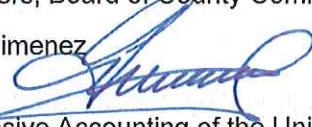


Memorandum



Date: February 24, 2014

To: Honorable Chairwoman Rebeca Sosa
and Members, Board of County Commissioners

From: Carlos A. Gimenez
Mayor 

Subject: Comprehensive Accounting of the Unincorporated Municipal Service Area

On December 3, 2013 the Board of County Commissioners (Board) adopted Resolution R-1005-13 directing the Administration to provide a report that gives a comprehensive accounting of the portions of Unincorporated Municipal Service Area (UMSA) that are not included in a Municipal Advisory Committee (MAC) boundary.

For the Board's reference, Miami-Dade County had an estimated population of 2,572,821 as of 2013, with 1,130,543 (44 percent) residing in UMSA. The County is comprised of approximately 421 square miles within the Urban Development Boundary (UDB), of which approximately 213 square miles are in municipalities and the remaining 208 square miles are in UMSA. There are currently eight MACs in existence today covering a total of 116.3 square miles with an approximate population of 513,980.

Below is a brief history on each existing MAC:

- **Fontainebleau MAC** – The MAC was created by Resolution R-598-02 on June 4, 2002 and by Ordinance No. 03-109 on May 6, 2003. The MAC completed its incorporation study in December 2003. The Boundaries Commission, which no longer exists in the Code, held a public hearing on April 28, 2004 and deferred the item for 45 days requiring the MAC to prove community involvement. On September 1, 2004, the Boundaries Commission recommended that the incorporation move forward with three considerations: (1) that the budget be evaluated, (2) expansion of the boundaries be explored, and (3) community involvement be analyzed. On October 18, 2004, the Planning Advisory Board (PAB) held a public hearing and deferred the item until such time that the municipal budget is compared to similar municipalities. On January 10, 2005, the PAB recommended denial of the incorporation. The MAC was advised that if they wish to proceed with the incorporation effort, their respective study would need to be updated and placed before the PAB for recommendation to the Board. On August 23, 2005, the Board adopted Ordinance No. 05-192 placing a moratorium on incorporations and annexations. In April of 2007 the Board lifted the moratorium; however, on September 4, 2007 adopted Ordinance No. 07-120 placing another moratorium on incorporations only. On April 3, 2012, the Board adopted Ordinance No. 12-24 lifting the last moratorium on incorporations. The MAC began to meet again in December 2012 and should complete their respective study prior to December 2014.
- **North Central MAC** – The MAC was established by Resolution R-1445-01 on December 18, 2001 and by Ordinance No. 03-42 on March 22, 2003. The MAC completed its incorporation study in June 2004. On September 29, 2004, the Boundaries Commission held a public hearing and recommended denial of the incorporation. On December 6, 2004, the PAB held a public hearing and recommended denial of the incorporation. Subsequently, the Board imposed a moratorium on incorporations that was most recently lifted once the Board adopted Ordinance No. 12-24 on April 3, 2012. The MAC was advised that if they wish to proceed with the incorporation effort, their respective study would need to be updated and placed before the PAB for recommendation to the Board. The MAC began to meet again in May 2013 and should complete its respective study prior to May 2015.
- **Northeast MAC** – The MAC was established by Resolution R-341-03 on April 8, 2003, and by Ordinance No. 04-104 on May 11, 2004. The MAC completed its incorporation study in December 2004. The Boundaries Commission held a public hearing on March 23, 2005 and recommended approval of the incorporation. The PAB held a public hearing on August 8, 2005 and recommended approval of the incorporation. Subsequently, the Board imposed a moratorium on incorporations that

was most recently lifted once the Board adopted Ordinance No. 12-24 on April 3, 2012. The MAC was advised that if they wish to proceed with the incorporation effort, their respective study would need to be updated and placed before the PAB for recommendation to the Board. The MAC began to meet again in February 2013 and should complete its respective study prior to February 2015.

- **Biscayne Gardens MAC** – The MAC was established by Resolution R-974-03 on September 9, 2003 and by Ordinance No. 04-142 on July 27, 2004. Subsequently, the moratorium on incorporations was imposed and was most recently lifted once the Board adopted Ordinance No. 12-24 on April 3, 2012. The MAC began to meet again in July of 2013 and should complete its respective study prior to July 2015.
- **Fisher Island MAC** – The MAC was established by Resolution R-838-04 on July 13, 2004 and by Ordinance No. 05-185 on October 18, 2005. The moratorium on incorporations was imposed and was most recently lifted once the Board adopted Ordinance No. 12-24 on April 3, 2012. The MAC has not requested to meet since the moratorium was lifted.
- **West Kendall MAC Section 1** – The MAC was established by Ordinance No. 13-70 adopted by the Board on July 2, 2013. To date, the MAC has not met to date.
- **West Kendall MAC Section 3** – The MAC was established by Ordinance No. 13-71 adopted by the Board on July 2, 2013. To date, the MAC has not met.
- **South MAC A** – The MAC was established by Ordinance No. 13-77 adopted by the Board on September 4, 2013. To date, the MAC has not met.
- **South MAC B** - The MAC was established by Ordinance No. 13-78 adopted by the Board on September 4, 2013. To date, the MAC has not met.

The table below provides the population, taxable values and square miles from the current MACs and the remaining UMSA area that is not included in MAC study areas.

| MACs | Population | Taxable Value (2013 Roll) | Area (Square Miles) | Per Capita Taxable Value |
|-----------------------|----------------|------------------------------|------------------------|-----------------------------|
| Biscayne Gardens | 32,443 | \$699,715,356 | 5 | \$21,568 |
| Northeast | 18,034 | 1,055,404,479 | 3 | 58,523 |
| North Central | 70,807 | 1,887,070,419 | 13 | 26,651 |
| Fontainebleau | 29,868 | 823,440,353 | 3 | 27,569 |
| Fisher Island | 132 | 1,094,114,936 | 0.3 | 8,288,750 |
| West Kendall MAC 1 | 128,874 | 5,297,389,536 | 27 | 41,105 |
| West Kendall MAC 3 | 78,747 | 3,705,913,385 | 23 | 47,061 |
| South MAC A | 127,267 | 4,203,830,118 | 24 | 33,032 |
| South MAC B | 27,808 | 586,509,385 | 18 | 21,091 |
| Subtotal MACs | 513,980 | \$19,353,387,967 | 116.3 | \$37,654 |
| Remaining UMSA | 616,563 | \$36,047,697,033 | 90.7 | \$58,466 |

As can be inferred by the information presented above, approximately 45 percent of the population, 35 percent of the taxable value, and 56 percent of the land area within the UDB in UMSA is under study for incorporation.

Honorable Chairwoman Rebeca Sosa
and Members, Board of County Commissioners
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Attached is a map that depicts the boundaries of current municipalities, current MACs, as well as individual maps of each MAC.

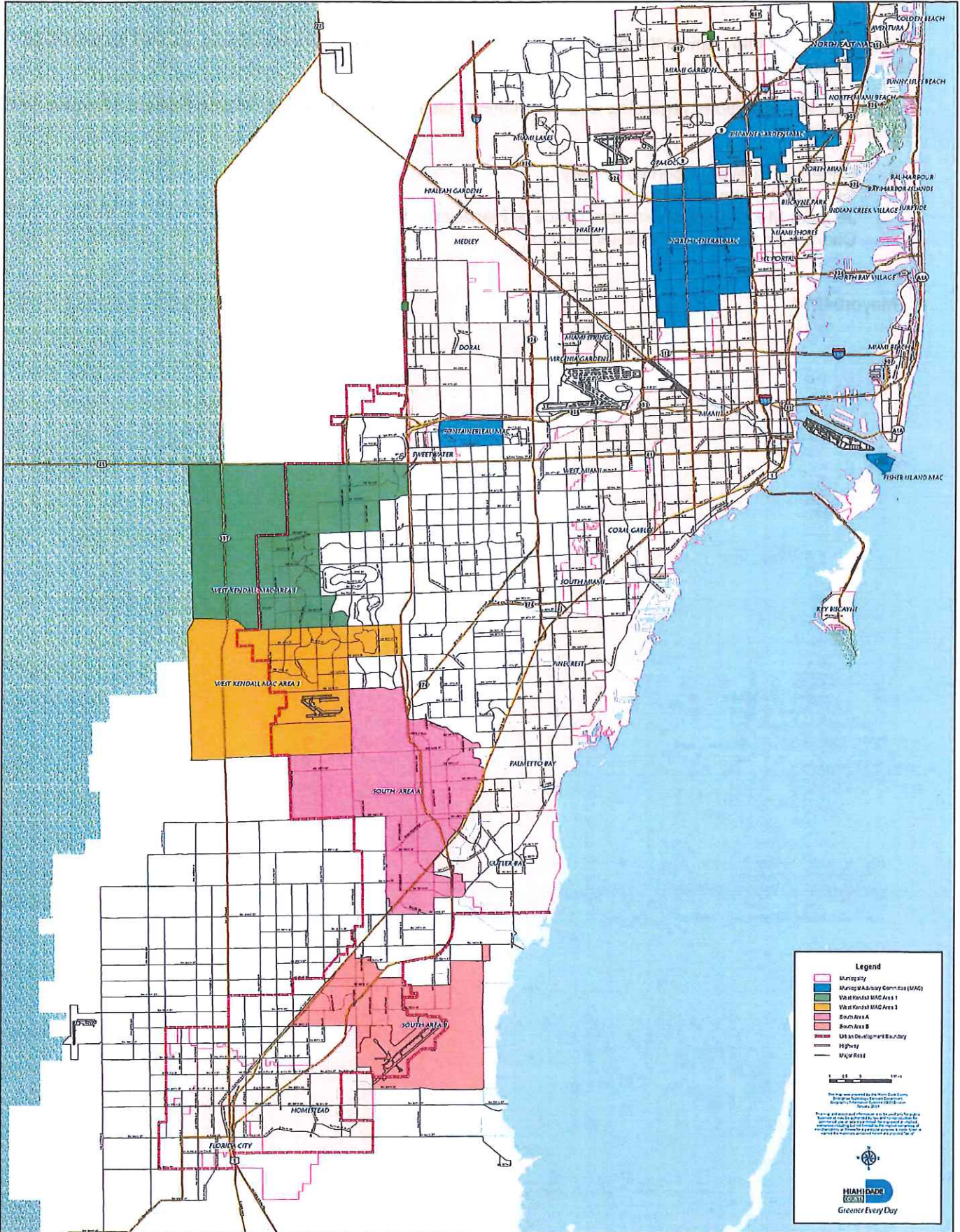
If you have any questions regarding this information, please contact Deputy Mayor Edward Marquez at 305-375-1451.

c: Robert A. Cuevas, County Attorney
Office of the Mayor Senior Staff
Jennifer Moon, Budget Director, Office of Management and Budget
Charles Anderson, Commission Auditor

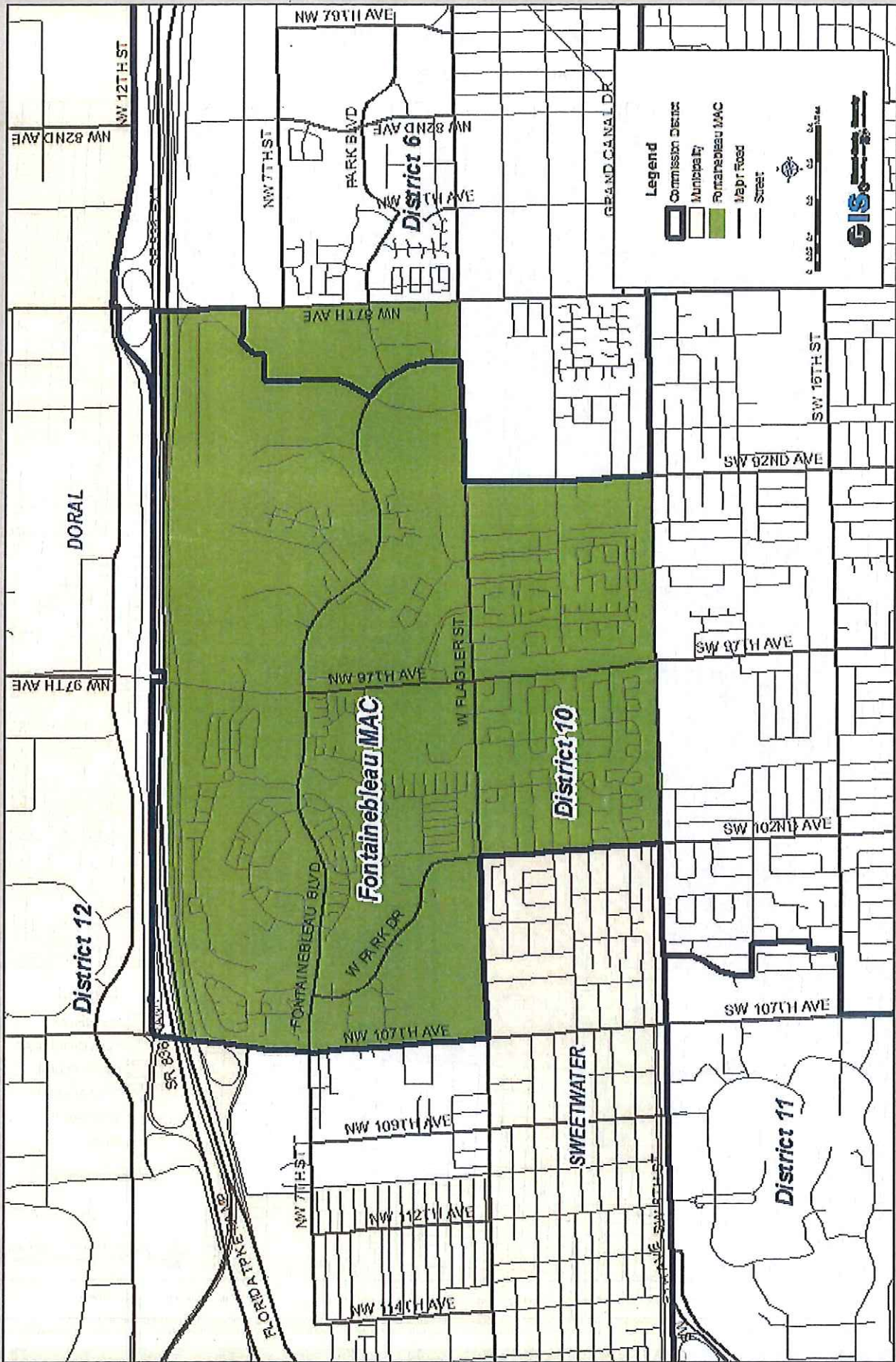
Mayor04214

MIAMI-DADE COUNTY

Municipalities and Municipal Advisory Committees

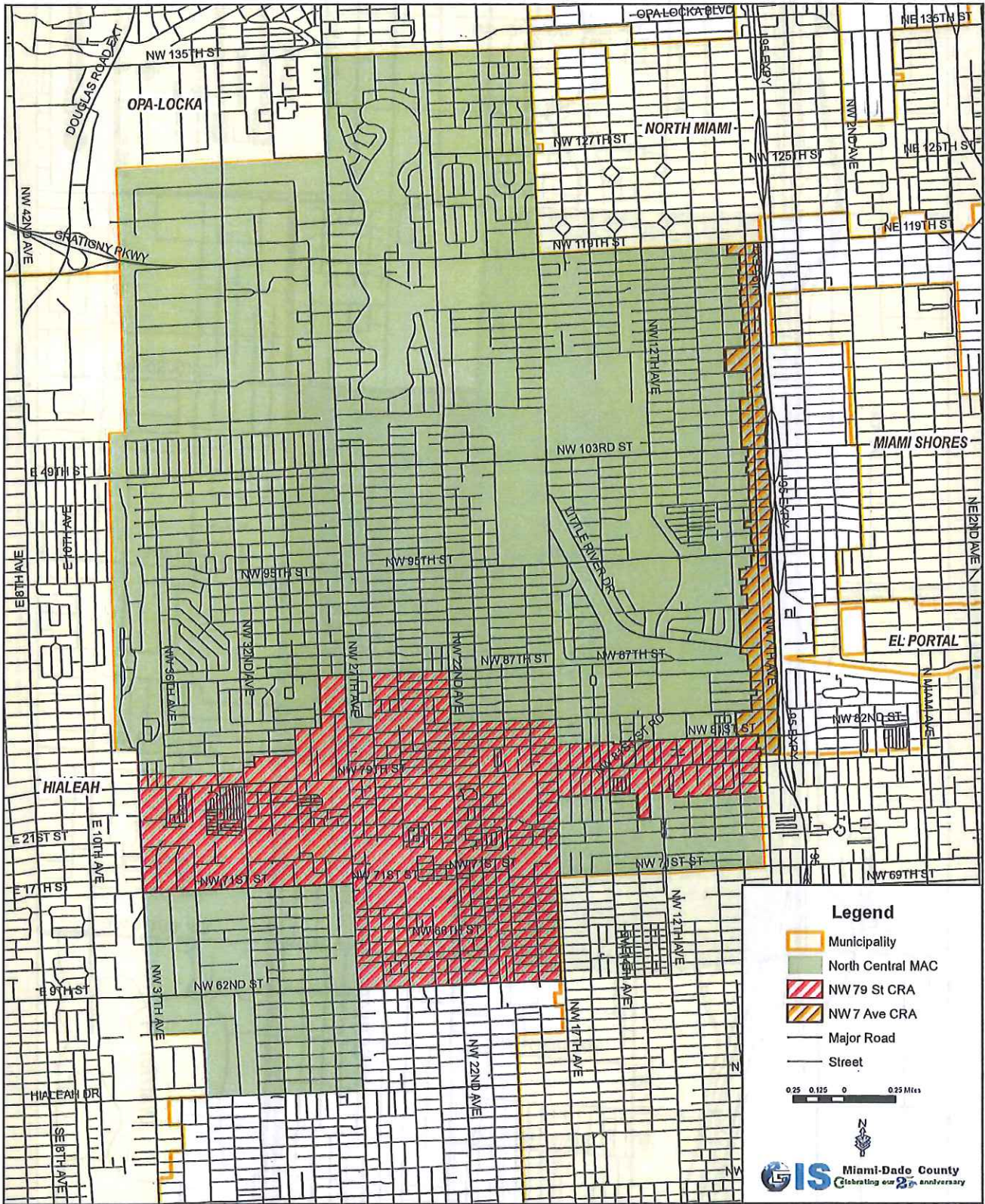


MIAMI-DADE COUNTY
Fontainebleau MAC



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MIAMI-DADE COUNTY NORTH CENTRAL MAC



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Northeast Dade MAC

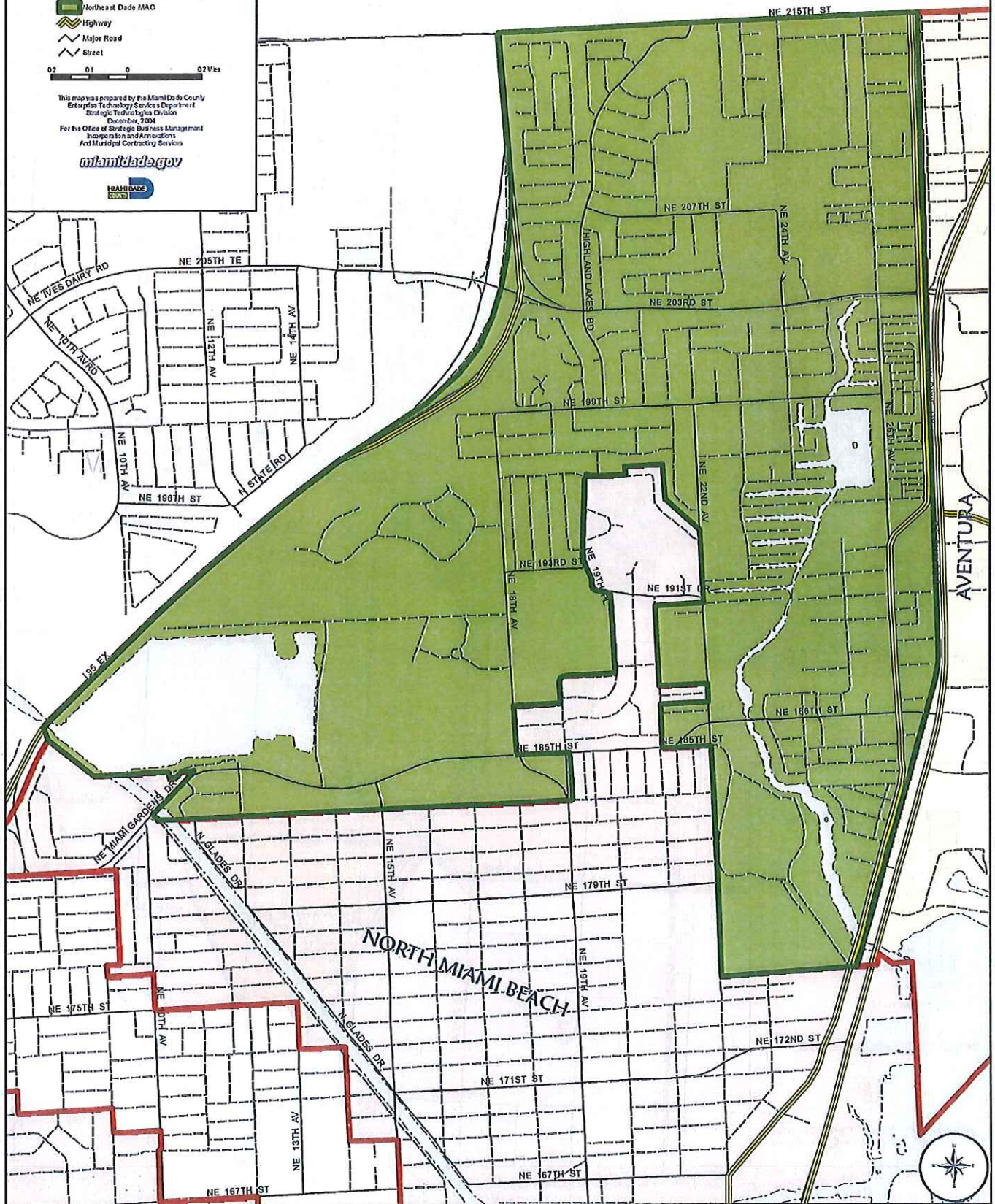
Legend

-  AVENTURA
-  NORTH MIAMI BEACH
-  Unincorporated Miami-Dade County
-  Northeast Dade MAC
-  Highway
-  Major Road
-  Street

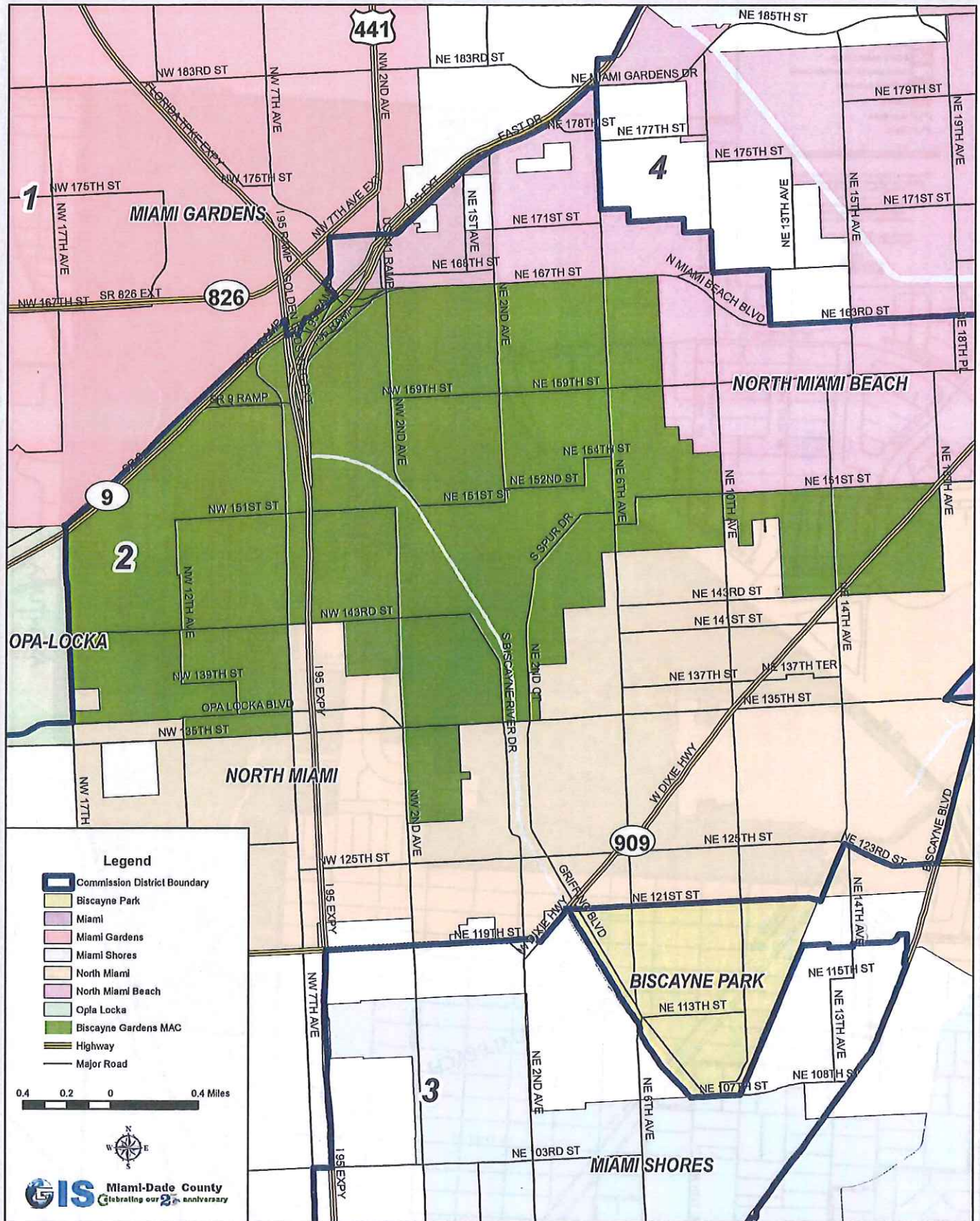
02 01 0 02 Miles

This map was prepared by the Miami-Dade County
 Enterprise Technology Services Department
 Strategic Technology Division
 December, 2004
 For the Office of Strategic Business Management
 Incorporation and Announcements
 And Municipal Contracting Services

miamidade.gov



Biscayne Gardens



- Legend**
- Commission District Boundary
 - Biscayne Park
 - Miami
 - Miami Gardens
 - Miami Shores
 - North Miami Beach
 - Opa Locka
 - Biscayne Gardens MAC
 - Highway
 - Major Road



GIS Miami-Dade County
 Celebrating our 25th anniversary

This map was prepared by the Miami Dade County Information Technology Department Geographic Information Systems (GIS) Division July 2013

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FINAL REPORT

**“Citizens Survey: Satisfaction With Metro-Dade Services and Attitudes Toward
Incorporation and Annexation”**

Prepared By

**Milan J. Dluhy, Ph.D.
Director, Institute of Government
Professor of Public Administration**

with the assistance of:

**Fred Becker
Hugh Gladwin
XiaoHu Wang**

**Florida Institute of Government
Florida International University**

February 1996

EXECUTIVE SUMMARY

This study included statistical samples of residents from the Unincorporated Areas of West Kendall, East Kendall, Pinecrest, Westchester, Destiny, Aventura, Sunny Isles and the rest of Unincorporated Dade County (UDC). Also included were samples of the cities of Hialeah, Miami, North Miami, Miami Beach, Coral Gables, Key Biscayne, and Opa Locka. There are a number of major findings about satisfaction levels with lower and upper tier services and issues related to the incorporation of parts of UDC that emerge from this study. These findings are highlighted below and their implications are discussed briefly.

1. Of the eight lower tier services covered in this study, five were basically rated positively by residents of UDC. Specifically, trash and garbage collection, fire and rescue, libraries, police, and parks and recreation received more positive than negative ratings across the eight sub-areas of UDC covered in this report. On the other hand, three lower tier services, planning and zoning, roads and street maintenance, and code enforcement received more negative than positive ratings across the sub-areas. The first implication of this study is that the three latter services will require the most attention in the future if the satisfaction levels are to be improved to a point where citizens view these services as more positive than negative. This does not mean neglecting the five services already rated positively, but only to draw more attention to planning and zoning, roads and street maintenance, and code enforcement.

2. Dissatisfaction with services follows two patterns. The upper middle class was more critical than other population groups in UDC with the general performance of local government and the most expensive "bread and

butter" services like police, fire, trash and garbage collection, and planning and zoning. In contrast, the working class/lower middle class were generally the most positive about services, but they were more critical than other population groups in UDC with parks and recreation, roads and street maintenance, libraries, and code enforcement. The second implication of this study is that service dissatisfaction differs by social and economic class. Certain population groups are simply more concerned with and critical of different sets of services. This suggests that the upper middle class has higher expectations for the "bread and butter" services while the working/lower middle class wants better parks, roads, libraries, and code enforcement.

3. In contrast to lower tier services, there was considerable dissatisfaction with almost all of the upper tier services. In particular, residents of both UDC and the seven cities included in the study rated upper tier services more negatively than positively especially jails and courts, health services, public health services, bus services, metro-rail, and assistance to the poor, children, the elderly, and the disabled. The only service rated more positively than negatively was traffic signal systems. The most negative feelings toward services by residents of Dade County appear to be directed more at upper than lower tier services. The third implication is that attention needs to be directed at the sources of the dissatisfaction with the upper tier services since this dissatisfaction uniformly cuts across UDC and the cities included in this study. These negative assessments are not concentrated in any particular area but are very general in nature and coming from throughout the County.

4. As with lower tier services, dissatisfaction with upper tier services follows two patterns. The upper middle class were more critical of and concerned with public health, bus services, traffic signal systems, and assistance to

the poor. However, the working/lower middle class were more critical of and concerned with jails and courts and metro-rail. All population groups were critical of health services (i.e., Jackson Memorial Hospital). The fourth implication of this study is that different social and economic groups focus their dissatisfaction on different sets of services. The nature of their dissatisfaction needs to be explored further.

5. There are both similarities and differences between the satisfaction levels of residents of UDC and the cities. Cities have a slight advantage over UDC according to citizen ratings when it comes to delivering core services like police, fire, and road and street maintenance. However, for the rest of the services, like parks and recreation, libraries, code enforcement, and planning and zoning, there is no apparent advantage to cityhood opposed to leaving these services as they are in UDC. In fact, one service, trash and garbage collection, is rated higher in UDC. Thus, on the question of cityhood, the picture is mixed--some services, according to citizens, are better in cities, for others there is no apparent advantage to incorporation, and for one, the current delivery system used by the County generates favorable citizen evaluations.

The fifth implication of this study is that the advantages of cityhood according to citizen evaluations holds for some selected services but not for others. Thus, the question of who should deliver which services remains open when it is based solely on citizen evaluations of service quality, for some set of services cities do better, but for other services, there is no apparent advantage and for trash and garbage collection, citizens rate delivery in UDC more positively than in cities.

6. With the exception of Aventura and Pinecrest, the issue of incorporation/annexation is a low visibility issue and most people in UDC want

more information and would prefer to wait for further study before they vote on the issue. Also, residents of UDC by wide margins thought that alternatives to incorporation like community based administrative centers, different representational schemes for the County Commissioners, and locally elected zoning boards were good ideas to pursue in the mean time. The sixth implication is that a substantial educational campaign will be necessary in UDC (again with the exceptions of Aventura and Pinecrest) before people will be informed enough to vote on the issue of incorporation/annexation.

7. An exploration of the roots of the support for incorporation revealed that those who were the most likely to support cityhood were people who: rated most lower tier services negatively; were worried about crime a lot; were cynical about government; and were more likely to be affluent, white, and highly educated. In Pinecrest and Aventura voters were more likely to want cityhood. However, registered voters in West Kendall, East Kendall, Westchester, Destiny, Sunny Isles, and the rest of UDC were more likely to want to remain unincorporated. Finally, those who had recently moved to UDC, were lower in income and education, Black or Hispanic, and living in an apartment, townhouse, or mobile home were more likely to prefer to wait for further study. Long time residents of UDC, older people, home owners, those living in single family homes, and those with moderate incomes preferred to remain unincorporated. The seventh implication is that the movement for incorporation is somewhat premature at this time except in Aventura and Pinecrest. In the rest of the areas of UDC, a great deal of citizen education will be necessary before residents are even ready to vote.

8. The profile of those citizens in UDC who want to vote on the issue of incorporation/annexation as soon as possible includes residents who rated

most of the lower tier services negatively, worried a lot about crime, thought that "smaller government was better", were strongly attached to their area, lived in an upper class neighborhood, lived in a condo, were older, had a high educational and income level, were white, and considered themselves conservative. The eighth implication is that there is a small and clearly defined sub-population which is not only interested in cityhood but also in voting on the issue as soon as possible. The rest of the population is simply not ready and most of these people want to wait to vote until they get more information and when faced with a choice about the future, to wait for further study. This further reinforces the summary observation that the movement toward incorporation is premature at this time and that voting on cityhood should be linked with an educational campaign.

9. Nevertheless, large majorities of residents in UDC preferred smaller government and worried a lot about crime. In addition, a small, about 25%, of the population is quite cynical about government and when this cynicism is coupled with high education and income, there will, no doubt, be further demands from citizens to incorporate.

At this point in time, based on the survey results, citizens of UDC need more information about the incorporation/annexation issues. There are also clearly a set of lower tier and upper tier services which need more attention and improvement. In addition, there are a number of alternatives to improving services besides incorporation that could be explored right now.