

## OUR STRUCTURE

This chapter discusses our governmental structure, our organizational structure, and our financial structure. Each plays a role in long-term planning and the annual allocation of resources.

### GOVERNMENTAL STRUCTURE

#### *Two-Tier Federation*

The County has operated since 1957 under a unique metropolitan system of government known as a "two-tier federation." This was made possible when Florida voters approved a constitutional amendment in 1956 that allowed the people of the County to enact a home rule charter. At that time, the electors of Miami-Dade County were granted the power to revise and amend the Charter from time to time by countywide vote. The most recent amendment was in November 2012. The Miami-Dade County Charter may be viewed at:

<http://www.miamidade.gov/charter/library/charter.pdf>

The County has home rule powers, subject only to the limitations of the Constitution and general laws of the State. The County has, in effect, a regional government with certain powers effective throughout the entire county, including 34 municipalities located within the county, and a municipal government for the unincorporated area of the county. Unlike a consolidated city-county, where the city and county governments merge into a single entity, these two entities remain separate. Instead there are two "tiers," or levels, of government: city and county. The County can take over particular activities of a city's operations if the services fall below minimum standards set by the Board of County Commissioners (BCC) of Miami-Dade County or with the consent of the governing body of a particular city. The County can also dissolve a city with fewer than 20 electors.

Of the county's total population, an estimated 1,153,854 or 43.6 percent live in the unincorporated area, the majority of which is heavily urbanized. For residents living in the Unincorporated Municipal Service Area (UMSA), the County fills the role of both tiers of government. All residents pay a property tax to support regional services, such as transportation, jails, and regional parks. Residents within UMSA pay a property tax for municipal-type services provided by the County such as local police patrol, local parks, and local roads. Residents of municipalities do not pay UMSA tax, but rather pay a property tax to the municipality in which they reside.

#### *Governance*

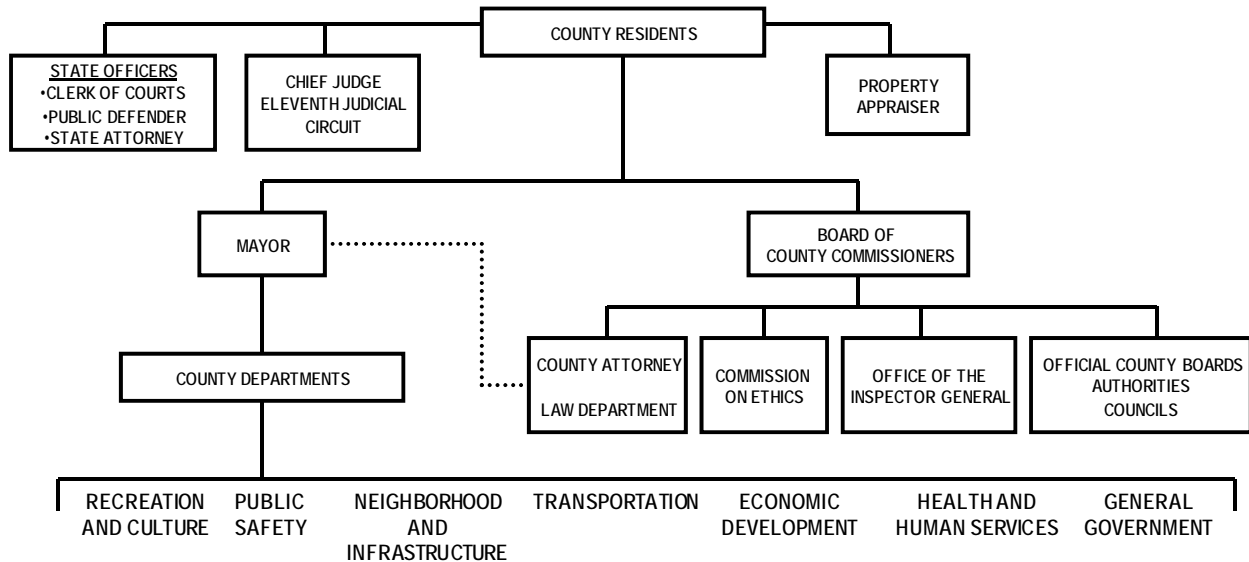
On January 23, 2007, the Miami-Dade County Charter was amended to create a Strong Mayor form of government, with further charter amendments approved on November 2, 2010. The Mayor is elected countywide to serve a four-year term and is limited to two terms in office. The Mayor, who is not a member of the BCC, serves as the elected head of County government. In this role, the Mayor is responsible for the management of all administrative departments and for carrying out policies adopted by the Commission. The Mayor has, within ten days of final adoption by the BCC, veto authority over any legislative, quasi-judicial, zoning, and master plan or land use decision of the BCC, including the budget or any particular component, and the right to appoint all department directors unless disapproved by a two-thirds majority of those Commissioners then in office at the next regularly scheduled meeting.

The BCC is the legislative body, consisting of 13 members elected from single-member districts. Members are elected to serve two consecutive four-year terms and elections of the membership are staggered. The full BCC chooses a Chairperson, who presides over the BCC, as well as appoints the members of its legislative committees.

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The BCC has a wide array of powers to enact legislation, establish service standards, and regulate businesses operating within the County. It also has the power to override the Mayor's veto with a two-thirds vote.

Florida's Constitution provides for five elected officials to oversee executive and administrative functions for each county: Sheriff, Supervisor of Elections, Tax Collector, Property Appraiser, and Clerk. Through the Home Rule Charter, the first three of these offices were reorganized and became subordinate County Departments. The most visible distinction between Miami-Dade and other Florida counties is the title of its law enforcement agency. It is the only county in Florida that does not have an elected sheriff, or an agency titled "Sheriff's Office." Instead, the equivalent agency is known as the Miami-Dade Police Department and its chief executive is known as the Director of the Miami-Dade Police Department. The Property Appraiser is elected to a four-year term, with no term limits. The Clerk of the Board is a separate, duly elected constitutional officer as mandated by Article V, Section 16 of the Constitution of the State of Florida. The Clerk is elected to a four-year term by the electorate of Miami-Dade County. In this capacity, the Clerk serves as the Clerk of the Board of County Commissioners, County Recorder, County Auditor, custodian of all County funds, and custodian of all records filed with the Court.



### ORGANIZATIONAL STRUCTURE

On page 10 of this book, a more detailed Table of Organization is displayed illustrating the reporting relationships for the various entities of the County, including all of the various departments and entities included in the County's Adopted Budget.

Miami-Dade County departments and entities are divided into policy formation, six strategic service delivery areas, and general government functions.

- *Policy Formulation:* provides the leadership for the County as whole; the Office of the Mayor, the Board of County Commissioners, and the County Attorney
- *Public Safety:* provides comprehensive and humane programs for crime prevention, treatment and rehabilitation and improves public safety through the use of community planning and enforcement of quality of life issues; Corrections and Rehabilitation, Fire Rescue, Juvenile Services, Medical Examiner, and Police; funding for the County obligations and local requirements for the Eleventh Judicial Circuit (State Attorney,

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Public Defender, and Administrative Office of the Courts) and the Office of the Clerk is included in this strategic area

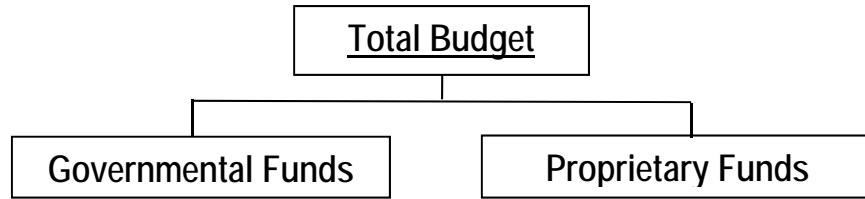
- *Transportation:* promotes innovative solutions to transportation challenges by maximizing the use of transportation systems on a neighborhood, county and regional basis; Aviation, Office of the Citizens' Transportation Trust, Port Miami, and Transit
- *Recreation and Culture:* develops, promotes and preserves cultural, recreational, library and natural experiences and opportunities for residents and visitors; Cultural Affairs, Library, and Parks, Recreation and Open Spaces
- *Neighborhood and Infrastructure:* provides efficient, consistent, and appropriate growth management and urban planning services and also promotes responsible stewardship of natural resources and provides timely and reliable public infrastructure services including road maintenance, animal care and control, stormwater, solid waste and wastewater management and a safe and clean water delivery system; Animal Services, Public Works and Waste Management, and Water and Sewer
- *Health and Human Services:* improves the quality of life and promotes maximum independence through the provision of health care, housing, and social and human services to those in need; Community Action and Human Services, Homeless Trust, and Public Housing and Community Development; the maintenance of effort funding for Jackson Health System is also included in this strategic area
- *Economic Development:* supports activities that increase and diversify jobs and incomes while eliminating socio-economic disparities in underserved areas and lead the coordination of economic development activities, expand entrepreneurial opportunities and create a more business friendly environment in Miami-Dade County; Regulatory and Economic Resources and funding for the Miami-Dade Economic Advocacy Trust are included in this strategic area
- *General Government:* provides the internal support functions that ensure the successful implementation of the six other strategic areas; Audit and Management Services, Elections, Information Technology, Human Resources, Finance, Internal Services, Communications, and Office of Management and Budget along with funding to support the Commission on Ethics and Public Trust, the Office of the Inspector General, and the Property Appraiser are included in this strategic area

### FINANCIAL STRUCTURE

The following details the Miami-Dade County Fund Structure, describing the various funds and providing information regarding appropriations, or spending authority, within those funds. A fund is a set of self-balancing accounts that are segregated for the purpose of carrying on specific activities or attaining certain objectives, as required by special regulations, restrictions, or limitations. Miami-Dade County's funds can be divided into three categories: governmental funds, proprietary funds, and fiduciary funds. Only governmental funds and proprietary funds are appropriated as part of the annual budget. The budget ordinance that is presented to the BCC in September for the two public budget hearings follows this fund structure.

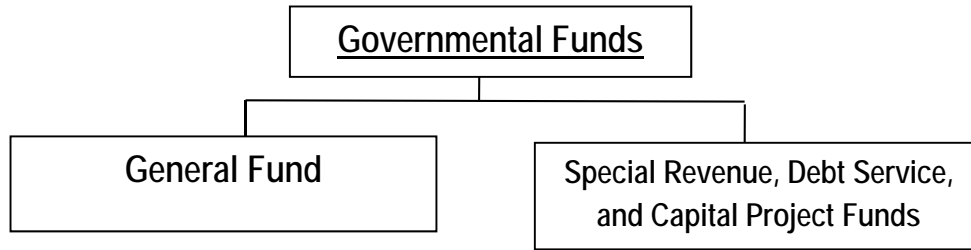
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### *Governmental Funds*

Governmental funds account for most of the County's basic services. Taxes, intergovernmental revenues, charges for services, and proceeds from bond sales principally support the activities reported in these funds. There are nine enterprise funds reported in the County's annual financial report that are considered proprietary funds.



The General Fund is the County's primary operating fund. It is used to account for the financial resources of the general government, except those required to be accounted for in another fund. Within the general fund, the operating budget separates Countywide expenditures (for regional services) from UMSA expenditures (for municipal services). That separation ensures that residents pay only for the services they receive. Some services are easy to differentiate: health care, mass transit, correctional facilities operations and support, and elections, for example are all countywide services. Many departments, including Miami-Dade Police, Parks, Recreation and Open Spaces, Public Works and Waste Management, and Regulatory and Economic Resources, however, provide both regional and municipal services and their general fund subsidies are allocated between the Countywide revenues and UMSA revenues as appropriate. Each department's allocation is reviewed annually.

Police services provided in the unincorporated area are similar to police services provided by municipal police departments. These services include uniform police patrols, general investigative services, school crossing guard program services, and community-based crime prevention programs. Criminal and other specialized investigative activities primarily serve the unincorporated area, but also provide support to municipalities on an as needed basis. Those costs are allocated between the Countywide and UMSA budgets based on relative workloads during the previous fiscal year. Countywide police functions are generally the sheriff's functions and include the crime laboratory, court services, civil process, warrants, public corruption investigations, and portions of the communications and records bureaus. The expenditures of overall support functions such as the director's office, the legal and professional compliance bureaus, and information technology services are allocated in accordance with the overall department-wide allocation between Countywide and UMSA budgets.

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Non-reimbursed costs of police presence supporting municipal police departments at events of countywide significance are also considered countywide functions. The allocation of the police budget is 31 percent to the Countywide budget and 69 percent to the UMSA budget for FY 2014-15.

The Parks, Recreation and Open Spaces Department expenditures are divided similarly. Community and neighborhood parks, and community pools provide local services to the residents of the surrounding neighborhoods, and roadside maintenance and landscaping are supported by the UMSA budget. Countywide park facilities and programs serve all county residents and include regional parks such as Amelia Earhart, Ives Estates, Tamiami, and Tropical parks, metropolitan parks, Zoo Miami, cultural facilities, natural areas, cooperative extension, and beaches. Administrative support and construction (planning, design, development, and maintenance) costs are allocated between the Countywide and UMSA budgets on the basis of the relative costs of direct services. Some countywide park facilities such as marinas and tennis centers generate revenues to support their operations and require little if any property tax support. As a result of this year's review of the cost allocation method and service enhancements, countywide support (including all funding sources) in this fiscal year is 47percent.

General Fund support to planning and administration functions within the Regulatory and Economic Resources Department is allocated based on proportions of workload that relate to the unincorporated area as compared to the overall county. Because most planning activities such as charrettes, development reviews, preparation of special planning studies, and support of community councils are local in nature, the costs are allocated to the unincorporated area budget. Costs associated with the review of Developments of Regional Impact, areawide economic forecasting and census related activities, however, are included in the countywide budget because of their countywide significance. In FY 2015-16, UMSA General Fund support of the planning function in the Regulatory and Economic Resources Department is 23 percent.

The Public Works and Waste Management Department's unincorporated area budget provides funding for local right-of-way maintenance activities which include minor debris removal, pothole patching, paving, resurfacing, and sidewalk repair, as well as other work done in the UMSA area. Countywide public works responsibilities such as traffic signalization and signage, traffic engineering design, and arterial road maintenance in municipalities, and mosquito control and bridge operations throughout the county are funded from Countywide funds. Several direct services are both Countywide and UMSA funded. These include right-of-way surveying and land acquisition, and highway engineering. As in the case of the Parks, Recreation and Open Spaces Department, some public works services, such as causeways and special taxing districts, are self-supporting and require no property tax support. Administrative costs are allocated on the basis of the relative costs of direct services. Of the total recommended General Fund support, countywide support in FY 2015-16 is 52 percent and UMSA support funds 48 percent of activities.

The cost of the County's central administration, which supports operating departments, is apportioned based on the ratio of countywide versus unincorporated area operating costs across the entire general fund. This allocation for FY 2015-16 is 74 percent to the Countywide budget and 26 percent to the UMSA budget. In some cases, specific functions within a particular central administrative department are funded from either the countywide or unincorporated area budget depending on the population served while other functions may be funded differently. For example, the Information Technology Department has administrative functions funded by Countywide and UMSA general fund however other services provided are funded through internal service charges such as telephone and radio services. Finally, the central administration is partially funded through an

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administrative reimbursement charged to proprietary funds. For the FY 2015-16 Adopted Budget, that percentage is 3.12 percent, an 11 percent reduction from the prior year's calculation of 3.45 percent.

Revenue allocation is more clearly defined and usually based on statutory guidelines. Counties are authorized to collect certain revenues, as are municipalities. In accordance with state law and the Home Rule Charter, the unincorporated area realizes revenues comparable to those received by municipalities in Miami-Dade County. More detail on revenue allocations is provided.

There are three other governmental funds included in the budget:

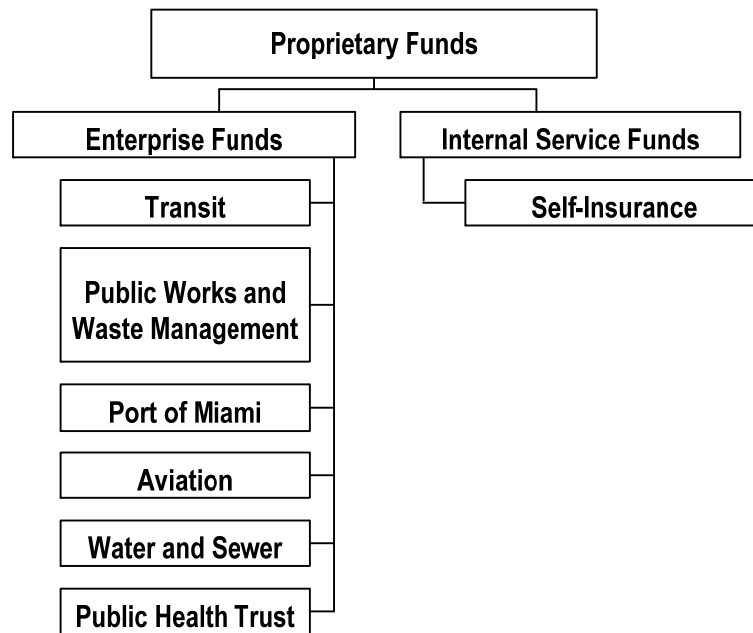
**Special Revenue Funds:** Special revenue funds are used to account for revenues from specific sources that are restricted by law or policy to finance specific activities.

**Debt Service Funds:** Debt service funds are used to account for the accumulation of resources for and the payment of principal and interest on long-term obligations.

**Capital Project Funds:** Capital project funds are used to account for financial resources used for the acquisition and/or construction of major capital facilities and infrastructure.

### *Proprietary Funds*

Proprietary funds are those funds where the County charges a user fee in order to recover costs. The County's proprietary funds include enterprise funds and an internal service fund.



Enterprise funds are used to finance and account for the acquisition, operation, and maintenance of facilities and services that are intended to be entirely or predominantly self-supporting through the collection of charges from external customers. The following major enterprise funds are included in the County's financial statements:

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Miami-Dade Transit Agency: Operates the County's mass transit rail system, bus system, metro-mover system, and paratransit services.

Miami-Dade Public Works and Waste Management Department: Provides solid waste collection and recycling services to the unincorporated area of Miami-Dade County and some municipalities. Also, provides solid waste disposal services to 15 municipalities and operates a variety of facilities, including landfills, transfer stations, and neighborhood trash and recycling centers.

Port of Miami: Operates the Dante B. Fascell Port of Miami-Dade County.

Miami-Dade Aviation Department: Operates and develops the activities of the Miami International Airport, three other general aviation airports, and one training airport.

Miami-Dade Water and Sewer Department: Maintains and operates the County's water distribution system and wastewater collection and treatment system.

Public Health Trust/Jackson Health System (PHT): The PHT was created by a County ordinance in 1973 to provide for an independent governing body responsible for the operation, governance, and maintenance of certain designated health facilities. These facilities include Jackson Memorial Hospital, a teaching hospital operating in association with the University of Miami School of Medicine, Jackson North Medical Center, Jackson South Community Hospital, and several primary care centers and clinics throughout Miami-Dade County.

There are three additional enterprise funds: the Rickenbacker and Venetian Causeways (within the Public Works and Waste Management Department) and the Section 8 Allocation and Mixed Income Properties funds.

Internal service funds are used to report any activity that provides goods and services to other funds, departments, or agencies of the County, on a reimbursement basis. The County has one internal service fund, the Self-Insurance Fund, which accounts for the County's insurance programs covering property, automobile, general liability and workers' compensation. It is also used for medical, dental, life, and disability insurance accounts for County employees. A large portion of the group medical insurance program is self-insured.

### *Fiduciary Funds*

Fiduciary funds are used to report assets held in a trustee or agency capacity for others. The County currently has funds held in an agency capacity by the Clerk of the Circuit and County Court and the Tax Collector, as well as other funds placed in escrow pending distributions. These funds cannot be used to support the County's own programs, and therefore, are not required to be appropriated as part of the annual budget.

Clerk of Circuit and County Courts Agency Fund: Accounts for funds received, maintained and distributed by the Clerk of the Circuit and County Courts in his capacity as custodian to the State and County judicial systems.

Tax Collector Agency Fund: Accounts for the collection and distribution of ad valorem taxes and personal property taxes to the appropriate taxing districts. Also accounts for

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the collection of motor vehicle registration fees and sales of other State of Florida licenses, the proceeds of which are remitted to the State.

Pension Trust Fund: Accounts for assets held by Northern Trust Bank for the benefit of employees of the Public Health Trust who participate in the Public Health Trust Defined Benefit Retirement Plan.

Other Agency Funds: Accounts for various funds placed in escrow pending timed distributions.