

REPORT ON  
A REVIEW OF TWO-TIER GOVERNMENT  
IN  
MIAMI/DADE COUNTY

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4. Administrative Effectiveness: functions should be assigned;

- (a) to jurisdictions that are responsible for a wide variety of functions and so can balance competing functional interests,
- (b) to jurisdictions that encompass a geographic area adequate for effective performance of a function,
- (c) to jurisdictions that explicitly determine goals and means of discharging public service responsibilities and that periodically reassess program goals in light of performance standards,
- (d) to jurisdictions willing to pursue intergovernmental means of promoting interlocal functional cooperation and reducing interlocal functional conflict, and,
- (e) to jurisdictions with adequate legal authority to perform a function and to rely on this authority in administering the function.<sup>6</sup>

The ACIR's 1962 report stated in a somewhat different fashion, but quite succinctly, that "local governments should serve the people effectively and efficiently, with active citizen participation and control, with an adequate and equitable revenue system, with a sufficient degree of local initiative and self-government for traditional or natural communities in the area, and with provision for adaptation to growth and change."<sup>7</sup>

**THE ALTERNATIVES**

The three alternative options which are realistically open to Dade County are:

- (i) consolidation;
- (ii) maintaining the status quo, and;
- (iii) two-tier federation.

Each option is examined and related to the criteria established by the Advisory Commission on Intergovernmental Relations.

**CONSOLIDATION**

The principal argument put forth by the proponents of consolidation is that it satisfies the criteria of economic efficiency. The theory is that a consolidated government reduces cost by eliminating duplication of services and achieving some economy of scale. This argument is not substantiated by fact.<sup>8</sup>

An examination of the literature readily discredits the "savings" argument used by pro-consolidationists. For example, mayors, city managers and financial officers attending a conference in 1973, in Jacksonville, Florida on the issue of "partial or total consolidation" could not prove that economies had been realized in their jurisdiction after consolidation.<sup>9</sup>

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Consolidation satisfies the criteria grouped under the heading of administrative effectiveness fairly well. It is a multi-purpose government. It encompasses a wide geographic area, and it generally has adequate legal authority. Whether or not a consolidated government determines specific goals and periodically reassesses itself is something which is unique to each. It fails by definition to promote interlocal cooperation. The criterion itself assumes the existence of other units of local government.

In summary, it can be seen that on the basis of these criteria, the consolidation model fails four of the tests and is neutral on one other. Most importantly, it fails the very test for which its strength is purported to be, namely economy.

STATUS QUO: THE COMPREHENSIVE URBAN COUNTY ALTERNATIVE

The comprehensive urban county is a special type of metropolitan federation. It is distinguished from the true two-tier form in that it is responsible for both area-wide functions for the entire metropolitan area, plus it is, as well, responsible for the full range of goods and services for residents within its unincorporated areas. Dade County represents the prototype of a comprehensive urban county.

When the Metropolitan Dade County Charter was approved in 1957, the population in the unincorporated area accounted for approximately one-third of the total. The unincorporated population today has grown to nearly one-half of the whole. This amounts to a gross distortion of the concept of a two-tiered federation. The municipalities can no longer be considered equal partners in the governance of the area.

The residents of the unincorporated areas are subjected to the worst of all possible situations when you consider the criteria set forth by the NCIR. Essentially they reside under a consolidated system with all of its negative aspects. They are precluded from the benefits of lower-tier representation which the municipal residents enjoy. Their "local" government has a split personality and their bureaucracy has two sets of responsibilities.

Although property taxes have remained relatively low, citizen satisfaction with the goods and services provided by their local government is lower in the unincorporated area of Dade County than in any other class of jurisdiction. Research conducted by the University of Miami has documented the trend of citizen satisfaction through nine different sample surveys conducted since 1957 and the results consistently show a disparity between

RECOMMENDATIONS

Based on:

- (i) the application of generally accepted criteria to alternative governmental structures;
- (ii) the preference of Dade County citizens to retain municipalities as a viable form of government; 20 and
- (iii) the endorsement of federated metropolitan government by the 1971 Metropolitan Dade County Local Study Commission.

This report recommends

THAT A TRUE TWO-TIER FORM OF METROPOLITAN GOVERNMENT BE ADOPTED FOR MIAMI/DADE COUNTY IN PLACE OF THE STATUS QUO.

Implementation of a true two-tier metropolitan government requires lower-tier restructuring; alterations in representation, reallocation of service functions between the two levels and the creation of an adequate fiscal base. A separate chapter of this report is devoted to each of these requirements.

The most recent view of the progress of the Municipality of Metropolitan Toronto stated that "... the two-tier system has served this area satisfactorily for more than two decades by providing a government that is at once local and metropolitan. The advantages of this system far outweigh the disadvantages of its complexity." 19

The Report of the Royal Commission on Metropolitan Toronto went on to recommend that the two-tier form of local government in Metropolitan Toronto be continued.

The Provincial (State) government of Ontario subsequent to the finalization of true two-tier government in Metropolitan Toronto in 1965 has committed itself to a policy of two-tier regional government in the urban centered areas of the Province. Today there are 11 such regional municipalities (excluding Toronto) governing areas up to 1,100 square miles, populations up to 500,000 persons. Each governing body is an adaptation of the two-tier federated model tailored to the needs of the local regions. A formal review of each body is required by Provincial statute every five to ten years.

## LOWER TIER RESTRUCTURING

### INTRODUCTION

Implicit in the recommendation of a metropolitan form of government is the suggestion that the existing lower-tier municipalities be restructured on a more rational basis. This chapter makes that implicit recommendation explicit. It does so by setting forth major criteria to assist in the definition of the size and attributes of a lower-tier municipal unit. The criteria have been developed through an analysis of local government reform in the United States, Canada, and Great Britain over the past decade.

### CRITERIA

There are a number of criteria which can be applied to lower-tier municipalities which are an extension of the criteria discussed in the previous chapter. These include such items as size, tax base, equity, economic efficiency and representation. Because of the importance of representation that criterion will be discussed separately in the next chapter. This chapter will focus primarily on size and the other related matters.

### Size

A number of local government review studies have addressed the issue of the "manageable size" of a lower-tier governmental

analysis. Most reformers agree that there probably is an optimum size range but a great deal of disagreement exists as to the limits of that range.

A lower-tier municipal unit must be large enough to efficiently provide the services demanded of it by the electorate. This includes financial capability and staff expertise. At the same time, the unit must be small enough to be accessible through the democratic process to each and every citizen. Closeness and responsiveness to local feeling and the provision of effective channels for citizen participation are important elements and demand a proportionately smaller jurisdiction.

As the size of the jurisdiction increases the range of choice of jobs, goods and services of all kinds increases. This adds to the attractiveness and growth prospects for the urban center. Studies have shown that economies of scale exist for certain municipal services as the size of the municipality grows. Other studies show that growth can lead to diseconomies of scale. Growth therefore has its limitations.

The most notable review study that offered definitive limits to government size was the Royal Commission on Local Government, London, England, 1966-1969 (the Redcliffe-Maud Report).

the definition of equity to include the distribution of economic or fiscal capacity among individuals and political jurisdictions. This highly respected body called for fiscal equalization policies where inequity existed to ensure that a jurisdiction or individual could buy a level of public services at a price that was no greater burden than the price to most other jurisdictions or individuals.

The Council on Economic Development (C.E.D.), recognized the need for equity in their 1970 Report entitled, Reshaping Government in Metropolitan Areas. In their report, it was stated that,

"the haphazard arrangement of local governments in metropolitan areas has created great irregularities between resources and needs. In the suburbs, the combination of superior fiscal strength and fewer problems usually yields a higher quality of public services; in the central cities, the situation is reversed." 6

A final criteria for effective local government is that of economic efficiency as discussed earlier in Chapter III. A jurisdiction should be of adequate size to take advantage of economies of scale in service performance. It should make alternative service offerings to the citizen and fair pricing

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policies. A jurisdiction that is too small in population or area cannot offer economic efficiency to the electorate which can be translated as lower cost services.

The criteria discussed above will be applied to the existing lower-tier structure in Metropolitan Dade County. Discrepancies will be highlighted and alternatives will be presented.

#### APPLICATION OF CRITERIA TO DADE COUNTY

The existing lower-tier governmental units in Dade County range widely in population, from eight persons to 343,977 and in area from .3 to 34.4 square miles. There are 16 municipalities that have a population of less than 10,000 with only three of the 27 municipalities (Miami, Hialeah and Miami Beach) meeting the minimum population criteria of 50,000 established analytically by Werner Hirsch. Only one, Miami, is larger than the 250,000 figure proposed in the Redcliffe-Maud Report and the Roberts Study of Metropolitan Toronto.

In terms of population alone, most of the existing municipalities are deemed to be too small to conduct effective government and provide their electorates with

different structure is warranted at the lower tier.

#### RECOMMENDED LOWER-TIER STRUCTURE

There are two keys to the recommendations in this chapter. One relates to the average size of the lower-tier municipalities; the other relates to the importance of the core city.

The consensus of "expert" opinion on the size of the lower-tier government units indicates that a population base in the order of 100,000 - 250,000 is suitable to ensure a stable financial base and the effective discharge of "hard" and "soft" services. The strong central core philosophy has been one of the key reasons for the success of Metropolitan Toronto and has resulted in a quarter century of rapid population growth and intensive physical development without any major problems.

In view of the literature surveyed, it is thought that a compromise between the Hirsch theoretical model and the time-tested Canadian model would provide the best solution.

It is therefore recommended

THAT DADE COUNTY BE COMPOSED OF A STRONG CENTRAL CORE CITY SURROUNDED BY A GROUP OF TEN (10) ECONOMICALLY VIABLE CITIES WHOSE POPULATIONS ARE IN THE ORDER OF 100,000 - 150,000 PERSONS EACH.

It is further recommended

THAT A LOCAL BOUNDARIES COMMISSION BE CREATED TO REVIEW THE SITUATION AND RECOMMEND A TWO-TIER STRUCTURE BASED ON THE ABOVE CRITERION AND TAKING THE FOLLOWING POINTS AS GUIDELINES:

- the core city should have a population ranging from 25 percent to 30 percent of the county total;
- the remaining lower-tier cities should have a base population of between 100,000 and 150,000;
- the analysis should take into account projected growth trends for population both in numbers and geographic location;
- the per capita assessment of the lower-tier units should not vary by more than 50 percent;

the analysis should take into account existing communities and historical tiers to enhance the political feasibility of restructuring.

Using these basic guidelines, Dade County would be reformed from the present day structure of 27 municipalities and a large unincorporated area to a fully incorporated area with the core city of approximately 400,000 persons and

1. Does it provide for equal access by all citizens?
2. Does it promote accountability on the part of the elected officials toward their constituents?
3. Does it facilitate the representation of the diverse characteristics and interests of the community?
4. Does it maximize citizen participation?
5. Does it provide meaningful choices to the voters?

The first criterion, equal access, is embodied in the principle of "one man, one vote". The criterion of equal access actually extends beyond the simple act of voting and includes other less traditional means of participation, such as correspondence to, or personal contacts with, elected representatives.

Each citizen is entitled to an equal opportunity to voice his or her opinion. Thus, when establishing constituencies, consideration must be given not only to the number of registered voters, but also to size of the whole population. This is

which have not been fully integrated into the local political system and must rely on less formal means of participation.

The criterion of accountability of elected representatives is defined as the degree to which officials are held responsible for their actions by the citizens whom they represent. The residents of a jurisdiction are entitled to representation with which they can identify and to which they can relate. Identification implies a certain degree of closeness or familiarity between the represented and their representatives. If the "distance" in population rather than physical terms between an official and his constituents reaches the point where identification is reduced or lost, then it is impossible for the individual citizen to pinpoint responsibility. There is then a tendency for the entire system to experience a loss of general citizen support due to the malfunctioning of the representation mechanism.

The third criterion, representing the diversity of community characteristics and interests, is more difficult to define.

It involves drawing a distinction between representing individual or special, narrowly defined interests and the interest of the community as a whole. This raises a question as to what constitutes the "public interest" and whether it is the summation of individual interests or a



for one area might be judged totally inadequate for another. Two other factors impinge on the size variable. The first is the size of the population to be represented. The larger the population, the more representatives are required to maintain an acceptable level of accessibility. Additionally, larger, more heterogeneous populations require a greater number of representatives in order to effectively reflect the diverse nature of the community.

While it would seem desirable to set a fixed ratio of population to elected officials, as population increases the size of the Commission would increase accordingly. Eventually the body would become too large to operate efficiently. Thus, in arriving at a compromise size, it is necessary to sacrifice some accessibility and representativeness in order to achieve some efficiency in operation. There is no generally agreed upon optimum ratio of population to elected officials, but a table will be presented later showing what other jurisdictions with differing forms of metropolitan government have adopted. In Bade County, even at the lower-tier municipal level, the population per Commissioner ratio varies considerably. A schedule indicating these ratios is shown in Appendix II.

#### At-Large versus District Elections

A second option with regard to the structure of the electoral system is the base from which the elected representatives will be chosen. Here the basic choice is between at-large

or district elections. The advantages of the district approach are that it:

- (i) ensures adequate representation of diverse interests,
- (ii) facilitates identification of elected officials and thus promotes both access and accountability, and
- (iii) reduces the amount of information required on the part of the individual voter in order for him to make a meaningful choice.

A reduction in the degree of confusion also tends to enhance citizen participation. Often, when voters receive many conflicting signals on candidates and issues it makes it difficult for them to make a decision. Rather than risk making a wrong decision, they simply choose not to vote. The main disadvantage of district elections is that they are said to foster parochialism and lend themselves to political corruption. The implication of the parochialism argument is that it is inappropriate to present local concerns at the metropolitan or even municipal level.

At-large elections of representatives, on the other hand, are said to ensure the promotion of a "metropolitan" outlook, one which is unencumbered by local or sub-regional concerns.

#### REPRESENTATION IN DADE COUNTY AND OTHER MAJOR METROPOLITAN GOVERNMENTS

The issue of representation on the Metro Commission in Dade County is not new. It is one which has stimulated much debate and has been "decided" by the electorate on six different referenda in which the voters have made their choices from among nine alternative arrangements. Choices have involved commissions ranging in size from five to 13 members. Five of the nine choices were based on strictly at-large elections; three times the voters were asked to choose district elections. The original electoral system was a combination of district and at-large election.

The Charter of Metropolitan Dade County originally established a system whereby five Commissioners were elected at-large. Five more were elected from districts, and one was elected from each city with a population of 60,000 or more. Originally, only the City of Miami elected its own representative, but by the time of the 1960 census both Hialeah and Miami Beach had grown past the 60,000 mark, enlarging the Commission to 13 members.

In 1963, the voters approved a change in the method of election and composition of the Commission. This arrangement, which continues in force today, provides for eight Commissioners. Each is supposed to represent the district in which he or

she resides, but all are elected countywide. The formula also provides for a weak mayor who is elected at-large, but has only the power of a presiding officer. Commission districts are not coterminous with municipal boundaries.

In 1963, with 13 representatives, the ratio of representative to population was one representative for every 75,000 people. With the advent of the nine-member, at-large Commission that ratio increased by almost 50 percent to approximately 110,000 persons per representative. Today the ratio of population to Commissioners is about 161,000 per representative a figure which is more than double what it was fifteen years ago. Table 5-1 shows how Dade County compares with other metropolitan areas with either two-tier or consolidated systems of government.

The comparison points out some glaring disparities between Dade County and the other jurisdictions. First, in numbers also with the exception of Columbus, Georgia, all the other metropolitan areas employ substantially larger legislative bodies. The average size of the other metro government councils is 31, a figure more than three times larger than that of Dade County.

When these figures are adjusted for population size the picture presented is the same. The ratio of representatives

Dade County Commission and only one Black has ever been elected to the Commission without first having been appointed to fill a vacancy. The at-large election method forces candidates for Metro office to appeal county-wide for support. This serves to promote the interests of the more educated and more affluent segments of the population who participate at a higher rate in local elections.

Additionally, the apparent inaccessibility of the Dade County Commissioners is confirmed in a 1974 survey which was conducted by the University of Miami. In that study only a small percentage (7 percent) of registered voters could identify the Commissioner who was supposed to represent his or her district. This lack of citizen identification can only serve to discourage citizen participation, and promote un-informed or mis-informed decision-making at election time.

#### RECOMMENDATIONS FOR ELECTORAL REFORM

Any recommendation for reform of the Dade County electoral system must begin with an adjustment to the size of the County Commission. The comparison of Dade to other metropolitan governments leads to the conclusion that the present system does not provide for sufficient accessibility nor representativeness.

Therefore, it is recommended

THAT THE DADE COUNTY COMMISSION BE ENLARGED.

If the same ratio is applied in Miami/Dade County as is applied in Metropolitan Toronto, the upper tier Commission would have 27 representatives (1:54,000).

Based on the proposal that the metropolitan area be reorganized into a core central city and 10 satellite cities of approximately equal population, it is recommended

THAT THE MAYOR OF EACH CITY SHALL BE ELECTED AS BOTH MAYOR OF HIS JURISDICTION AND REPRESENTATIVE TO THE METROPOLITAN DADE COUNTY COMMISSION.

In addition, for the core central city whose population shall be approximately three times as large as the satellite municipalities, it is recommended,

THAT TWO FURTHER REPRESENTATIVES TO THE METRO COMMISSION BE ELECTED ON AN AT-LARGE BASIS WITHIN THE CITY.

These last two recommendations should ensure the commitment of the lower-tier municipalities to the success of the upper tier. In addition, the recommendations ensure that the voters know when they elect their Mayor they are also electing him to the upper tier.

suggested an assignment of the various components of the activities to the upper-tier, to the lower, or to be shared (see Appendix I). Individual components were such items as revenue raising and budgeting under the financing activity or operations under service delivery.

All told, there were 38 component items whose assignment to the upper or lower tier was based upon two major allocation criteria: economic and political considerations. These are detailed below:

#### Economic Criteria

- 1.) The governmental jurisdiction responsible for providing any service should be large enough to enable the benefits from that service to be consumed primarily within the jurisdiction.
- 2.) The unit of government should be large enough to permit realization of the economies of scale.
- 3.) The unit of government carrying on a function should have a geographic area of jurisdiction adequate for effective performance.

#### Political Criteria

- 1.) The unit of government performing a function should have the legal and administrative ability to perform the services assigned to it.
- 2.) Every unit of government should be responsible for a sufficient number of functions so that it provides a forum for resolution of conflicting interests, with significant responsibility for balancing governmental needs and resources.
- 3.) The performance of functions by a unit of government should remain controllable by and accessible to its residents.
- 4.) Functions should be assigned to that level of government which maximizes the conditions and opportunities for active citizen participation and still permits adequate performance.

It is interesting to note that the ACIR allocates all aspects of service delivery to the lower tier. ACIR envisages the upper tier being more involved in broad scope activities such as planning and enforcement rather than in service delivery.

(b) which functions are by nature primarily of local concern, without regional implications; which are primarily regional or broader-than-local in their implications; and which have both local and regional aspects?

(c) of those functions which are not readily allocated entirely to either the local or regional level, which are easy to divide, and which are difficult?

It is in the light of these questions, and the experience of other bi-level governments with divided responsibilities, that a functional division will need to be determined for the proposed region.

The number, size, and capability of the lower-tier units in a system are also of importance when determining the division; the responsibilities which may be left to the lower-tier units will tend to vary directly with their financial and administrative capabilities. And following this reasoning, it is also possible to consider a different division with regard to the urban municipalities as compared to the rural in a region."

assigned to the local municipal governments. (See Appendix I page 1)

The 1954 chart of functional allocation varies from the ACIR and other recommendations in two primary ways. First, "discretionary" decision-making as to which service to provide at what level and to whom is extensive. And secondly, the Metropolitan government is allowed to perform any functions in the unincorporated area that are ordinarily assigned to the municipal governments for performance in their respective incorporated areas.

Variation and minor flexibility is essential to a degree as indicated in the criteria review section earlier in this Chapter. However, complete flexibility to perform most local functions on a negotiated base in the municipalities and to perform those functions upon request (with appropriate financing arrangements) in the unincorporated area exceeds all principles of the recommended approach. The following examples of transferred functions (for more detail see Appendix E Chronological History of Municipal Service Mergers into the County Service) illustrate the variation in service delivery in Metropolitan Dade County:

- Fire service delivered by Metro in 10 of the 26 municipalities.
- Traffic enforcement, fine collection and motorcycle patrol performed by Metro for City of Coral Gables.
- Sanitary sewer collection systems maintained for the City of Miami whereas other cities maintain their own; treatment facilities and area-wide interceptor lines also maintained by Metro.
- Driver intoxication analysis performed by Metro for all municipalities except three.
- Motor vehicle inspections conducted by Metro in six municipalities.
- Trash collection services provided in the unincorporated area by Metro with area-wide disposal.
- Hospitals administered through a Metro Authority except for the City of Homestead which maintains a separate hospital.



tax in the unincorporated district but it is not a major revenue source for the County.

The utility service tax is a tax levied by local government on the purchase of utility services within the jurisdictional boundaries of that government. The tax was legislated as a revenue source by Florida State Statutes under section 166.231 and is subject to an upper limit of ten percent of the payments received by the seller of the taxable service from the purchaser of such service. The tax may be assessed on electricity, metered or bottled natural liquefied gas, water, telephone, telegraph and cable television service. The tax is collected by the seller of the taxable service item at the time of payment for the service.

#### State Shared Revenue

The third major revenue source for the major municipalities and the second major revenue source for all municipalities is state shared revenue. This revenue source provided 10.1% of all municipalities' revenue in 1976 as compared to 9.9% for the utilities service tax. In the County, it provided 6.2% of all revenues.

The state revenue sharing formula is composed of three equally weighted factors. These are:  
The proportion of the population of a given municipi-

municipalities in the State. (Various weighting factors are applied to population depending on the population level.)

The proportion of sales tax collected within a city relative to the total sales tax collected by all eligible municipalities in the State.

The ratio of the relative local ability to raise revenue, to be determined according to a specific formula laid down in State Statutes, Section 218.245.

These formula factors ensure that the larger municipalities and those with lower tax bases are provided with greater assistance. Part of the reason for this is to counter-balance the federal revenue sharing program.

#### Federal Shared Revenue

Federal Shared Revenue provided \$8.7 million (8.6%) for the City of Miami in 1976. Metropolitan Dade County and total lower-tier figures were \$16.5 million (2.5%) and \$13.7 million (5.2%), respectively for the same year. On a rank basis it is the fourth most important revenue source for Miami and for all municipalities while it is only a minor source of funds for Metro Dade County.

The Federal revenue sharing formula, based on a combination



- . electricity
- . gas
- . water
- . telephone
- . taxicabs
- . cable television
- . public transit

Other Revenue Sources

The remaining 15.4 percent of revenue for the City of Miami accrues from such minor categories as occupational licenses (\$3.1 million), charges for cultural and recreation services (\$3.6 million), building permits (\$879,000) and numerous other small sources (\$8.0 million). Another category includes charges for such hard physical services as water, refuse collection and sewers. These provide meaningful revenue contributions for a number of jurisdictions, however, these are not revenue sources for Miami. Charges for physical and mental health yield huge revenues for county-operated hospitals (\$103.9 million for Metropolitan Dade County) and for the City of Homestead (\$4.6 million), which has a unique form of ownership of the local hospital. One major revenue source that is available to local municipalities in Florida is the collection fee for garbage/refuse. The City of Miami is currently not utilizing this source.

The next two sections of this chapter will be devoted to an analysis of the problems with current revenue sources in Dade County and to providing solutions to these problems.

PROBLEMS WITH CURRENT REVENUE SOURCES

A criteria of success in a metropolitan federation, i.e. a true two-tier form of government, is that both the upper- and lower-tier municipalities are able to raise adequate revenues to finance their public services responsibilities in an equitable manner. This is particularly important at the lower tier where alternative choices will be made BUT they should be made on an equitable basis so as to reduce great degrees of inequality in standards.

As was noted in the 1971 Report of the Dade County Metropolitan Study Commission, "the organizational structure of any government, whether it be local, state or federal, is meaningless unless it includes ingredients of a broad, fair and equitable tax base". This point was re-emphasized in the final paragraph of that Report. "The most modern and streamlined form of government is incapable of delivering services to people unless it is adequately financed from a fair and equitable tax base."

Since property taxes are still a major revenue source for municipal government within Miami/Dade County, it is not surprising that the major problems revolve around this tax. The key problem relates to the wide discrepancies in the property tax base among the lower-tier municipalities in Dade County. This problem is compounded by the limitations imposed by the State on the revenue derived from that base.

TABLE 7.1

1976 AD VALOREM MILLAGE LEVY  
SELECTED CITIES IN DADE COUNTY

City	1976 Operating Millage
Dal Harbour	6.50
Coral Gables	7.92
Golden Beach	10.00
Islandia	9.71
Medley	6.50
Miami	9.59
Miami Beach	9.96
Miami Shores	7.60
Miami Springs	8.00
N. Bay Village	6.12
N. Miami Beach	7.95
Opa-Locka	9.75
W. Miami	7.50

Source: State Mandates in Florida, Table 2, P. 12

For all but three of the above municipalities this situation either was not improved or, indeed, was worsened in 1977.

The particular consequence of this in Miami/Dade County, is that, rather than the service not being performed, it is simply transferred by the lower-tier municipality to the upper-tier, that is, Dade County. Since the County, by judicial decision can perform a local, lower-tier service with an area-wide levy as long as that service is "offered" to all

municipalities, a Catch 22 situation has developed. That is, when the lower-tier municipalities with restricted tax bases are faced with an upper limit on taxation, they simply transfer the function up to another body where it may, or may not, be performed more efficiently but it will be performed because the County has access to the total taxing power of the area. Thus, the intent of the State legislation to reduce property taxes is not achieved because the taxes are just levied by a different body on a different group of people. The consequence of the limitation is double taxation and a reduction in the role of local government.

This is particularly unfortunate in situations where municipalities wish to perform what are normally regarded as lower-tier municipal functions, e.g. police, and are making a major tax effort but, given their low tax base, may be forced to transfer functions to the upper tier which they do not wish to transfer. This point requires some elaboration. First of all it is necessary to understand what is meant by tax effort.

Tax Effort

Tax effort should not be regarded as the product of the tax rate applied to the tax base. The reason for that is that the application of the same tax rate to different tax bases will result in very different yields and therefore

population and those which are over 50,000. This is a matter which should be addressed.

Refuse Collection Charge

Unlike other municipalities in Dade County, the City of Miami does not charge for refuse collection. While not a major revenue source it does account for \$7 million of revenue or 2.6 percent of all municipal revenue sources in Dade County. In Miami it accounts for 4.4 percent of all revenue sources and in the smaller municipalities 10.02 percent. Based on 1976 data, a refuse collection charge in Miami could have yielded between \$2 million and \$3 million.

While this report has dealt with county-wide issues this matter is raised because the imposition of such a charge in the City of Miami would serve to strengthen the fiscal base in the core City.

RECOMMENDED SOLUTIONS TO THE REVENUE PROBLEMS

Millage Cap

The problem of the millage cap is well known. The solution to the problem has already been described by the Florida Advisory Council on Intergovernmental Relations. That solution is simple and straightforward. The legislature should eliminate local revenue restraints. The restraints would be applied by the voters and taxpayers in the municipalities. Therefore,

this report recommends

THAT THE MILLAGE CAP BE ELIMINATED

If this recommendation is adopted, it should reduce the tendency of municipalities in Dade County to shift municipal services to the County when the municipalities approach the "fiscal cap". The problem can be further alleviated if the Dade County Charter is amended along the lines suggested by the Advisory Council on Intergovernmental Relations in their publication of The Double Taxation Issue (March, 1978).<sup>2</sup>

This report recommends

THAT THE DADE COUNTY CHARTER BE AMENDED SO AS TO PREVENT THE COUNTY FROM TAKING PROPERTIES WITHIN MUNICIPALITIES FOR SERVICES WHICH ARE OF NO REAL AND SUBSTANTIAL BENEFIT TO THE PERSONS AND PROPERTIES WITHIN THE MUNICIPALITIES

This is only a partial solution to the total problem which requires addressing, however; that is the inequities in the fiscal bases of the municipalities.

Equalization of Fiscal Disparities

While restructuring the lower-tier municipalities into fewer, larger units will be a major step towards the solution of the problem, an additional step is recommended and that is the sharing of non-residential assessment on a county-wide basis in order to provide a metropolitan revenue base for individual

Other Improvements

State revenue-sharing is an important and fair revenue source. As matters now stand, half the municipalities in Dade County receive a relatively small weighting factor for population because of their small size. Only three receive the highest weighting factor.

Part of this problem can be overcome by restructuring of the lower-tier municipalities which would ensure that all the lower-tier municipalities were entitled to a population adjustment of 1.791. However, this is only a partial answer to the problem. Greater recognition should be given to the problem of the larger urban centers and this can be done by a simple adjustment of the weighting factor. The adjustment suggested here is to create two new categories - one for municipalities with populations of over 100,000 and another for municipalities with populations of over 250,000. The factors which should be applied to these centers would have to be calculated but for discussion purposes this report suggests a factor of 2.0 for those over 100,000 and 2.25 for those over 250,000.

Therefore, this report recommends,

THAT THE DADE COUNTY DELEGATION TO THE  
STATE LEGISLATURE BE URGED TO INTRODUCE  
A PROPOSAL WHICH WOULD ALTER THE POPULATION  
FACTOR CALCULATION USED IN THE APPORTIONMENT  
OF STATE REVENUE SHARING

The formula suggested is to multiply all commercial, tourist and industrial assessment in Miami/Dade County by the proportion of population of the lower-tier municipality. The product of that multiplication should be multiplied by a factor of the average per capita assessment of the region divided by the per capita assessment of the lower-tier municipality. The result would become the lower tiers' share of the assessment pool. The sum of this result plus the residential assessment would yield the total assessment base on which the lower tier municipalities would set their millage rate.

Therefore this report recommends,

THAT AN ASSESSMENT POOL BE CREATED IN  
DADE COUNTY OF ALL NON-RESIDENTIAL  
ASSESSMENT AND THIS ASSESSMENT POOL  
SHOULD BE REDISTRIBUTED TO THE LOWER-  
TIER MUNICIPALITIES ON THE BASIS  
DESCRIBED IN THIS REPORT.

While the results of such an arrangement would not be dramatic they would redistribute the non-residential tax base to a degree and permit the less favored lower-tier municipalities to attain a more equitable tax base. This is the critical fiscal requirement of any political or structural change.

DADE COUNTY POPULATION  
1976 CENSUS

	Population 1976	% Population	Area Sq. Miles
Miami	343,977	23.7	16.3
Mialeak	136,135	8.7	16.4
Miami Beach	88,850	6.1	7.5
North Miami	37,511	2.0	5.9
Coral Gables	42,784	2.9	12.2
H. Hialeah Beach	35,716	2.5	5.3
Homestead	20,331	1.4	8.6
Doral	13,781	.93	6.5
Miami Springs	12,722	.88	2.8
South Miami	11,365	.8	2.2
Miami Shores	9,076	.62	3.4
Sweetwater	6,633	.46	.84
West Miami	5,589	.39	.70
Florida City	3,381	.28	2.4
Bay Harbour Island	4,709	.33	.4
H. Bay Village	4,389	.30	.38
Surfside	3,673	.25	.5
Biscayne Park	2,642	.18	.65
Virginia Gardens	2,447	.17	.28
Bal Harbour	2,155	.15	.33
El Portal	2,084	.14	.36
Mialeah Gardens	1,002	.07	2.5
Golden Beach	875	.06	.31
Hedley	537	.04	5.0
Indian Creek	89	.01	.47
Pennsco	31	-	-
Islandia	8	-	.8
TOTAL CITIES	789,868	54.3	117.9
Unincorporated Area	659,433	45.5	2,216.1
TOTAL DADE COUNTY	1,449,300	100.0	* 2,334.0

\* This includes 589 square miles in the Everglades National Park which is unavailable for development.

Source: Dade County Department of Planning

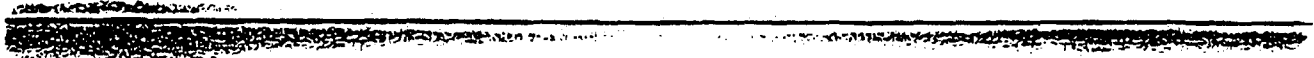
DADE COUNTY  
TAXABLE ASSESSMENT  
ALL MUNICIPALITIES  
(\$ 000,000)

	1960	1974	1976
Miami	554	3,186	3,681
Miami Beach	87	916	1,334
North Miami	395	1,428	1,554
North Miami Beach	53	471	518
South Miami	102	739	875
South Miami Heights	36	375	441
West Miami	17	332	411
West Miami Lakes	8	147	173
West Miami Springs	16	146	175
Westchester	19	128	142
Westchester Lakes	23	137	155
Westchester Square	1	35	46
Westchester Woods	3	44	58
Westchester Woods II	4	37	53
Westchester Woods III	19	91	96
Westchester Woods IV	11	78	79
Westchester Woods V	22	93	107
Westchester Woods VI	4	25	28
Westchester Woods VII	7	21	27
Westchester Woods VIII	20	104	127
Westchester Woods IX	5	19	20
Westchester Woods X	2	37	45
Westchester Woods XI	7	33	34
Westchester Woods XII	1	54	74
Westchester Woods XIII	2	10	10
Westchester Woods XIV	-	1	1
Westchester Woods XV	-	1	1
TOTAL CITIES	1,417	8,478	9,988
Unincorporated Area	578	8,197	9,538
TOTAL DADE COUNTY	1,995	16,675	19,526

Figures rounded to nearest million dollars of taxable assessment

Source: Dade County Assessment Office

APPENDIX C  
DADE COUNTY GOVERNMENTAL REFORM EFFORTS  
1943-1957



CREATION OF METRO

1953, July 1 The City of Miami created the 3M (Metropolitan Miami Municipal) Board.

1954, March 9 Under a 3M Board contract, the University of Miami's Department of Government agreed to supervise a fact-finding survey of the governments in the metropolitan area.

1954, March 24 The University of Miami's Committee on Municipal Research recommended that Public Administration Service be engaged to prepare a study of metropolitan Dade County.

1954, December 31 The PAS report recommended a federal form of metropolitan government.

1955, January 14 The 3M Board approved the PAS report.

1955, June 23 The first Charter Board was created by the state legislature.

1956, August 9 The Florida Legislature approved a Senate joint resolution providing for a Dade County home rule amendment to the Florida Constitution.

At an extraordinary session of the legislature, a second Charter Board was created. It superseded the first Charter Board.

1956, September 7 The Florida Supreme Court upheld the constitutionality of the proposed home rule amendment.

ALLOCATION OF POWERS BY THE CHARTER

1955, June 27 The first Charter Board met for organizational purposes.

1955, August 26 The first Charter Board adopted a policy decision that guaranteed autonomy of the municipalities.

1956, June 26, 27, 28 The first Charter Board conducted public hearings on a proposed home rule charter.

1956, December 6 The second Charter Board held its first meeting.

1957, January 10 The second Charter Board reaffirmed the principle of municipal autonomy for purely local matters.

1957, April 2, 3, 4 The second Charter Board conducted public hearings on a proposed home rule charter.

1957, April 15 The final draft of the home rule charter was officially signed by the members of the second Charter Board.

FOR AND AGAINST THE CHARTERS

1957, April 29 A special Committee of the Dade League of Municipalities voted to recommend to the full league membership that it oppose the home rule charter. A group led by George S. Okell, Sr., the only Charter Board member to oppose the Charter, formed a Citizens Committee Opposing Metropolitan Charter.

1957, April 30 S.D. Phillips, Jr., Charter Board Chairman, accused the Special Committee of the Dade League of Municipalities of misrepresenting the Charter Board's position with regard to the demands of the league.



KEY REFERENDUM ELECTIONS IN DADE COUNTY

Year	Balance of Power	Structure Accountability Representativeness	Assignment Function
1957	Home Rule Charter		
1958	Autonomy Amendment	Elective Sheriff and Assessor Five-Man/Seven-Man/Nine-Man Commissions	
1961	McLeod Amendments	McLeod Amendments	
1962		Crandon Amendments	Crandon Amendment
1963	Restricting Metro's Power over Munic. Boundary Changes	Kelly Amendments GRC Amendments	
1964	Limiting Metro's Power over Urban Renewal		
1966		Appointed Sheriff	Police and Consolidation
1960			
1972		Strong Mayor and Dist. Election of Metro Commissioners	
1974			Coral Gables Bus System Transfer Miami Shore Fire Dept. Transfer

Source: Sofen, Edward, "The Miami Metropolitan Experiment", Bloomington, Illinois, 1963.

DADE COUNTY

CHRONOLOGICAL HISTORY OF MUNICIPAL SERVICE REFERERS

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>
10/59	Traffic Enforcement and Fine Collection	Coral Gables	12
10/59	Voter Registration County and State Elections	All Municipalities	-
10/59	Municipal Traffic Court	Miami	35
10/59	Crime Lab	All Municipalities, except Miami	-
11/59	Communications (FSD)	North Miami	5
7/60	Traffic Engineering and Maintenance	Miami	30
"	"	Coral Gables	5
"	"	Wialeah	1
"	"	Miami Beach	6
"	"	North Miami	1
7/60	Police Motorcycle Patrol	Coral Gables	8
7/60	Sergeant	Miami	38
2/62	Ins Operations	Transit Authority	874
1/62	Traffic Court	Miami Beach	1
10/62	Crime Lab	Miami	-
6/63	Alcohol Breath Analyzer Tests	All Municipalities except Miami Beach, Homestead and Wialeah	-
6/64	River Patrol	Miami	-

Note: The above information is current to April 19, 1978. Negotiations are currently underway to transfer the North Miami Beach and Homestead fire protection functions to Dade County.

Source: Dade County Manager's Office,  
Division of Management Budget

APPENDIX F

HIGHLIGHTS OF PREVIOUS REVIEWS

government; and

- (g) Amendment of the Constitution of the State of Florida to provide for the "reorganization of local self-government".

Dade County Metropolitan Study Commission (1971) - Recommendations

tions included:

- (a) Creation of a Strong Mayor form of government;
- (b) Combination of district and at-large elected Commissioners with districts comprising at least 116,000 and not to exceed 125,000 people and at-large elected Commissioners to equal number of U.S. Congressional seats (3);
- (c) Modification of recall petition process;
- (d) Establishment of an Office of Public Inquiry or Ombudsman;
- (e) Creation of Service Districts to provide funding for those local services rendered within its area;
- (f) Specification of those regional services to be provided by the upper-tier Metropolitan government and those services to be provided exclusively by the lower-tier (service districts and municipalities);
- (g) Creation of a Zoning Review Board to perform an appellate role.

University of Miami/National Science Foundation/RAVN

Project (1973-76) - Findings and conclusions include:

- (a) City size has more of an influence on functional integration with Metro than does socio-economic indicators as in "... situations of financial exigency, the smaller municipalities have found it to be more expedient to transfer functions to the county than run the risk of having a tax increase defeated by the voters at the polls.";
- (b) "The net effect of all these factors has been that while the integrity of the municipalities has not been lost, the overall balance of power has definitely shifted to the county.";
- (c) The City of Miami is the largest net gainer and the unincorporated area is the largest net loser in terms of benefits received versus per capita income by municipality;
- (d) "... while the net result of consolidation might be increased expenditures, in terms of costs per unit of output, expenditures may actually decline.";
- (e) "... centralization can reach extreme and inefficient levels, where services may suffer from too much bureaucratization, serial work stoppages and extreme costs (e.g., New York).";
- (f) "... exploitation is a phenomenon which affects central cities differently, and that the govern-

Selected Functions	Miami	Miami Beach	North Miami	Coral Gables	North Beach	Others	Total All
Police	62.80	66.03	91.21	38.08	99.29	59.47	62.79
Fire	37.51	27.78	38.29	-	56.74	33.61	31.01
Parks	36.90	7.94	105.85	20.69	40.19	11.20	34.69
Refuse/Waste	30.24	17.46	21.53	20.69	44.92	36.41	28.99
Streets/Highways	13.09	8.73	13.51	4.60	26.00	5.60	14.05
Engineering	13.09	-	5.63	-	4.73	-	6.58
Participation & Special Assessments	13.38	6.35	26.04	13.79	35.46	36.57	18.60
TOTAL INCLUDING ALL OTHER	369.50	240.23	637.02	270.71	470.62	461.71	390.57

DADE COUNTY  
 PER CAPITA EXPENDITURE COMPARISON  
 MAJOR CITIES  
 1975 - 1976

DADE COUNTY  
MUNICIPAL REPRESENTATION  
1977

	Number of Commissioners	Population 1976	Population per Commissioner
Miami	4	343,977	85,994
Miami Beach	7	126,125	18,017
North Miami	6	98,830	14,808
North Miami Beach	4	43,344	10,886
Coral Gables	4	42,284	10,571
N. Miami Beach	6	35,736	5,956
Hollywood	6	30,351	5,058
Opelika	4	33,782	8,446
Miami Springs	4	32,722	8,181
South Miami	4	11,365	2,841
Miami Shores	4	9,026	2,256
Sweetwater	7	6,635	951
West Miami	3	5,588	1,863
Florida City	4	5,181	1,295
Bay Harbour Island	6	4,709	784
N. Bay Village	4	4,389	1,097
Surfside	4	3,673	918
Biscayne Park	4	2,442	610
Virginia Gardens	3	2,447	816
Bel Harbour	4	2,155	539
El Portal	6	2,084	347
Wialeak Gardens	3	1,002	334
Golden Beach	3	875	292
Medley	4	557	139
Indian Creek	4	89	22
Pennsac	3	31	10
Islandia	4	0	0
DADE COUNTY	0	1,449,300	181,163

Sources: Florida League of Cities and Dade County Planning Department

4  
**PROPOSED DIVISION OF FUNCTIONAL RESPONSIBILITY  
 BETWEEN METROPOLITAN AND MUNICIPAL GOVERNMENTS**  
 (As proposed to 1954 by the Public Administration Service)

METROPOLITAN GOVERNMENT	MUNICIPAL GOVERNMENTS
<p style="text-align: center;">Policy Formulation</p> Policies affecting Metropolitan Miami Executive Management Management of metropolitan government	<p style="text-align: center;">Policies concerning local affairs</p> Management of municipal governments
<p style="text-align: center;">Planning</p> Metropolitan planning technical assistance to municipalities.	<p style="text-align: center;">Municipal planning within the framework of metropolitan plans</p>
<p style="text-align: center;">Financial Administration</p> Financial administration for metropolitan government. Property assessment and property tax collection and distribution for all local governments.	<p style="text-align: center;">Financial Administration</p> Financial administration for municipal governments.
<p style="text-align: center;">Personnel Administration</p> Personnel administration for metropolitan government technical assistance to municipalities	<p style="text-align: center;">Personnel Administration</p> Personnel administration for municipal governments.
<p style="text-align: center;">Legal Services</p> Legal services to metropolitan government.	<p style="text-align: center;">Legal Services</p> Legal services to municipal governments.
<p style="text-align: center;">Streets and Highways</p> Development and maintenance of arterials and major off-street parking facilities; construction, maintenance, cleaning, and lighting of local roads and streets in the unincorporated area.	<p style="text-align: center;">Streets and Highways</p> Construction and maintenance of local municipal streets and secondary off-street parking facilities. Street cleaning and lighting within corporate limits

Sources: Public Administration Service for the Metropolitan Miami Municipal Board 1954.

ADVISORY COMMITTEE FOR INTERGOVERNMENTAL RELATIONS

HYPOTHETICAL ASSIGNMENT FOR COMPONENTS

OF FUNCTIONAL ACTIVITIES

Activity/Component	Area-wide	Shared	Local
<b>PLANNING</b>			
Intelligence	x		
Forecasting	x		
Plan Formulation		x	
Operations Review		x	
Liaison/Coordination	x		
<b>FINANCING</b>			
Revenue Raising		x	
Revenue Distribution	x		
Fiscal Control		x	
Budgeting			x
<b>STAFFING</b>			
Selection			x
Recruitment		x	
Training	x		
Appointment/Removal			x
<b>ADMINISTRATION</b>			
Supervision	x		
Management Analysis		x	
Productivity Analysis		x	
Technical Assistance	x		
<b>STANDARD SETTING</b>			
Formulation of Rules		x	
Rule Interpretation	x		
Rule Adjudication	x		
Rule Evaluation		x	
Rule Amendment		x	
Rule Enforcement			x
<b>INFORMATION</b>			
Investigation	x		
Inspection	x		
Licensing	x		
Certification	x		
<b>SERVICE DELIVERY</b>			
Operations			x
Construction			x
<b>INFORMATION</b>			
Record-keeping		x	
Communication		x	
Data Collection		x	
Reporting		x	
Public Relations			x
<b>EVALUATION</b>			
Fact-finding	x		
Public Hearings		x	
Testing/Analysis	x		
Consultation		x	

APPENDIX J  
DADE COUNTY  
REVENUE ANALYSIS





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