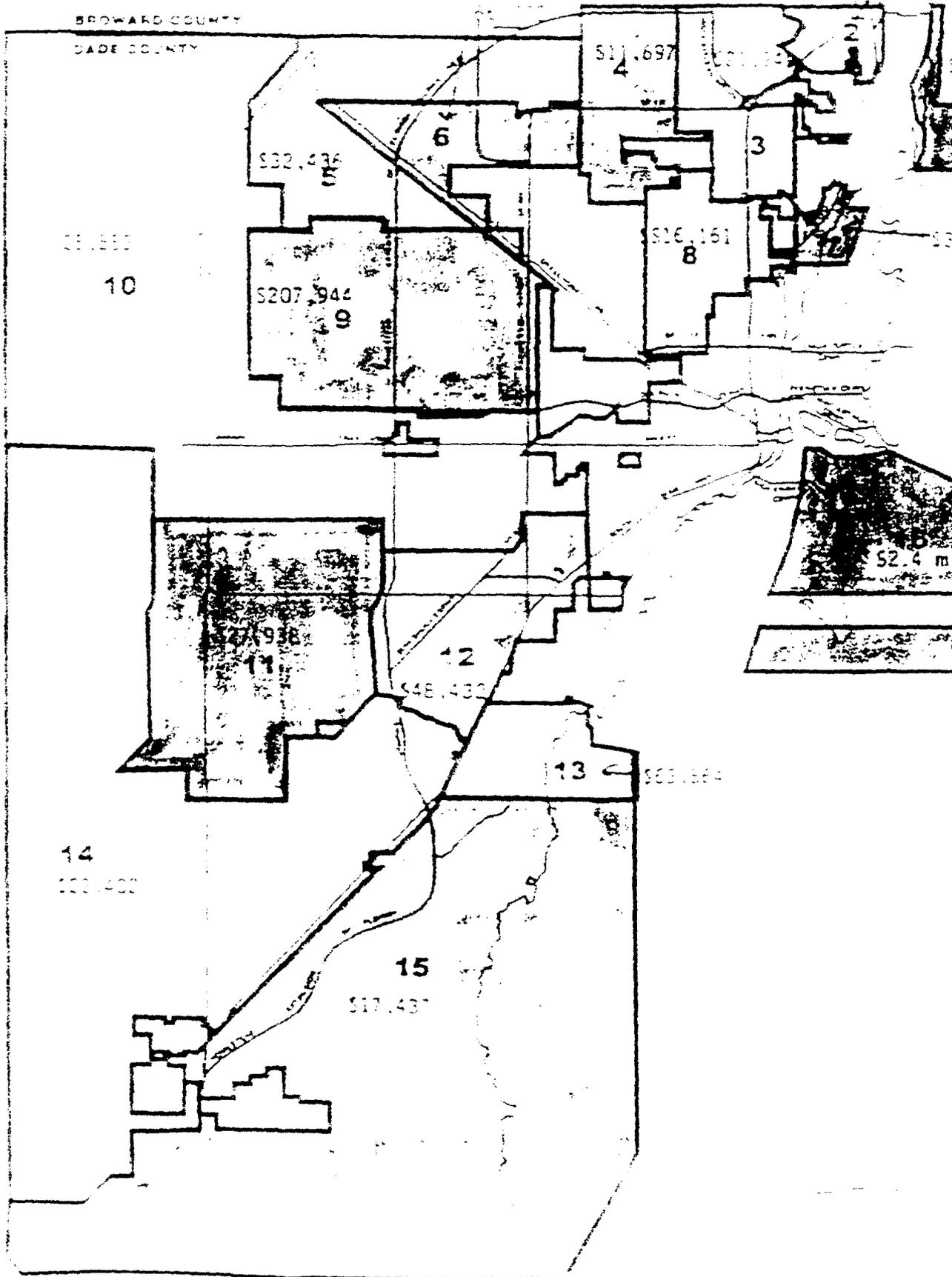
- Includes city and fire and library, where appropriate

* Millage rates shown are UMSA total, including Fire and Library District

Table B-2 lists Community Councils and their per capita taxable values along with existing cities with similar per capita taxable values and their current millage rates (including fire and library where appropriate). The per capita values range from a low of \$11,697 in Community Council 4 to a high of \$2.4 million in Community Council 16. By examining the millage rates in the comparable cities, one can get a general idea of the tax impact incorporation might have on the community councils. Property tax revenues general fund about 50 percent of typical municipal services such as police, fire, libraries, parks, public works, planning, and general government.

Further research is required on fiscal differences among Community Council areas, the interest among residents in incorporation based on current council boundaries, and the logic of Community Council boundaries for municipalities.

COMMUNITY COUNCIL BOUNDARIES



COMMUNITY COUNCILS AS A TRANSITION
TO DADE COUNTY-WIDE INCORPORATION BY 2010

A Proposal to the Revenue Sharing Task Force
Revised July 1, 1997

Marsha Matson Silverman, Ph.D.

Recent incorporation movements in the United States often involve communities attempting to exert some control over deteriorating social conditions. Contemporary Dade incorporation movements have been stimulated by the highest crime rate in the country, lack of police, over-development, school crowding, road congestion, and the perception of county neglect. Some of these problems are the result of rapid population growth which is expected to continue unabated in the future. Since 90% of Dade's projected growth will occur in the unincorporated area, an increasing number of communities will try to control it through incorporation.

Rather than reacting to case-by-case incorporation petitions, as has been the county's policy, it is time to support a plan for countywide incorporations. In this proposal, I offer ten reasons for using Community Councils as a transition mechanism to complete incorporations by the year 2010.

- 1. Broward County has committed to and is working on complete incorporation by 2010.**
Broward assists the communities as it encourages them to annex and incorporate. Since all incorporation petitions are carried by the Broward Legislative Delegation to the state legislature for approval, the Delegation is the impetus for resolving the incorporation issue in Broward. By virtue of its home rule charter, Dade has a greater ability to determine the status of incorporation and annexation petitions. Because its charter gives Dade more control over incorporation, it can effectively and efficiently carry out a countywide incorporation mandate.
- 2. Community Councils are a transitional mechanism for incorporations.**
Created by Dade County Commissioners last year, Community Councils are local governmental entities performing zoning and advisory functions for the 16 areas of unincorporated Dade. These Community Councils provide a convenient mechanism for incorporations. Boundary lines have already been drawn by the county commission (see A-1). Six of the seven members of each Council have been elected by voters of the Community Council areas. The seventh is appointed by the area's county commissioner. Despite their newness, the Councils are

already building a community identity, an important ingredient for cityhood.

Unlike the "limited cities" proposal before the Task Force, my proposal establishes fully-empowered cities equal in status and functioning to the existing cities of Dade County. No special districts would be created nor tax revenue-generating commercial/industrial areas withheld from the new cities.

The incorporation petitions on hold due to a year-long moratorium would be allowed to proceed immediately through the normal incorporation process. Community Councils in the moratorium areas would continue to function as they do now. For example, the Sunny Isles Community Council is functioning as a zoning and advisory board while Sunny Isles moves through its incorporation process.

A Community Council whose area is not under the moratorium would have the right to vote to become a city with Council boundaries. Voters would then vote on incorporation.

If a Council does not vote to commence incorporation within a limited period, it would be designated a Transitional Council with the power to draw new boundaries within its area in order to incorporate smaller communities of interest. Voters in the smaller areas would then vote on incorporation.

The county would assist the Council in this activity with the ultimate goal of completing countywide incorporations by 2010. If a Council does not complete incorporation by 2010, the area would automatically become incorporated or annexed. The county commission has the final vote on all incorporations and annexations as provided in the charter.

3. Poor people will be advantaged by countywide incorporations.

With this plan, the complicated and controversial mitigation strategies of fiscal equity, limited cities, and tax increases are unnecessary. Poor people living in unincorporated Dade are included in the Community Council area boundaries (page A-2) and not "left out" of the new cities.

4. Community Council areas are racially and ethnicity diverse.

The Council areas have a wide diversity of population: some are majority African-American, some majority Hispanic, some majority Anglo, and several are "bi-cultural" (page A-3) In fact, they look much like the existing Dade cities in ethnic and racial diversity. ••

5. Dade's recent history debunks the myth of incorporation movements as an exclusionary activity of affluent, white communities.

Liberty City was the first to seek cityhood in the early 1980's. Incorporation efforts in the 1990's have emerged in Miami Lakes, Destiny, Palm Springs North, West Dade, Liberty City, Carol City, East Kendall, Doral, West Kendall, Westchester, Country Club, Palmetto Bay, Key Biscayne, Sunny Isles, Aventura, and Pinecrest. These communities encompass every level of income and all ethnic and racial groups in Dade.

6. Community Council areas are financially strong.

Using 1990 Census data on household income, I found that with the exception of Liberty City and Doral, the Council areas have a higher median household income than Dade County as a whole (A-4).

7. Residents of Unincorporated Dade fully participate in revenue sharing.

Currently, 91.4% of unincorporated Dade's property tax goes into common pools from which all Dade County residents derive benefits. Everyone contributes to the schools, the Everglades Project, water management district, inland navigation district, specialized police services, county parks, social services, jails, mass transit, elections, property appraisal, tax collection, fire rescue and library. The airport, seaport, water and sewer service, and waste disposal have their own revenue sources, primarily user fees, so people also pay beyond the property tax bill to contribute to these public goods. The property taxes that would become the revenue of the new cities comprise only 9.6% of the bill. This money is for municipal services: police, planning, zoning, code enforcement, roads and parks.

8. Countywide incorporations eliminate the problem of taxation without representation.

Residents of unincorporated Dade exist in an unequal status of representation relative to their city neighbors. While the neighbors elect city officials who determine their own city taxes and services, unincorporated citizens cannot elect all the county commissioners, who are in fact their city officials. While a Miami Lakes voter is barred from voting for a City of Miami commissioner, a Miami voter can and does elect a municipal official (a county commissioner) for Miami Lakes. Countywide incorporations would eliminate this fundamental representational problem.

*Proposal by Marsha M. Silverman, Ph.D.
(Telephone 305-234-3527)*

9. There is no agreement in political science on the ideal parameters of a city, either in land area or population size.

Community Council areas are comparable to existing cities in both (pages A-5, A-6). If the recommendation of optimal size of 10,000-50,000 residents were followed, about half of the existing cities in Dade would not qualify to be cities.

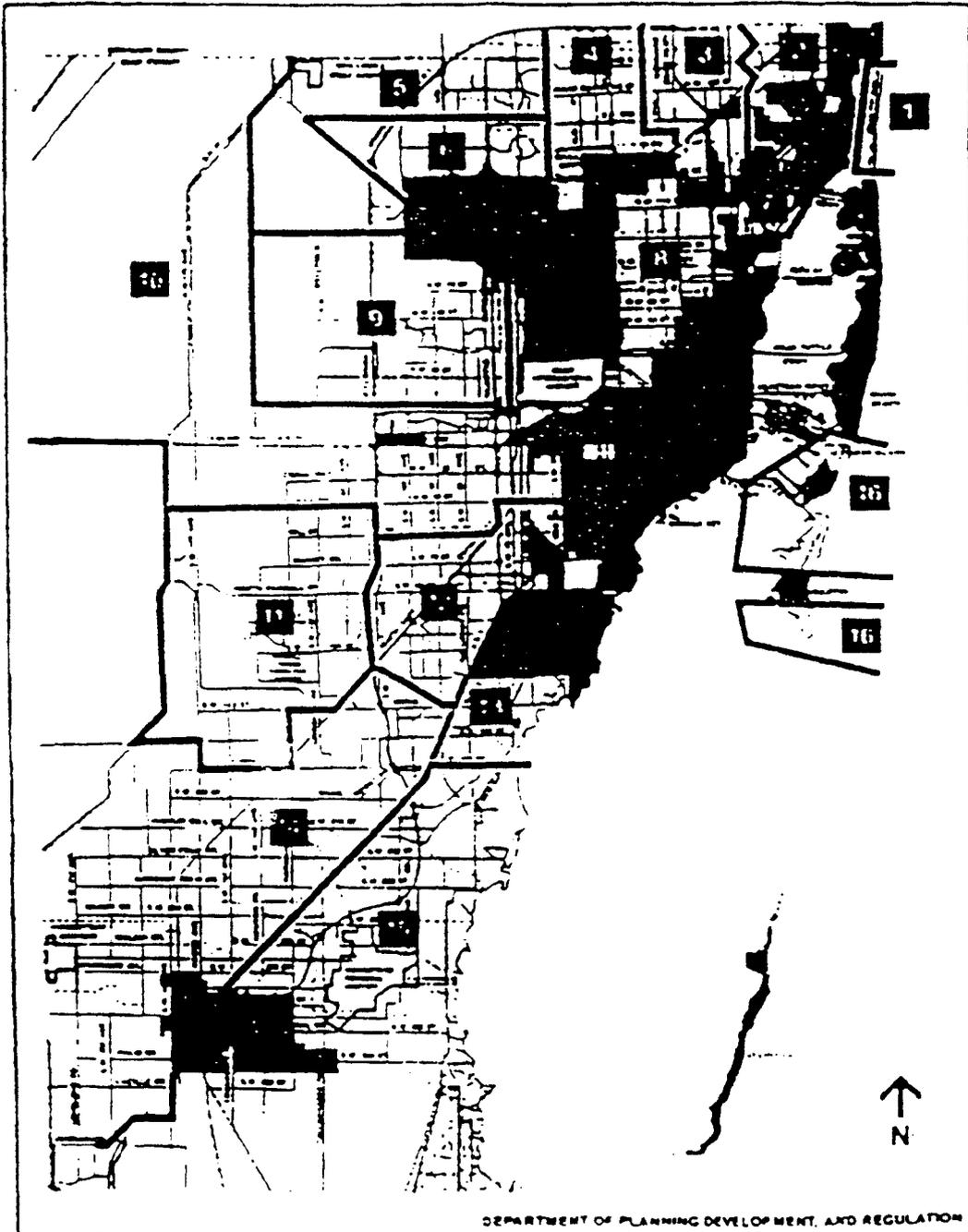
10. The call for countywide incorporation is not new.

In 1991, a Task Force on Incorporation held public forums in eight Metro districts. Its eighteen members recommended that all of unincorporated Dade be incorporated or annexed into other cities. However, the county commission did not want to address the recommendation at that time because of a pending minority voting-rights lawsuit. Now that the commission has been reorganized into single-member districts, the time has come to carry out the recommendation of the 1991 Task Force.

* Dade County Evaluation and Appraisal Report (EAR, p. I-87) cited in "Objections, Recommendations and Comments Report: Dade County 96-2ER," Florida Department of Community Affairs, 2555 Shumard Oak Boulevard, Tallahassee, FL 32399-2100, August 23, 1996, p. 3.

** I used 1996 voter registration data to obtain up-to-date figures on population diversity because with Dade's high rate of population growth, 1990 Census data do not accurately reflect the demographics of unincorporated Dade. Voter registration is a conservative estimate of the size of minority populations since they are historically under-represented on voter rolls.

Metro-Dade County Community Councils



PERCENT PERSONS LIVING IN POVERTY, 1990:
DADE CITIES AND COMMUNITY COUNCIL AREAS*

NAME	% PERSONS LIVING IN POVERTY
Liberty City (CC8)	31.67
Miami (City)	31.20
Homestead (City)	29.90
Miami Beach (City)	25.20
Hialeah (City)	18.20
DADE COUNTY	17.90
N. Miami Uninc. (CC7)	17.20
Carol City (CC4)	16.75
N. Miami (City)	15.50
S. Dade (CC15)	15.11
Redlands (CC14)	13.81
Destiny (CC3)	13.77
N. Miami Bch. (City)	12.90
Sunny Isles (CC1)	12.40
Westchester (CC10)	11.47
Ives/Ojus (CC2)	9.60
Central Kendall (CC12)	7.30
Hammocks/W.Ken. (CC11)	6.98
Doral (CC9)	6.53
Coral Gables (City)	6.50
Country Club (CC5)	6.00
Fishers Island (CC16)	4.90
Miami Lakes (CC6)	4.70
Palmetto Bay (CC13)	4.28

*Source: Metro-Dade Department of
Planning, Development and Regulation for
Community Council areas. U.S. Census for
Cities, 1990.

CC number is Community Council area number.

Compiled by Marsha M. Silverman, Ph.D., 1997

CITIES AND COMMUNITY COUNCIL AREAS (CCA)*

NAME	%BLACK	%HISPANIC	%WHITE	%OTHER
Aventura (City)	.62	6.08	91.88	1.42
Bal Harbour (City)	1.29	7.52	89.52	1.67
Bay Harbor Isl. (City)	.68	14.78	82.61	1.93
Biscayne Park (City)	6.14	14.78	76.58	2.50
Carol City (CC4)	65.26	22.23	10.52	1.99
Central Kendall (CC12)	3.68	32.62	61.62	2.08
Coral Gables (City)	1.82	35.49	61.18	1.51
Country Club (CC5)	15.74	42.88	38.75	2.62
DADE COUNTY	20.05	39.24	38.39	2.32
Destiny (CC3)	66.26	7.52	23.57	2.64
Doral (CC9)	3.59	46.71	46.84	2.86
El Portal (City)	51.78	9.66	36.19	2.37
Fishers Island (CC16)	2.17	4.78	91.30	1.74
Florida City (City)	70.17	8.33	19.29	2.22
Golden Beach (City)	.20	11.16	86.85	1.79
Hammocks/W.Ken. (CC11)	4.46	50.51	42.03	3.00
Hialeah (City)	1.02	76.49	20.38	2.11
Hialeah Gards. (City)	.84	78.76	17.91	2.49
Homestead (City)	22.49	17.42	57.27	2.82
Indian Cr. Vil. (City)	.00	10.87	86.96	2.17
Ives/Ojus (CC2)	12.61	12.53	72.08	2.77
Key Biscayne (City)	.26	31.66	66.54	1.54
Liberty City (CC8)	75.59	14.48	7.94	1.99
Medley (City)	.22	59.19	38.79	1.79
Miami (City)	26.30	49.66	21.67	2.37
Miami Beach (City)	2.33	34.96	60.27	2.44
Miami Lakes (CC6)	2.32	43.62	52.35	1.71
Miami Shores (City)	14.66	10.88	72.08	2.38
Miami Springs (City)	.79	33.77	64.11	1.33
N. Bay Village (City)	3.13	29.49	64.34	3.04
N. Miami (City)	32.68	17.28	46.29	3.75
N. Miami Bch. (City)	21.69	18.09	56.18	4.04
N. Miami Uninc. (CC7)	21.10	12.21	63.52	3.17
Opa-locka (City)	73.20	16.01	8.29	2.50
Palmetto Bay (CC13)	5.05	12.77	80.20	1.98
Pinecrest (City)	1.13	15.66	81.34	1.84
Redlands (CC14)	35.74	22.11	39.57	2.57
S. Dade (CC15)	25.20	21.79	50.38	2.62
South Miami (City)	25.38	18.87	53.96	1.79
Sunny Isles (CC1)	.85	15.11	81.84	2.19
Surfside (City)	1.10	27.27	69.69	1.94
Sweetwater (City)	.24	80.56	16.60	2.60
UNINCORPORATED DADE	24.31	35.48	37.90	.
Virginia Gards. (City)	.75	45.04	52.52	1.68
West Miami (City)	.27	69.00	29.09	1.33
Westchester (CC10)	.48	71.23	26.41	1.88

*Source: Dade County Department of Elections, Nov., 1975

Compiled by Marsha M. Silverman, Ph.D.
(305-254-3078)

MEDIAN HOUSEHOLD INCOME, 1990
CITY AND COMMUNITY COUNCIL (CC) AREAS*

NAME	MEDIAN HOUSEHOLD INCOME
Fishers Island (CC16)	150001
Indian Cr. Vil. (City)	150001
Pinecrest (City)	74576
Golden Beach (City)	71965
Palmetto Bay (CC13)	66758
Key Biscayne (City)	61293
Central Kendall (CC12)	50340
Miami Lakes (CC6)	48196
Coral Gables (City)	47506
Hammocks/W.Ken. (CC11)	42852
Country Club (CC5)	42387

Top quartile = 541849

Miami Shores (City)	41670
Bal Harbour (City)	39773
Biscayne Park (City)	35938
N. Miami Uninc. (CC7)	34535
Carol City (CC4)	34388
Redlands (CC14)	34331
Westchester (CC10)	34266
Ives/Ojus (CC2)	32837
Surfside (City)	32349
Aventura (City)	31901
South Miami (City)	31741
Miami Springs (City)	31461

Median household income = 331444

S. Dade (CC15)	31427
Destiny (CC3)	31322
Bay Harbor Isl. (City)	30112
Virginia Gards. (City)	28269
DADE COUNTY	26909
El Portal (City)	26173
West Miami (City)	25477
N. Bay Village (City)	25165
N. Miami Bch. (City)	24963
N. Miami (City)	24898
Medley (City)	24750

Lowest quartile = 224592

Hialeah Gards. (City)	24120
Hialeah (City)	23443
Sweetwater (City)	22530
Sunny Isles (CC1)	21272
Homestead (City)	20594
Liberty City (CC8)	19029
Doral (CC9)	18673
Miami (City)	16925
Florida City (City)	15917
Miami Beach (City)	15312
Opa-locka (City)	15099

*Source: Department of Planning, Development and Regulation, 1997. Income data from 1990 census

Compiled by Marsha M. Silverman, Ph.D., 1997

LAND AREA IN SQUARE MILES, 1994
 DADE CITIES AND COMMUNITY COUNCIL AREAS (CC#)

NAME	LAND AREA IN SQ. MILES
S. Dade (CC15)	45.56
Hammocks/W.Ken. (CC11)	41.18
Redlands (CC14)	38.19
Westchester (CC10)	36.51
Doral (CC9)	29.06
Central Kendall (CC12)	27.05
Liberty City (CC8)	24.40
Miami Beach (City)	21.20
Hialeah (City)	19.20
N. Miami (City)	17.90
Destiny (CC3)	15.61
N. Miami Bch. (City)	14.90
Carol City (CC4)	14.74
Country Club (CC5)	14.66
Miami (City)	12.80
Miami Lakes (CC6)	11.96
Coral Gables (City)	11.80
Palmetto Bay (CC13)	8.59
Homestead (City)	8.50
Ives/Ojus (CC2)	7.10
Fishers Island (CC16)	2.83
Sunny Isles (CC1)	1.30
N. Miami Uninc. (CC7)	.99

Source: For Community Council areas - Metro-Dade
 Department of Planning, Development and Regulation,
 1997. For Cities - U.S. Census, 1994.

Compiled by Marsha M. Silverman, Ph.D.
 305-234-3527

1995 POPULATION:
CITIES AND COMMUNITY COUNCIL
AREAS (CCs)*

A

NAME	1995POP
Miami (City)	364075
Westchester (CC10)	221486
Hialeah (City)	195750
Hammocks/W.Ken. (CC11)	158572
Central Kendall (CC12)	112532
Liberty City (CC8)	110386
Redlands (CC14)	96877
Miami Beach (City)	93366
S. Dade (CC15)	84983
Carol City (CC4)	75577
Destiny (CC3)	74507

Top quartile
population size = 68873

N. Miami (City)	51973
Coral Gables (City)	40154
Ives/Ojus (CC2)	38786
N. Miami Beh. (City)	36227
Country Club (CC5)	35775
Homestead (City)	30712
Palmetto Bay (CC13)	22834
Pinecrest (City)	18927
Miami Lakes (CC6)	17200
Aventura (City)	16655
Cpa-locka (City)	15454

Median population
size = 15085

Sweetwater (City)	14717
Doral (CC9)	14445
Miami Springs (City)	13226
Sunny Isles (CC1)	13097
South Miami (City)	10514
Miami Shores (City)	10442
Hialeah Gards. (City)	9412
Key Biscayne (City)	9333
N. Miami Univ. (CC7)	8312
Florida City (City)	6290
West Miami (City)	5751

Lowest quartile
population size = 5589

N. Bay Village (City)	5535
Bay Harbor Isl. (City)	4774
Surfside (City)	4170
Biscayne Park (City)	3190
Bal Harbour (City)	3091
El Portal (City)	2506
Virginia Gards. (City)	2197
Golden Beach (City)	800
Medley (City)	711
Fishers Island (CC16)	199
Indian Cr. Vill. (City)	45

Source: Metro-Dade Department of Planning,
Development and Regulation, 1997

Compiled by Marsha M. Silverman, Ph.D.

Summary Staff Analysis

Community Councils as a Transition to Dade County-Wide
Incorporation by 2010

- The proposal is not an UMSA mitigation option or a revenue sharing approach.
- It is a proposal for total incorporation of UMSA by a date certain 2010 (Similar to Broward)
- Making incorporation and/or annexation a requirement would require at least a Charter change.
- Present indications are that the entirety of the unincorporated area population is not in favor of this alternative (F.I.U. Survey)
- The Mayor and Board of County Commissioners would likely want to fully discuss any approach to total incorporation with respect to the division of area-wide and municipal functions
- It is not clear how this approach contains any particular advantage for poor areas. Many factors would be involved
- The current Community Council boundaries were not designed to provide for adequate and equitable municipal resources or for efficient service delivery.
- It appears that substantial modification of the Community Council boundaries would be required in order to avoid a serious imbalance in fiscal resources.
- Median household income is not necessarily a good measure of an area's financial strength. Also several of the income estimates are not reliable for statistical reasons.
- The present Community Council areas range widely in population size (199 to 221,486) and several are not particularly diverse within themselves.
- There could still be a need for some type of UMSA mitigation strategy as these areas incorporated at different times.
- The proposal contains a confusing statement (Point 7) regarding tax revenues and expenditures in Dade County (see attached explanation).

Point Number 7: Clarification

A total of 23.68 mills are levied against properties in unincorporated Dade; of this total the unincorporated millage of 2.277 makes up 9.6 percent. One should not assume that remaining tax revenue from the levy of the remaining 21.403 mills goes into a revenue sharing pool. In fact, it actually goes to various separate and distinct governmental taxing jurisdictions for specific purposes and is not shared with anyone else. The various taxing jurisdictions and millage rates affecting property owners in unincorporated Dade are shown below.

**Total Millage Levied Against Property
in Unincorporated Dade County
(1996 Rates)**

Jurisdiction	Millage Rate
School Board	10.366
Everglades Project	0.100
South Florida Water Management District	0.572
Florida Inland Navigation District	0.038
Countywide	7.243
Fire Rescue District	2.745
Library District	0.339
UMSA	2.277
Total	23.680

The Countywide millage rate levied by Metro-Dade helps pay for countywide (regional) services such as parks and social services. Again, these revenues are not shared with any other governmental body; it is Metro-Dade's responsibility alone to provide these countywide services, just as it is Metro-Dade's responsibility to provide jails, mass transit, elections, property appraisal and tax collection within the County. Moreover, general revenues, including property taxes, are not used to fund the airport, seaport, water and sewer service or solid waste disposal or collection. These functions have their own revenue sources, primarily user fees.

REVENUE SHARING TASK FORCE
Appointed Members

Dade County State Legislative Delegation

Honorable Ron Silver, Florida Senate

Honorable Rudy Garcia, Florida House of Representatives - Resigned

Dade League of Cities

(Mayors of two existing cities, one with less than \$25,000 per capita taxable value)

Honorable James A. Reeder, Mayor, Biscayne Park

Honorable Raul Valdes-Fauli, Mayor, Coral Gables

Applicants for incorporation of Aventura Beach/Sunny Isles; Doral; Miami Lakes; and Palmetto Bay

- Miami Lakes

- Ms. A. Louise Harms

- Palmetto Bay

- Mr. Warren Lovely

Miami Dade Chamber of Commerce

Mr. Johnnie Williams

The Greater Miami Chamber of Commerce

Mr. Andrew Dolkart

CAMACOL

Ms. Edith Campins

Florida International University College of Urban and Public Affairs

Dr. Milan Dluhy, Director, Institute of Government

The League of Women Voters

Ms. Carol von Arx

Unincorporated area residents who reside in Community Development Target Areas

Mr. Phillip Murray (Goulds)

Mr. Melford Pinder (West Little River)

Other Resident Electors of Dade County

Mr. Manuel Rodriguez, P.E., Dade Manager, Corporate and External Affairs, FP&L

Ms. Ruth Shack, Director, Dade Community Foundation - Resigned

Special Advisors to the Task Force [Members of Previous Revenue Sharing Committee]

Mr. Daniel Lavan

Mr. Jose Rojas

Two Members of the Board of County Commissioners

Commissioner Katy Sorenson

Commissioner Jimmy L. Morales

RESOLUTION NO. R-1210-96RESOLUTION CREATING REVENUE SHARING TASK
FORCE TO STUDY AND RECOMMEND REVENUE
SHARING APPROACHES FOR DADE COUNTY;
SPECIFYING PURPOSE AND REPORT TO COUNTY
COMMISSION

BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF DADE COUNTY, FLORIDA:

Section 1. There is hereby created a Revenue Sharing Task Force to study various revenue sharing proposals for providing for fiscal equity in funding municipal services in Dade County.

Section 2. The County Commission shall appoint the Task Force members which shall consist of: two County Commissioners, two members of the Dade County State Legislative Delegation; two Mayors of existing cities (including one city with less than \$25,000 per capita taxable value) to be named by the Dade County League of Cities; two persons from among the applicants for incorporation of Aventura Beach/Sunny Isles, Miami Lakes, Doral and Palmetto Bay; one representative each from the Miami Dade Chamber of Commerce, the Greater Miami Chamber of Commerce, CAMACOL (Latin Chamber of Commerce), the FIU College of Urban and Public Affairs, and the League of Women Voters; two representatives of unincorporated areas for which petitions for incorporation have not been filed and which are Office of Community and Economic Development Target Areas; and two additional members who are qualified electors of Dade County. All appointed members should have outstanding reputations for civic interest, community welfare, integrity and responsibility. The Boundaries Commission and the Planning Advisory Board shall each designate one of their members to serve as special advisors to the Task Force. With the exception of County Commission members, the County Manager shall submit a list of prospective Task Force members designated by the organizations named herein as well as those positions which do not represent a specific group or organization, by October 22, 1996.

Section 3. The Revenue Sharing Task Force is specifically requested to:

- A. Review the revenue sharing/fiscal equity background information recently prepared by the Office of Management and Budget and Department of Planning, Development and Regulation and the FTU Institute of Government,
- B. Convene a workshop of local business, academic and government representatives to discuss and develop a consensus on the opportunities and obstacles involved in revenue sharing approaches,
- C. Identify the two most appropriate specific approaches to area wide and unincorporated area revenue sharing,
- D. Conduct two public hearings, one in North Dade and one in South Dade, to determine the perceived advantages and disadvantages of the proposed approaches,
- E. Report back to the Board of County Commissioners no later than the second regular County Commission meeting in February.

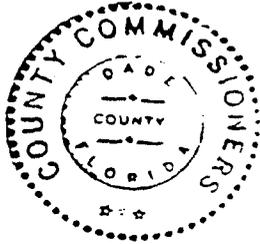
Upon acceptance of the report and recommendations of the Task Force by the Board of County Commissioners, the Task Force shall be deemed dissolved.

Section 4. Staff support for the Revenue Sharing Task Force shall be provided by the Office of Management and Budget and the Department of Planning, Development and Regulation.

The foregoing resolution was sponsored by Commissioner Katy Sorenson and was offered by Commissioner Katy Sorenson, who moved its adoption. The motion was seconded by Commissioner Betty Ferguson and upon being put to a vote, the vote was as follows:

James Burke	absent	Miguel Diaz de la Portilla	aye
Betty T. Ferguson	aye	Maurice A. Ferré	aye
Bruce Kaplan	absent	Gwen Margolis	aye
Natacha S. Millan	aye	Dennis C. Moss	aye
Alexander Penelas	absent	Pedro Reboredo	aye
Katy Sorenson	aye	Javier D. Souto	absent
Arthur E. Teele, Jr.			absent

The Chairperson thereupon declared the resolution duly passed and adopted this 8th day of October, 1996. This resolution shall become effective ten (10) days after the date of its adoption unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this Board



Approved by County Attorney as
to form and legal sufficiency *CAL*

DADE COUNTY, FLORIDA
BY ITS BOARD OF COUNTY
COMMISSIONERS

HARVEY RUVIN, CLERK

BY: KAY SULLIVAN
Deputy Clerk

Approved _____ Mayor

Agenda Item No 6(D)(13)
2-4-97

Veto _____

Override _____

R-150-97
RESOLUTION NO. _____

RESOLUTION AMENDING RESOLUTION NO. R-1210-96 TO
EXTEND REPORTING DEADLINE OF THE REVENUE
SHARING TASK FORCE

WHEREAS, the Revenue Sharing Task Force held its initial meeting on January 29,
1997; and

WHEREAS, the report of the Revenue Sharing Task Force is due no later than the
second regular County Commission meeting in February pursuant to Resolution No. R-1210-96;
and

WHEREAS, the Revenue Sharing Task Force has determined that more time is needed to
complete its work,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY
COMMISSIONERS OF DADE COUNTY, FLORIDA, that Resolution No. R-1210-96 is
hereby amended to provide that the Revenue Sharing Task Force shall report back to the Board
of County Commissioners no later than the second regular County Commission meeting in April.

The foregoing resolution was sponsored by Commissioner Katy Sorenson and was offered
by Commissioner Katy Sorenson, who moved its adoption. The motion was
seconded by Commissioner Gwen Margolis and upon being put to a
vote, the vote was as follows:

Dr. Miriam Alonso	absent	James Burke	aye
Dr. Barbara M. Carey	absent	Miguel Diaz de la Portilla	aye
Betty T. Ferguson	aye	Bruce C. Kaplan	aye
Gwen Margolis	aye	Natacha Seijas Millan	absent
Jimmy L. Morales	aye	Dennis C. Moss	aye
Pedro Reboredo	absent	Katy Sorenson	aye
Javier D. Souto		aye	

The Chairperson thereupon declared the resolution duly passed and adopted this 4th day of February, 1997. This resolution shall become effective ten (10) days after the date of its adoption unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this Board.



DADE COUNTY, FLORIDA
BY ITS BOARD OF
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

KAY SULLIVAN

By: _____
Deputy Clerk

Approved by County Attorney as
to form and legal sufficiency.

RAE

Approved _____ Mayor

Agenda Item No. 6(D)(15)
-6-97

Veto _____

Override _____

RESOLUTION NO. R476-97

RESOLUTION AMENDING RESOLUTION NO. R-150-97 TO
EXTEND REPORTING DEADLINE OF THE REVENUE
SHARING TASK FORCE

WHEREAS, Resolution No. R-1210-96 established the Revenue Sharing Task Force; and

WHEREAS, the Revenue Sharing Task Force held its initial meeting on January 29,
1997; and

WHEREAS, pursuant to Resolution No. R-150-97 the report of the Revenue Sharing
Task Force is due no later than the second regular County Commission meeting in April; and

WHEREAS, the Revenue Sharing Task Force has determined that more time is needed to
complete its work,

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY
COMMISSIONERS OF DADE COUNTY, FLORIDA, that Resolution No. R-150-97 is
hereby amended to provide that the Revenue Sharing Task Force shall report back to the Board
of County Commissioners no later than the second regular County Commission meeting in July,
1997.

The foregoing resolution was sponsored by Commissioner Katy Sorenson and was offered
by Commissioner Katy Sorenson, who moved its adoption. The motion was
seconded by Commissioner Gwen Margolis and upon being put to a
vote, the vote was as follows:

Dr. Miriam Alonso	aye	James Burke	absent
Dr. Barbara M. Carey	aye	Miguel Diaz de la Portilla	aye
Betty T. Ferguson	aye	Bruce C. Kaplan	absent
Gwen Margolis	aye	Natacha Seijas Millan	aye
Jimmy L. Morales	aye	Dennis C. Moss	aye
Pedro Reboredo	absent	Katy Sorenson	aye
Javier D. Souto		aye	

The Chairperson thereupon declared the resolution duly passed and adopted this 6th day of May, 1997. This resolution shall become effective ten (10) days after the date of its adoption unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this Board.

DADE COUNTY, FLORIDA
BY ITS BOARD OF
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

By: KAY SULLIVAN
Deputy Clerk



Approved by County Attorney as
to form and legal sufficiency.