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

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JUNE 12, 1978

Touche Ross & Co.



MIAMI OFFICE

June 12, 1978

City Commission and City Manager
City of Miami, Florida

At the request of the City of Miami, we have completed our review and appraisal of the effectiveness of the existing two-tier metropolitan government structure in Miami/Dade County. The scope of our review as agreed, included an analysis of local government throughout Miami/Dade County and was not limited to a critique of the City of Miami's relations with Metropolitan Dade County.

In the pages that follow, the report on our review, intended to serve as a working document, has been organized to include chapters which describe our understanding of the objectives and scope of our review, our approach to conducting the review and an executive summary of our major findings and recommendations. Additionally, the report includes chapters which describe in greater detail the results of our review which provided the basis for our recommendations.

The analysis and recommendations outlined in this report have been discussed with the Mayor of Miami and representative City Officials.

If you should have any questions or wish to discuss any aspect of our report, please contact Mr. William Goldrich or Mr. Frank Miller in our Miami Office at (305) 377-4000 or Mr. Joseph Martin of our Toronto Office at (416) 366-6521.

Very truly yours,

Touche Ross & Co.
Touche Ross & Co.

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MAY 15 1991

A REVIEW OF TWO-TIER GOVERNMENT
IN MIAMI/DADE COUNTY
FOR THE
CITY OF MIAMI

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CHAPTER I

EXECUTIVE SUMMARY

During the early 1950's two pioneering forms of local government were created in North America: one, in the State of Florida, the other in the Province of Ontario, Canada.

The Canadian experiment, known as the Metropolitan Corporation of Metropolitan Toronto, led the way.

A metropolitan federation with an upper and lower-tier of government, it has survived a series of major changes in the mid 1960's, as well as a number of minor changes. In fact at present, it is subject to a comprehensive review from which legislation is going forward. Still, Metropolitan Toronto is regarded as one of the finest examples of functioning municipal government in the world. It has served as a model for other two-tier regional federations throughout the Province of Ontario, where over 60 percent of the population now live in twelve two-tier regional municipalities.

Miami/Dade County was created the year after Metropolitan Toronto. Its creation was a major success because at the same time similar reform attempts in Cayuga County, Ohio and St. Louis County, Missouri were defeated. Change

CHAPTER 1
EXECUTIVE SUMMARY

in municipal government restructuring does not come as easily in the United States as it does in Canada.

During the early 1950's two pioneering forms of local government were created in Florida and Ontario. There are a number of key differences between Miami/Dade County and Metropolitan Toronto in spite of the proximity of their time of creation. One major difference is that Dade County is more a metropolitan county than it is a true two-tier metropolitan federation. Another difference is that a large proportion of the residents of Dade County do not live in an incorporated municipality. A third major distinction is that while there were once 14 lower-tier municipalities in Metropolitan Toronto, there have been only six for the past decade. In Dade County, there are 27 exclusive of the unincorporated district. A final difference is that while, like Toronto, Dade County has been subject to review and indeed there have been changes, there was no comprehensive review a decade ago resulting in major changes. What has taken place in Dade County has been gradual and incremental and is known in some circles as "creeping consolidation".

This creeping consolidation has occurred not only because certain people wanted it to occur, but for structural reasons as well. Simply stated, the County has a stronger fiscal

Change
Ohio and St. Louis County, Missouri were deleted.

base relative to service responsibilities than have the lower-tier municipalities. The problems of the lower-tier municipalities have been compounded by the fact that their weak fiscal base relative to their service responsibilities is further limited by State legislation on their taxing powers. The limitation known as "millage cap" has resulted in the municipalities shifting functions to the County or upper-tier level of government as they approached or reached their taxation limitation. The County, in turn, was able to accept the lower-tier functions because they could spread the cost of the single municipality's service across the entire county-wide base.

This review has been initiated by the City of Miami because of their specific problems. Miami's share of the population and assessment of the total County has been steadily declining. Of more serious concern, is the fact that its tax base, as measured in terms of per capita assessment, is below that of the average for the County. The City is at its millage cap and is having difficulty providing the services that citizens need. If current events continue without change, the City of Miami as a separate municipality, could well disappear before the turn of the century. This is an obvious concern to all of Dade County tax payers.

In spite of the very specific problems of the City of Miami, the study has not been approached from a strictly Miami point of view. Rather, it is an examination of the current structure of municipal government in Miami/Dade County. Chapter II analyzes the current structure and compares it with two primary alternatives - complete consolidation or a true two-tier form of municipal federation. The three alternatives, that is, the status quo, consolidation, or true two-tier, are measured against generally accepted criteria for local government.

What emerges from this analysis is that in order to obtain the twin goals of economic efficiency and democratic responsiveness, the best alternative to the status quo is not consolidation but metropolitan federation.

For metropolitan federation to occur, there will have to be a number of changes. First of all, the lower-tier municipalities will have to be restructured. While this will be a dramatic change from the present, it will be less dramatic than the disappearance of the existing municipalities into a consolidated form of County government. What is recommended is a strengthening of the core city and the creation of 10 other lower-tier municipalities in place of the 26 other lower-tier municipalities and the unincorporated district.

This will obviously require changes in representation at the upper-tier level. However, this should occur whether or not the metropolitan federation takes place, under either consolidation or the status quo. A comparative analysis with other comparable jurisdictions shows that the citizens of Dade County, especially those in the unincorporated district, are among the most under-represented in North America.

In the area of representation it is recommended that the size of the upper-tier Commission be increased. This should be done in two ways. First, a number of at-large by district representatives should be increased from 8 to 13. In addition, the mayors of the 10 new lower-tier municipalities, the mayor of Miami plus two additional representatives from Miami should sit on the upper-tier Commission.

These representatives plus a mayor elected at-large would result in a Commission of 27 and would ensure greater access to the Commission by the citizenry.

A third structural alteration would be the reallocation of the functions performed by the upper and lower-tier

municipalities. Basically what is recommended in this report is that henceforth the upper-tier municipalities provide upper-tier services and shared services but not lower-tier services. Conversely, lower-tier municipalities would be responsible for providing similar lower-tier services and shared services.

This report contains a detailed delineation of which services should be provided by what level of municipality.

Finally, there is the matter of fiscal reform, often neglected in proposals for structural reform. Chapter VII deals with the problem of the inequities in the current tax base. It also notes how these problems are compounded by the State-imposed millage cap. This report recommends an amendment to the Charter to prevent double taxation. Turning to the revenue base, the report recommends the creation of an assessment pool for the lower-tier municipalities of all non-residential taxable assessment in the County. The assessment pool would be redistributed on the basis of population and fiscal need. This recommendation is basically modeled on the Twin Cities plan in Minnesota.

Improvements in State revenue sharing are also recommended. While recognizing the contribution State revenue sharing has made to Florida municipalities, it suggests an adjustment

in the population weighting factor to take into account the unique problems of the cities in the State.

APPROACH TAKEN

The City of Miami decided to have undertaken an independent appraisal of the effectiveness of the existing two-tier metropolitan government structure in Miami/Dade County. The firm of Touche Ross & Co. was retained to undertake the review. The terms of reference required an analysis of local government throughout Miami/Dade County, not just a critique of Miami's relations with Metropolitan Dade County.

The review of two-tier government in Miami/Dade County involved the following steps:

- . initial meeting with City of Miami Officials;
- . data gathering;
- . data analysis and development of alternative structural models;
- . project review with Mayor of Miami and City Officials;
- . refining data and models;
- . meetings with Officials from the City of Toronto; and
- . preparation of a final written report

The data gathered was limited to readily accessible financial information at the State, County, City of Miami and association levels. As well, a literature search was conducted for

previous reviews of local government in the United States, Great Britain and Canada. Special attention was paid to Metropolitan Toronto. In addition, extensive use was made of earlier studies of Miami government, especially the 1971 Dade County Metropolitan Study Commission Report and the Metropolitan Government Structure Studies conducted by the University of Miami in the mid 70's. The major literature sources for accepted criteria for local government in the United States were the Advisory Commission for Intergovernmental Relations Substate Regionalism Studies and papers presented by the Council for Economic Development.

For each major area of review; i.e. structure, lower-tier municipalities, representation, service functions and revenue base, criteria were selected from the literature and the status quo was challenged according to accepted criteria. Next an analysis was made of the benefits of the alternative structures of government with respect to the criteria. Finally, recommendations were made to effect a more fiscally viable and politically accessible form of two-tier government for Miami/Dade County.

Touche Ross & Co. wishes to acknowledge the assistance of Mr. Gary Kingsbury of the City of Miami who provided guidance

during the review. Mr. Kingsbury, who participated in a major role in the 1976 University of Miami Study, provided key data and analysis throughout the course of the study.

SUMMARY OF RECOMMENDATIONS

CHAPTER II. MIAMI/DADE COUNTY: BACKGROUND TO REFORM

- * THAT THE COUNTY CHARTER BE AMENDED TO REQUIRE THAT FORMAL REVIEW OF GOVERNMENT IN MIAMI/DADE COUNTY BE UNDERTAKEN EVERY FIVE TO TEN YEARS

CHAPTER II. STRUCTURE

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

CHAPTER IV. LOWER-TIER RESTRUCTURING

- * 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

- * 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 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; and
- . The analysis should take into account existing communities and historical ties to enhance the political feasibility of restructuring.

CHAPTER V. REPRESENTATION

- * THAT THE DADE COUNTY COMMISSION BE ENLARGED
- * THAT THE MAYOR OF EACH CITY SHALL BE ELECTED AS BOTH MAYOR OF HIS JURISDICTION AND REPRESENTATIVE TO THE METROPOLITAN DADE COUNTY COMMISSION
- * THAT TWO FURTHER REPRESENTATIVES TO THE METROPOLITAN COMMISSION BE ELECTED ON AN AT-LARGE BASIS WITHIN THE CITY OF MIAMI
- * THAT THE EXISTING COMMISSION BE EXPANDED FROM 8 TO 13 MEMBERS PLUS THE MAYOR

CHAPTER VI. THE ALLOCATION OF SERVICES BETWEEN THE UPPER AND LOWER TIERS

- * THAT THE UPPER TIER SHOULD PERFORM UPPER-TIER FUNCTIONS AND SHARED FUNCTIONS BUT IT SHOULD NOT PERFORM LOWER-TIER FUNCTIONS
- * THAT ALL LOWER-TIER MUNICIPALITIES SHOULD PERFORM SIMILAR LOWER-TIER FUNCTIONS AND SHARED FUNCTIONS
- * THAT MUNICIPAL FUNCTIONS BETWEEN THE LOCAL AREA MUNICIPALITIES AND THE REGIONAL METROPOLITAN GOVERNMENT BE ALLOCATED ACCORDING TO THE MODEL PRESENTED IN THIS REPORT

CHAPTER VII. MUNICIPAL REVENUE

- * THAT THE MILLAGE CAP BE ELIMINATED
- * THAT THE DADE COUNTY CHARTER BE AMENDED SO AS TO PREVENT THE COUNTY FROM TAXING PROPERTIES WITHIN MUNICIPALITIES FOR SERVICES WHICH ARE OF NO REAL AND SUBSTANTIAL BENEFIT TO THE PERSONS AND PROPERTIES WITHIN THE MUNICIPALITIES
- * THAT AN ASSESSMENT POOL BE CREATED IN DADE COUNTY OF ALL NON-RESIDENTIAL ASSESSMENT AND THIS ASSESSMENT POOL SHOULD BE REDISTRIBUTED ON THE BASIS DESCRIBED IN THIS REPORT

* 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

CHAPTER II

MIAMI/DADE COUNTY: THE BACKGROUND TO REFORM

INTRODUCTION

Situated at the southeast corner of Florida near the end of the peninsula, Miami/Dade County is the oldest two-tier form of government in the United States and the second oldest in North America.

This chapter provides some basic data about the County and its constituent municipalities. It then traces the history of local government reviews leading up to this current review.

GEOGRAPHIC SIZE

The Dade County area consists of 2,352 square miles, of which 2,234 or 94.9 percent is unincorporated. However, over 375,000 acres (nearly 600 square miles) of the unincorporated district lies in the Everglades National Park. Within the incorporated area, the City of Miami encompasses 34.3 square miles or 1.5 percent. There are 26 other municipalities and they occupy 83.7 square miles or 3.6 percent of the County's total land area.

Table 2.1 and Figure 2.1 summarize the data as follows:

TABLE 2.1

DADE COUNTY GEOGRAPHIC DATA

	<u>Square Miles</u>	<u>% of Total</u>
City of Miami	34.3	1.5
All Other Cities	83.7	3.6
Everglades National Park	587.0	24.9
Remaining Unincorporated Area	<u>1,647.0</u>	<u>70.0</u>
Total Dade County	2,352.0	100.0

POPULATION

The 1976 census population for the County was 1,449,300 (see Table 2.2 and Appendix A). Over half of the population (54 percent) was located within municipalities with the balance in the unincorporated district. Miami is the largest center with a 1976 population of just under 344,000. Hialeah is the only other municipality with a permanent population of over 100,000 (126,125). Miami Beach has a combined permanent and tourist population in excess of 100,000, but its permanent population was less than 100,000 (88,850) in 1976. Six municipalities (Hialeah Gardens, Golden Beach, Medley, Indian Creek, Pennsuco and Islandia) have a population of 1,002 or less.

FIGURE 2.1

METROPOLITAN DADE COUNTY GEOGRAPHIC
SIZE COMPARISONS

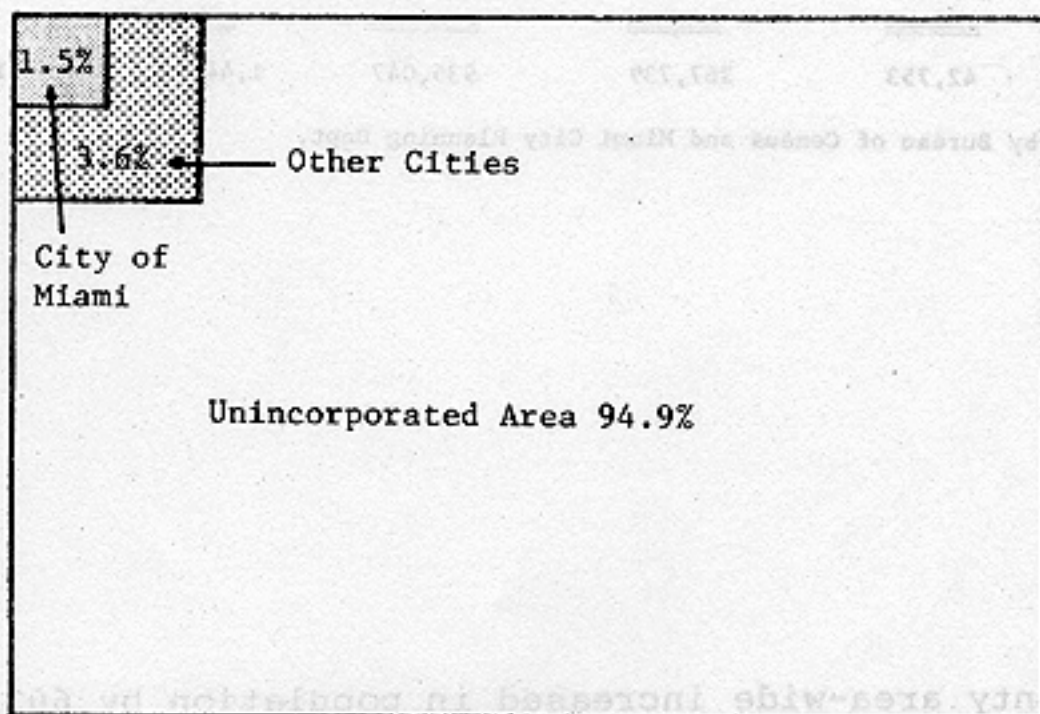


FIGURE 2.1
METROPOLITAN DADE COUNTY GEOGRAPHIC
TABLE 2.2
DADE COUNTY
RELATIVE POPULATION TRENDS

	<u>1920</u>	(%)	<u>1940</u>	(%)	<u>1960</u>	(%)	<u>1976</u>	(%)	<u>1990*</u>	(%)
City of Miami	29,571	(69.2)	172,172	(64.3)	291,688	(31.1)	343,977	(23.7)	410,000	(21.2)
Other Cities	2,306	(5.4)	54,083	(20.2)	291,734	(31.2)	459,428	(31.7)		
Unincorporated Area	10,876	(25.4)	41,550	(15.5)	352,247	(37.7)	659,432	(46)		
Total Dade County	42,753		267,739		935,047		1,449,300		1,930,000	

* Projected by Bureau of Census and Miami City Planning Dept.

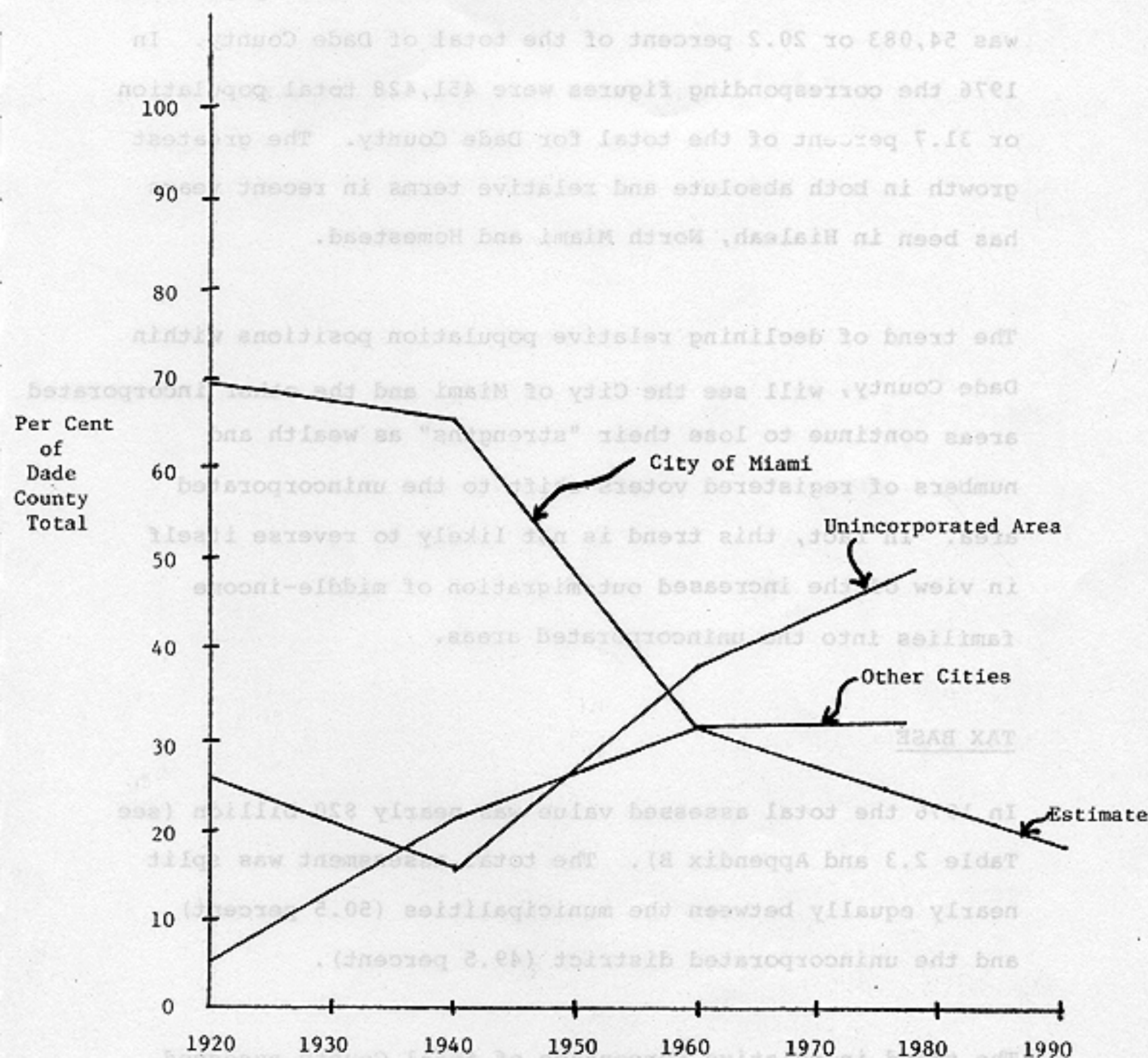
Dade County area-wide increased in population by 667,308 or 249 percent from 1940 to 1960. In this same period the City of Miami increased by 119,516 or 69 percent. A later comparison indicates an even greater growth outside the City of Miami with Dade County increasing 514,253 or 54.9 percent from 1960 to 1976, while the City of Miami population increased by only 52,289 or 17.9 percent.

FIGURE 2.2

DADE COUNTY RELATIVE POPULATION TRENDS

17

1920 - 1976



The municipalities, other than Miami, have also grown in absolute and relative terms. In 1940 their total population was 54,083 or 20.2 percent of the total of Dade County. In 1976 the corresponding figures were 451,428 total population or 31.7 percent of the total for Dade County. The greatest growth in both absolute and relative terms in recent years has been in Hialeah, North Miami and Homestead.

The trend of declining relative population positions within Dade County, will see the City of Miami and the other incorporated areas continue to lose their "strengths" as wealth and numbers of registered voters shift to the unincorporated area. In fact, this trend is not likely to reverse itself in view of the increased out-migration of middle-income families into the unincorporated areas.

TAX BASE

In 1976 the total assessed value was nearly \$20 billion (see Table 2.3 and Appendix B). The total assessment was split nearly equally between the municipalities (50.5 percent) and the unincorporated district (49.5 percent).

The trend in relative percentage of total County assessed value is of interest. The City of Miami declined from

TABLE 2.3DADE COUNTY ASSESSMENT TRENDS

<u>Aggregates:</u>	1960			1976			<u>Per Capita Variance % of Mean</u>
	<u>Assessed Value</u>		<u>Per Capita</u>	<u>Assessed Value</u>		<u>Per Capita</u>	
	<u>(\$000,000)</u>	<u>%</u>		<u>(\$000,000)</u>	<u>%</u>		
All Cities	1,417	71.0	2,431	9,988	50.5	12,645	.927
Unincorporated Area	<u>578</u>	<u>29.0</u>	<u>1,641</u>	<u>9,785</u>	<u>49.5</u>	<u>14,839</u>	1.088
Total Dade County	1,995	100.0	2,134	19,773	100.0	13,643	1.000
<u>Selected Cities:</u>							
City of Miami	554	27.8	1,899	3,681	18.6	10,700	.784
Miami Beach	395	19.7	6,259	1,554	7.8	17,490	1.281
Coral Gables	102	5.1	2,939	874	4.4	20,672	1.515
Hialeah	82	4.1	1,224	1,334	7.8	10,587	.976
North Miami	53	2.6	1,847	518	2.6	11,897	.872
North Miami Beach	36	1.8	1,682	441	2.2	12,339	.904
Homestead	17	0.8	1,858	164	0.8	8,059	.590

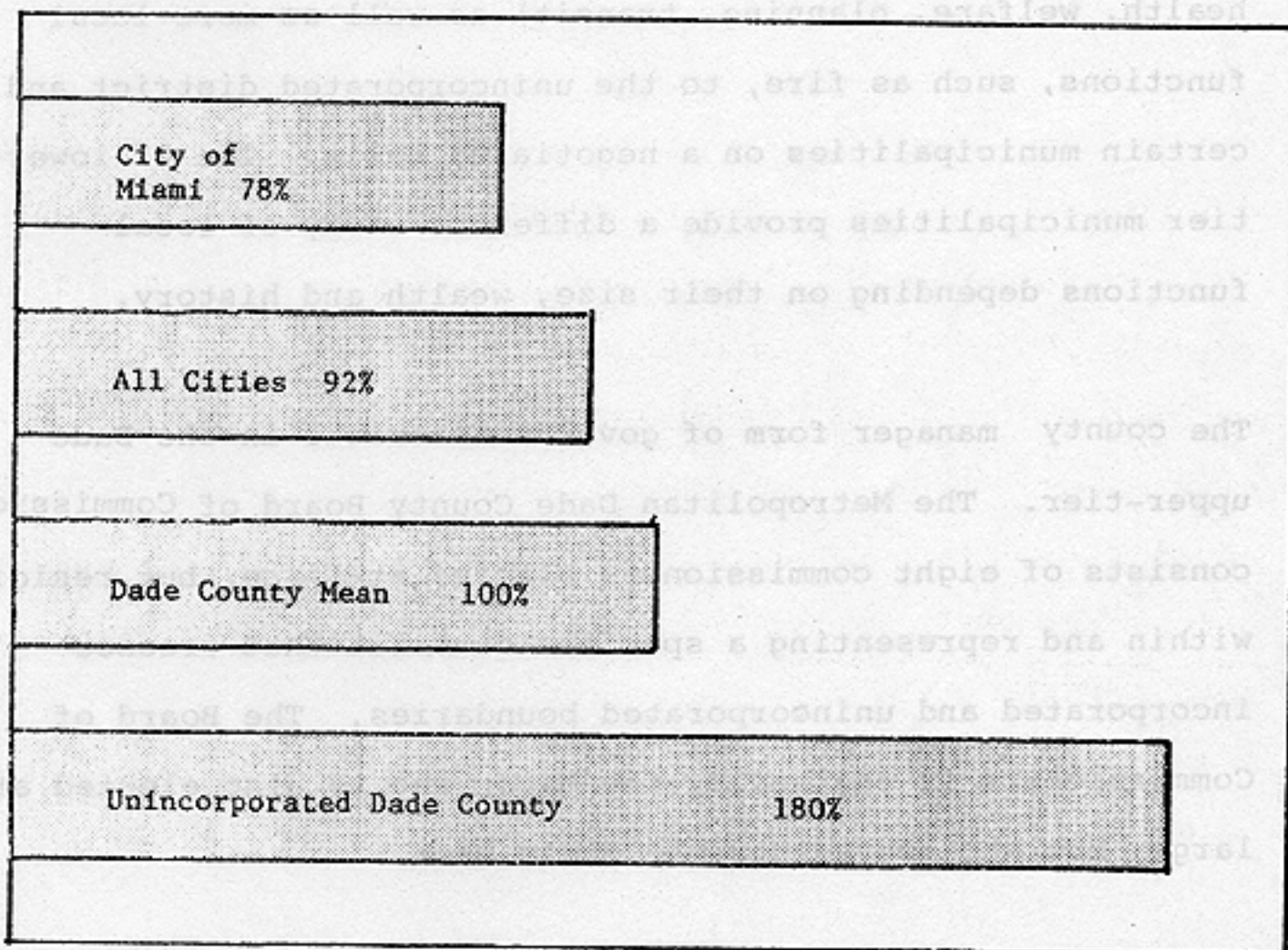
27.8 percent of total county tax digest in 1960 to 18.6 percent in 1976. In aggregate all other cities lost as well, declining from 71.0 percent in 1960 to 50.5 percent in 1976, although there were exceptions like Hialeah which increased from 4.1 percent of the total to 7.8 percent. Conversely the unincorporated area grew from 29.0 percent of the total tax digest to 49.5 percent in the same period.

Per capita assessment value is an important indicator of a community's fiscal capacity. There is a wide range in the per capita assessments in Dade County as may be seen from an examination of Appendix B. This point is simply highlighted in Table 2.3. It is interesting to note that the unincorporated area had a per capita assessment of 8.8% over the County mean in 1976 while the seven largest municipalities averaged 3.7% under the mean for the same period with no indications of forthcoming trend reversals. Figure 2.3 illustrates the disparity of growth between the municipalities and unincorporated Dade County.

FIGURE 2.3

DADE COUNTY CITIES

ASSESSMENT GROWTH AS A

PERCENT OF DADE COUNTY MEAN
1960 - 1976

STRUCTURE

Miami/Dade County is a metropolitan county rather than a true two-tier metropolitan federation commission as exists in Metropolitan Toronto. The upper-tier or Metropolitan Dade County level provides both regional functions (i.e. health, welfare, planning, transit) as well as more local functions, such as fire, to the unincorporated district and certain municipalities on a negotiated basis. The 27 lower-tier municipalities provide a different array of local functions depending on their size, wealth and history.

The county manager form of government exists in the Dade upper-tier. The Metropolitan Dade County Board of Commissioners consists of eight commissioners elected at-large, but residing within and representing a specific district that crosses incorporated and unincorporated boundaries. The Board of Commissioners is chaired by the Mayor who is also elected at-large, but who represents the whole area.

Fifteen of the 27 municipalities within Dade County have a City Manager with elected bodies including the Mayor ranging from five to eight members. The remaining 12 municipalities have a Clerk as the administrative head of the city.

The Metro Dade structure as it relates to representation and service delivery has been the issue of continuous debate and

referendum beginning with its initial implementation. The next section of this chapter traces some of the major events leading up to this review.

METROPOLITAN DADE COUNTY MODIFICATIONS

Structural Reform Attempts

The structure of Metropolitan Dade County was produced in the Home Rule Charter of 1957 after a history of changes beginning in the early 1940's (See Appendix C). Numerous attempts at reform of the 1957 Charter have occurred since that date. These reform efforts have included eight referenda issues regarding structure, accountability and representativeness from 1957 to 1974 (Appendix D).

Service Delivery Transfers

Transfers in the assignment of service delivery responsibility have been attempted and frequently realized through the referenda process (five issues from 1957-74) shown in Appendix D. Inter-governmental service agreements between Metropolitan Dade County and individual municipalities have also produced service transfers totalling over 60 transactions (Appendix E). These transactions range from delivering a single service to all municipalities (i.e. Voter Registration in State and County elections) to independently negotiated services between a group or single municipalities (i.e. crime lab and libraries, respectively).

Reviews

This current effort by the City of Miami to review for improvement opportunities the lower-tier municipal relationships with the upper-tier Metropolitan Dade County follows several previous efforts to review that relationship. Generally, previous efforts addressed the political implications of the Home Rule Charter structure as opposed to the economic ramifications.

The major previous efforts were:

Government Sanctioned

1954 Public Administration Service

1971 Dade County Charter

1973-76 University of Miami

Independent Research

1961 Chamber of Commerce/League of Municipalities

1963 E.Sofen (University of Miami)

1967 P.N. Glendenning (University of Michigan)

A review of the governmentally sanctioned findings is contained in Appendix F.

These earlier studies indicate that a review of governmental structure of Miami/Dade County is not a new phenomenon. It is

hoped that the current review differs in that it has a combined structural and fiscal approach. This report is not a formal review of the entire governmental process in Miami/Dade County. It is a review of the major issues. This report recommends

THAT THE COUNTY CHARTER BE AMENDED TO REQUIRE
THAT A FORMAL REVIEW OF GOVERNMENT IN MIAMI/DADE
COUNTY SHOULD BE UNDERTAKEN EVERY FIVE TO
TEN YEARS

This should guarantee continued accountable and fiscally responsible government in Miami/Dade County.

The data presented thus far shows the decline of the core city relative to the whole. A continuation of that decline could result in consolidation of all municipalities in the not too distant future unless action is undertaken now.

The next chapter of this report analyzes consolidation against the established criteria for sound municipal government and attempts to illustrate its weaknesses. Subsequent chapters deal in greater detail with such key issues as lower-tier structure, representation, the allocation of service functions and fiscal improvements.

ALTERNATIVE STRUCTURES OF MUNICIPAL GOVERNMENT FOR THE GREATER MIAMI AREA

INTRODUCTION

There are numerous directions in which metropolitan areas can evolve. The possibilities for variation in structure, i.e., in the assignment of functions and the distribution of authority, are nearly unlimited. In spite of the variety, there are three basic approaches to metropolitan reform. These are: annexation, city-county consolidation, and metropolitan federation.

Annexation simply involves the adjustment of city boundaries in order to capture revenue bases and extend urban services to surrounding fringe areas. Annexation has been used chiefly in areas other than the Eastern United States and has not been an effective tool for instituting metropolitan government in recent years.¹

City-county consolidation is broadly defined by the Advisory Commission on Intergovernmental Relations (ACIR) as "the merger of a county with one or more of its municipalities within its borders into a single unit."² City-county consolidations often differ on whether the city or county emerges as the surviving or dominant entity. They also differ on the existence or proliferation of autonomous boards and special district governments.

City-county consolidation, like annexation, is not a new approach, but it has been relatively popular in recent years.³

Metropolitan federation involves a two-tier form of government. The upper tier is normally responsible for functions which should be handled on an area-wide basis. The lower-tier is responsible for local functions. Certain functions may be shared between the two levels.

Four distinct structural alternatives utilize the basic principles of federation for local governance. These include the multi-purpose metropolitan district (e.g., Seattle Metro), the state-backed regional council (e.g., Twin Cities Metropolitan Council), the urban county (e.g., Metropolitan Dade County), and the true, two-tier federation (e.g., Metropolitan Toronto).⁴

It is the intent of the remainder of this section to discuss the advantages and disadvantages of these general approaches to reforms. Heeding the advice of the 1962 ACIR report, Alternative Approaches to Governmental Reorganization in Metropolitan Areas, this report will not delve into the issue of annexation as it is not a politically feasible approach to the metropolitan problem of the Dade County area.

The discussion of alternatives will be focused on the City-County consolidation model, the urban county approach as a depiction of the status quo in Dade County, and finally on the true federative approach of a two-tiered system. Before embarking on this discussion the most widely accepted and best conceived set of criteria for judging local governmental structure will be presented. These criteria have been developed by the Advisory Commission on Intergovernmental Relations in their seemingly tireless search for better methods of dealing with the problems of urban governance.

CRITERIA FOR ESTABLISHING STRUCTURE

The criteria set forth by the ACIR in their 1974 report on Substate Regionalism and the Federal System (Vol. III, The Challenge of Local Governmental Reorganization) are essentially a fine-tuned version of the ones they had published 12 years earlier. As mentioned above these criteria are widely accepted throughout the United States and have been utilized in one form or another by each of the several reorganization efforts undertaken in the urban areas of Canada. ⁵

The criteria, as summarized by the ACIR, are as follows:

1. Economic Efficiency: functions should be assigned;
 - (a) to jurisdictions large enough to realize economies of scale and small enough not to incur diseconomies of scale,
 - (b) to jurisdictions willing to provide alternative service offerings to their citizens and to provide these public services within a price range and level

of effectiveness acceptable to local citizenry, and,

- (c) to jurisdictions that adopt pricing policies for appropriate functions when ever possible.

2. Equity: functions should be assigned;

- (a) to jurisdictions large enough to encompass the cost and benefits of a function or willing to compensate other jurisdictions for the service costs imposed or benefits received by them, and,

- (b) to jurisdictions that have adequate fiscal capacity to finance their public service responsibilities and that are willing to implement measures that insure equity in the performance of a function.

3. Political Accountability: functions should be assigned;

- (a) to jurisdictions controllable by, accessible to, and accountable to their residents in the performance of their public service responsibilities,

- (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 inter-governmental 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.

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.⁶

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."⁷

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.⁸

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.⁹

Consolidation almost invariably leads to higher government spending.¹⁰ The evidence is inconclusive on whether the higher spending is a result of increased service level or caused by some diseconomy of scale, but the higher costs are undeniable.¹¹

Research on Miami/Dade County has also shown that when individual functions are consolidated, the tendency is for service level and cost to rise to the highest common denominator (levelling up) because of labor considerations.¹² Furthermore, research comparing expenditures in Dade County and the other urban areas of Florida has demonstrated that, even when other factors contributing to variation are taken into account, the cost of providing services which have undergone some consolidation in Dade County is significantly higher than elsewhere in Florida.¹³

The consolidation model is also unable to meet the criterion of providing alternative service offerings without violating the concept of maintaining equity in the performance of common function services. Some city-county consolidations have adopted an urban-rural approach to taxation and service delivery but this does not truly satisfy the criteria of diversity.

The consolidation model most certainly meets the criteria of being large enough to effectively perform a function and they do establish adequate fiscal capacity, but as noted above, the maintenance of interpersonal equity is difficult to reconcile with offering alternative service levels depending upon citizen preferences.

Political accountability is another weakness of the consolidation model. Adequate representation is difficult to achieve when there is only a single local government. The most prominent examples of city-county consolidation in the United States (Nashville, Jacksonville and Indianapolis) have all created large metropolitan councils with representation by districts in order to insure representativeness and promote accessibility. This, however, is not a solution to the problem of confusion that the ordinary citizen faces when dealing with the giant bureaucracies which are part of consolidated governments. Accountability tends to be an inverse function of size.

On the other hand, consolidated governments have made special administrative efforts to involve the citizens in political process.¹⁴ This is true of Metropolitan Dade County, but to a lesser extent than in some of the other metro areas.

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 ACIR. 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

the unincorporated area residents and the city residents.¹⁵ Furthermore, the last survey in the series conducted by the University showed there to be a significant unrealized demand for services that 42% of the residents would have been willing to pay additional taxes to support.¹⁶

To discuss the continuation of the status quo is meaningless when the process of incremental consolidation which is taking place is considered.¹⁷ The system is not a static one; it is dynamic and the overall balance of power is definitely and continually shifting to the County. This coupled with the tax limitations imposed by the State constitution will eventually force all but the wealthiest municipalities to surrender their functions to the County. Therefore, the status quo is not a true alternative. To choose the status quo is to choose total consolidation.

METROPOLITAN FEDERATION: THE TRUE TWO-TIER ALTERNATIVE

The two-tiered metropolitan federation is uniquely designed to meet the criteria of economic efficiency and political accountability. Those functions which are amenable to economies of scale are provided by metropolitan level. Those functions which benefit from closer contact with the people are retained at the lower level where there

is greater political accountability. Many functions are shared to a certain degree.

One astute observer has noted that there is no logical reason to expect that the unit which most effectively articulates citizen demand, i.e. small, relatively homogeneous units, can, at the same time, meet these demands at a relatively low cost. Just as there is no logical reason to assume that the optimal production unit is the one that is best for articulating citizen demands.¹⁸ This apparent dilemma is resolved by the two-tiered approach. Under the two-tier federation, the metropolitan government becomes the unit of production for certain goods and services and the municipalities are utilized as the more efficient instruments for articulating and aggregating citizen demands. Given the proper distribution of powers and functions the metropolitan federation can satisfy each of the criteria set forth by the ACIR.

There are no working models of metropolitan federation in the United States on which an objective evaluation can be made. But there are several eminently successful Canadian examples which can be examined, the most prominent of which is Toronto.

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.

1. Advisory Commission on Intergovernmental Relations, The Challenge of Local Government Reorganization. Vol. III, Substate Regionalism and the Federal System (Washington, 1974), p.107.
2. Ibid, p.91
3. For a review of local government reform see the ACIR publication Intergovernmental Perspective Winter 1978, Vol.14 # 1.
4. ACIR, Vol. III, 1974. op cit., p.95.
5. See for instance Province of Ontario, Canada local government reviews annotated in the bibliography under Canadian Government Publications.
6. Advisory Commission on Intergovernmental Relations, Op.Cit., p.15.
7. Advisory Commission on Intergovernmental Relations, Alternative Approaches to Governmental Reorganization In Metropolitan Areas. (Washington, 1962).
8. See Note 4.
9. National Association of Counties, Consolidation: Partial or Total, National Association of Counties, 1973.
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11. See for instance Platon Rigos' comparative study of the effects of centralization on expenditures. "A Comparative Analysis of the Effects of Governmental Structure on Public Expenditure Patterns in the Large Metropolitan Areas of the United States." Chapter III of Metropolitan Government Structure: Administrative, Fiscal & Comparative Studies, (Washington NTIS, 1974), p.202 R. P. Stiefbold and P. G. Kingsbury editions Also see Erie, Kerlin and Rabinowitz, "Can Something Be Done? Propositions on the Performance of Metropolitan Governments", (Washington: Resources for the Future, Inc., 1972) pp. 22-24, 30-32.
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13. Richard D. Gustely, The Allocational and Distributional Impacts of Governmental Consolidation: The Dade County Experience: Urban Affairs Quarterly, Vol. 12, No. 3, March 1977.
14. Price Waterhouse & Company Study of City and County Consolidations Prepared for the City of Memphis and Shelby County, May 1977, p. V-123.
15. P.G. Kingsbury and R. P. Stiefbold, "Citizen Perspective on Metropolitan Dade County Government, 1957-1973: General Support, Output Satisfaction, Perceived Equity and 'Willingness to Spend' by Incurring Bonded Indebtedness , Chapter I of Citizen Support for Two-Tier Government, Kingsbury, Stiefbold and T. J. Wood, editions, pp. 69-70
16. Ibid, p. 70
17. Georgia Pardo and Donald Morris, "The Dade County Political System and Its Evolution, 1957-1974: The Meaning of Two-Tier", Chapter I of Metropolitan Government Structure, Op. Cit. p. 78
18. Robert L. Bish, The Public Economy of Metropolitan Areas , (Chicago: Markham, 1971) , Chapters 2 and 3.
19. Royal Commission on Metropolitan Toronto, Metropolitan Toronto: A Framework for the Future, Vol. I, June 1977, p .25
20. In a county-wide survey conducted by the University of Miami in 1974 of 498 registered voters, 47% of the respondents disagreed with the proposition that the City of Miami merge with Metropolitan Dade County. Only 24% agreed with proposal and 29% had no opinion. The survey also found that 28% of the people were opposed to the transfer of any further functions to Metro and 36% specifically opposed the consolidation of police function. This far outran objections to any other functional transfers. Furthermore, of those people who were dissatisfied with the performance of their city in some specific function, (26%) , only 22% of them thought it should be transferred to the County.

CHAPTER IV

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

unit; however, few have committed hard numbers to their 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 Commission's report concluded that diseconomies can result both functionally and organizationally if a government authority rises much above 1,000,000 in population. At the opposite end it was felt that a unit below 250,000 population was ill-equipped to handle such services as education, housing and personal services.

At the same time that the local government review in England was being conducted, the Provincial Government for the Province of Ontario, Canada, was implementing major recommendations of the Goldenberg Royal Commission on government in Metropolitan Toronto.¹ That Commission recommended the amalgamation of the nine smallest municipalities, populations ranging from 9,371 to 126,311 with the four largest cities. The result would be slightly in excess of 400,000 persons. The government chose to create six cities, not four. Thus the average population of lower-tier units in Toronto became approximately 275,000 when reform was legislated in 1965. The lower-tier units ranged in size from 100,000 to nearly 700,000.

A second major Royal Commission reviewed the structure of Metropolitan Toronto government a decade later and completed its report in 1977.² An in-depth analysis of literature on effective government led that Commission to a recommendation that each lower-tier

municipality in Metropolitan Toronto should have no fewer than 200,000 persons. At the same time, the Commission's report urged that the central core of the metropolitan area, the City of Toronto, remain very strong. Boundary proposals left the core city with a population of 673,000, smaller boroughs were accorded a minimum population of 222,000 (in the case of York), while the larger boroughs were left with an average population in the order of 400,000 persons.

The Commission felt strongly that the well-being of the City of Toronto, the core city, was essential to the well-being of the Metropolitan region. Therefore, the Commission in its recommendations sought to preserve on Metro Council the political strength of Toronto relative to the remaining five boroughs. This was because of the Commission's commitment to equitable representation. This led to the recommendation that the City of Toronto's population base remain relatively unchanged.

The relationship of jurisdictional size to scale economies in the United States was analyzed by Werner Hirsch in 1967.³ Hirsch stated that for private goods, increasing the

Other factors

size of population tends to be associated with decreasing average unit cost. On the other hand, for public goods, cost functions plotted against size indicated that governments serving from 50,000 to 100,000 persons might be most efficient. Units of size greater than 100,000 persons suffer, in his mind, from inefficiencies of top-heavy administration and the ills of political patronage. Large concentrations of manpower in the public service also yield increased bargaining power of labor which, in turn, can increase operating costs.

In conclusion, it would appear from the research examined, that local government units attempting to provide a full range of "hard" and "soft" services to the electorate, should have a population in the range of 50,000 to 250,000 to be fully effective. Unwieldy constituencies above 1,000,000 persons frustrate efforts to canvass them adequately, whereas those below 50,000 persons fail to provide municipal services in an optimal, cost-effective manner. These jurisdictions are too small to take advantage of technological innovations that can lead to better and more efficient government.

Other Factors

The taxable assessment base of a local municipality dictates in hard financial terms what level of service can be provided for the residents of that jurisdiction. Given that the real

property tax still constitutes the major revenue source for local government units in the United States, jurisdictions of unequal assessment base have different capabilities for funding expenditures.

The mix of commercial to residential assessment also dictates the economic viability of a local government unit as commercially assessed property traditionally yields higher taxation revenues. Therefore, for similar local millage rates, municipalities endowed with extensive commercial/industrial property can offer a higher level of service to residents because of a healthier revenue position.

Most, if not all, formal reviews of local government also use the equity criteria as a principal focal point of analysis. As far back as 1962, the ACIR in Washington, D.D., discussed the requirement for a local government to yield equity in the revenue system, and to reduce disparities between tax and service boundaries.⁴ According to the ACIR, interpersonal and interjurisdictional equalization in the financing of a service function defines a state of equity in local government.

The ACIR published a second major review of local government in 1974.⁵ This second document goes further in enlarging

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 service at a price that was no greater burden than the price to most other jurisdictions or individuals.

The Council for 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

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 adequate city management.

Chapter II of this report identified major discrepancies in the level of per capita taxable assessment among the municipalities of Dade County. Appendix B, highlights these differences. Generally, the smaller cities have per capita assessment levels well in excess of the County mean, whereas the larger cities such as Miami, Hialeah, North Miami and Homestead, are below the mean. The mean for all cities in 1976 was 15 percent below the mean for the unincorporated area. It is evident that the real property tax bases are not equal nor even close to being equal.

Furthermore, these discrepancies appear inequitable when an analysis is made of the degree of reliance on the real property assessment base as a major source of municipal revenue. This issue will be dealt with in detail in Chapter VII of this report.

Violation of the equity principle is further exemplified by the variation in per capita expenditures on essential services, such as police, fire, parks, refuse, streets and highways, etc.

Table 4.1 below, illustrates the diversity in cities. expenditure levels among the six largest Dade County. The variance between high and low in some cases is as much as 1,233 percent. Detailed per capita expenditures are tabled in Appendix G.

TABLE 4.1

DADE COUNTY PER CAPITA
EXPENDITURE RANGES

<u>Functions</u>	<u>High</u>	<u>Low</u>	<u>% Difference</u>
Police	\$99.29	\$46.03	115
Fire	56.74	27.78	104
Parks	105.85	7.94	1,233
Refuse/Waste	44.92	17.46	157
Streets/Highways	26.00	4.60	465
Engineering	13.09	-0 -	100
Participant & Spectator Recreation	36.04	6.35	467

Finally, many of the jurisdictions in Dade County are so small that they cannot hope to experience economies of scale advantages in the operation of many hard services such as water, sewer or refuse handling. The resource base is too small to utilize modern technology (capital equipment such as computers or fire trucks) that can streamline administration or enhance service delivery in a more cost effective and efficient manner.

The above analysis demonstrates that the accepted criteria for lower-tier government feasibility have been violated in Dade County. Therefore, it is concluded that most present lower-tier units are of unsuitable size and that a

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.

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 10 lower-tier units having populations in the range of 100,000 to 150,000 persons each.

CHAPTER IV FOOTNOTES

1. Carl Goldenberg, Report of the Royal Commission on Metropolitan Toronto, Queen's Printer, Toronto, 1965
2. John P. Robarts, Report of the Royal Commission on Metropolitan Toronto, Queen's Printer, Toronto, 1976
3. Werner Hirsch, from Reform of Metropolitan Governments, Resources for the Future Inc., Washington, D.C., 1972
4. Advisory Committee on Intergovernmental Relations, Alternative Approaches to Governmental Reorganization in Metropolitan Areas, Washington, D.C., United States Government Printing Office, June 1962, p.12
5. Advisory Committee on Intergovernmental Relations, The Challenge of Local Government Reorganization, Washington, D.C., United States Government Printing Office, February 1974, p.12
6. Council for Economic Development, Reshaping Government in Metropolitan Areas, New York, 1970, p.9

REPRESENTATION

INTRODUCTION

The issue of representation is one which is central to the development and functioning of local government in the United States , yet it is one which has often been accorded a rank of secondary importance in the structuring of metropolitan government proposals. Reformers have too often focused on the delineation of services and functions in their attempt to engineer solutions to urban problems. In this chapter, the report attempts to avoid that pitfall by setting forth some criteria which a system of representation should attempt to meet. This will be followed by a discussion of the alternative arrangements which are available for structuring the electoral system and their advantages and disadvantages with respect to the criteria.

Subsequently, Dade County's history in this area and the current status will be described along with the systems being utilized by other major metropolitan governments. Finally, a model system of representation will be proposed for implementation.

CRITERIA FOR EFFECTIVE SYSTEMS OF REPRESENTATION

In considering whether an electoral system is adequately performing the function(s) for which it was designed the following criteria are generally deemed appropriate:

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 particularly true where there exist large minority populations

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 concept which exists on its own merits. Without resolving

this issue, it can be concluded that local or smaller group interests tend to be neglected when a representative body does not reflect the full range of characteristics of the community.

Another principal criterion used in assessing the effectiveness of an electoral system is the degree to which it promotes or maximizes citizen participation. The principles of democratic government place a high priority on involving individual citizens in the political process. It is critically important that the system of electing the representative of the people be conducive to the participation of large numbers of individuals. The more people who participate in the selection process, the more likely it is that the representatives will reflect a true picture of the interest of their constituents.

The final criterion which should be applied in judging an electoral system is whether or not the voters are presented with meaningful choices. This is perhaps the most significant factor, for even when all preceding criteria are satisfied, if the voters are prevented from making intelligent, rational choices, then the underlying purpose of the system has been defeated. It must be recognized that the individual voter has a limited amount of interest in local government and that there are constraints on the amount of time or resources that he or she can devote to informing him/herself

about the issues and candidates. An electoral system should be designed in a way which takes these factors into account.

ALTERNATIVE ELECTORAL STRUCTURES

There are a multitude of ways in which representatives can be chosen, each of which is designed to fulfill certain goals. The alternatives most commonly utilized in attempting to satisfy the criteria which have been set forth are related to the following questions:

- (i) How large shall the representative body be?
- (ii) How shall its members be elected - at-large or by district?
- (iii) Shall the representatives be elected directly or indirectly?

Each of these questions will be discussed below, in the hope of comparing the advantages and disadvantages of the various options.

Size of Commission

The question of the size of a council or commission is governed by a number of factors, not the least of which is local opinion. What may be considered a sufficient number

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 Dade County, even at the lower-tier municipal level, the population per Commissioner ratio varies considerably. A schedule indicating these ratios is shown in Appendix H.

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.

The emphasis here is on concern for the "public interest" as opposed to more narrowly conceived local or special group interests. At-large elections presumably mitigate the corruption which is attributed to the district approach.

A Mixed Approach

These two alternatives are not mutually exclusive. To the contrary, as will be shown below, they can be and are mixed in any proportion which is desired. The mixed approach offers the benefits of both systems while counteracting the negative aspects.

The unique aspect of the two-tier approach to metropolitan government interjects a third dimension into the system of representation, which is not available under a single consolidated government. Representatives to the metropolitan commission can either be elected directly by the voters or their selection can be made by the elected representatives of the lower tier from their memberships. Furthermore, as in the case of at-large versus district elections, the two methods can be mixed. For example in Toronto, the 12-member delegation from the City of Toronto to the upper tier is made up of the mayor who is elected at-large, and 11 aldermen who are elected from districts. The 11 are chosen on the basis of obtaining the highest number of votes in each of the 11 two-member districts. Among the six municipalities comprising metropolitan Toronto, four

different methods are used to select their delegation to the Metro Council. All of this is in the process of change, however, that has been the pattern for 20 years in what is generally regarded as one of the most successful experiments in metropolitan government.

The most obvious advantage of the direct election method is that it affords a higher degree of electoral accountability at the metropolitan level. The individual voter is given the opportunity to directly register his opinion, whereas this is not possible under the indirect method. A disadvantage to the direct method of election is the potential for subordination of the interests of the constituent municipalities, to those based on a separate, metro constituency. Indirect election ensures that the interests of municipalities are given sufficient attention.

Experience in Toronto has shown that the indirect method caused metropolitan issues to receive too little emphasis in the electoral process. Nevertheless, it should be noted that no matter what its failings, the Metropolitan Toronto system has worked, and most observers concur that indirect election was necessary in the first two and one half decades of its existence for its successful operation.

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 alone, 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

TABLE 5.1

COMPOSITION OF METROPOLITAN COUNCILS

	<u>Total Number of Members</u>	<u>Number of Members Elected</u>			<u>Approximate Ratio of Pop./Representatives</u>
		<u>By Single Member Districts</u>	<u>At-Large</u>	<u>Lower-Tier Repr.</u>	
Consolidations:					
Columbus, Georgia	10	4	6	-	1:17,000 167,377 ³
Indianapolis, Indiana	29	25	4	-	1:25,000 729,229 ³
Jacksonville, Florida	19	14	5	-	1:27,000 504,265 ³
Nashville-Davidson Co. Tn.	40	35	5	-	1:11,000 426,029 ³
Two-Tier Forms:					
Metropolitan Dade Co., Florida	9	-	9	-	1:161,000 1,449,300 ⁴
Metropolitan Toronto, Ont.	372	-	-	36	1:57,000 2,124,095 ⁵
Ottawa-Carlton, Ont.	382	34	-	-	1:15,000 506,606 ⁶

SOURCE: Research Staff of Touche Ross Study.

- 1 proposed changes in the process of being implemented
- 2 council chairman is selected by the council members
- 3 1970 population
- 4 1976 population estimate
- 5 1974 population estimate
- 6 1975 population

to population for Dade County (1:161,000) is seven times larger than the average for the other seven jurisdictions. On face value, this appears to indicate that at the metropolitan level the people of Dade County are grossly under-represented.

There are simply not enough elected officials to adequately represent the widely divergent population groups residing in Dade County. The present system is unduly restrictive of both accessibility and representativeness. It is impossible for a single official to maintain an effective, open communication, which is necessary at the local level, with that many constituents.

These problems are even more exaggerated when you consider the imperfect nature of Dade County's two-tier arrangement. Nearly half of 1.5 million residents live in unincorporated areas. This group does not have the benefits of any representation at the sub-metropolitan level. They are served directly by the "upper tier". Research has shown that these people are significantly less satisfied with the government services being provided to them than are residents within the cities of Dade County.

The small size of the Commission, combined with at-large elections, has served to exclude the large minority populations, particularly the Spanish-speaking, from representation on the Commission. No Latin has ever served on the Metropolitan

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.

In addition to the 13 representatives elected from the lower tier (11 mayors plus two additional representatives from Miami) it is recommended

**THAT THE EXISTING COMMISSION BE
EXPANDED FROM 8 TO 13 MEMBERS PLUS
THE MAYOR**

The 13 members would be elected from districts by an at-large vote as is the case now. This recommendation would yield a 27 member Commission and ensure a blend on the Commission of both regional and local perspectives.

THE ALLOCATION OF SERVICES BETWEEN THE UPPER AND LOWER TIER

INTRODUCTION

A key question to be answered in the development of a true two-tier form of metropolitan federation is, which functions or services should be provided by what level of government? This chapter addresses that question.

First of all, it should be clear that there is no one answer. However, this chapter reviews the criteria for assigning functions to different levels. It then examines what has happened in Miami/Dade County in terms of assignment and transfers of functions. The status quo in Dade County is measured against the criteria. Finally, a functional allocation model is recommended.

REVIEW OF CRITERIA

The criteria for allocating functions between the upper and lower tiers have been suggested by many renowned professional bodies and independent local government scholars. In this section, the work of the ACIR, and the Council for Economic Development, which makes extensive reference to Metropolitan Toronto, is highlighted.

In a 1974 Report, the ACIR analyzed nine major municipal operational activities, such as, planning, financing, service delivery and

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.

- 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.

The Municipality of Metropolitan Toronto is regarded as an excellent working model of the true two-tier form of metropolitan federation. In its Report on Reshaping Government in Metropolitan Areas, the Council for Economic Development prepared a Table showing the distribution of responsibility of the various service functions in Toronto. That table has been reproduced here as Table 6.1

The model envisages such functions as administration of justice to be clearly a metropolitan responsibility while most services are lower-tier responsibilities. Finance and taxation and road construction/maintenance are in turn regarded as mixed functions.

Another Canadian illustration is the Oshawa Planning and Development Study of August, 1970. Essentially the points relative to service allocation were:

"In addition to the relative strength of the two tiers, however, other factors are also of importance when considering the division of functions. Chief among these are:

- (a) which functions require ready access by the citizens if they are to be performed satisfactorily, and in which functions are the citizens primarily concerned with efficient service rather than access?

TABLE 6.1

DISTRIBUTION OF SERVICE RESPONSIBILITY

75

Finance and Taxation		Water Supply		Health	
Assessment of property	M	Purification, pumping and trunk distribution system	M	Public health services	A
Courts of revision	MA			Chronic and convalescent hospital	M
Taxation of property	M			Hospital grants	A
Debenture borrowing	M			Ambulance services	M
Local improvement charges	A	Collection of water bills	A		
Planning		Sewage Disposal		Police and Fire Protection	
Official plans	MA	Sanitary trunk system and disposal plants	M	Police	M
Subdivision approval	MA			Connecting systems	A
Zoning	A			Storm drainage	MA
Recreation/ Community Services		Garbage Collection and Disposal		Administration of Justice	
Regional parks	M	Collection	A	Magistrates' courts	M
Local parks	A			Disposal sites	M
Recreation programs	A	Air Pollution		Juvenile and family court	M
Community centres/ arenas	A	Air pollution control		Coroner's office	M
Municipal golf courses	M	Public Education		Registry and land titles offices	M
Municipal zoo	M	Operation of school system	A	Licensing and Inspection	
Regional libraries	M			School sites, attendance areas, building programs	M
Local libraries	MA	Operating and capital costs	M	Dog licensing and pound	A
Grants to cultural societies	MA			Housing	M
Road Construction/ Maintenance		Housing		Buildings by-laws	A
Expressways	M	Low rental family housing	M	Civil Defense	
Arterial roads	M			Elderly person housing	M
Local roads	A	Moderate rental family housing	A	Other Municipal Services	
Bridges and grade separations	MA			Welfare	
Snow removal	MA	Welfare assistance	M	Collection of fines	MA
Street cleaning	MA			Hospitalization of indigents	M
Sidewalks	A	Assistance to Children's Aid Societies	M	Distribution of hydro power	A
Traffic Control				Homes for the aged	M
Traffic regulations	MA				
Cross-walks	MA			Municipal parking lots	A
Traffic lights	M			Preparation of voters' lists and administration of civic elections	A
Street lighting	A			Redevelopment	A
Pavement markings	MA				MA
Public Transit					
Toronto Transit Comm.	M				

M - MUNICIPALITY OF METROPOLITAN TORONTO
A - AREA MUNICIPALITIES

Source: Council for Economic Development,
Reshaping Government in Metropolitan
Areas, New York, 1970

- (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."

The analysis of criteria for allocation of service responsibilities illustrates that there is no single best method of source allocations. It also illustrates that there are models against which Miami/Dade can be measured.

The 1971 Dade County Metropolitan Study Commission Report

The common thread interwoven through these allocation examples of source allocation is pointed out by reviewing the 1971 report of the Dade County Metropolitan Study Commission:

The Study Commission wrote:

"The concept of Metropolitan Government from its inception in 1957 has included two distinct layers of government in Dade County - the metropolitan and the municipal. The intended role of the metropolitan government was to provide all the citizens of Dade County with those services that are area-wide in nature or which partially benefit from central administration on an area-wide basis. The local governments were to have the function of providing those services on a less than county-wide basis, and those whose quality is improved when administered by governments with close contact with their immediate constituents."

The 1971 Report stated that the functional assignment of services between the two tiers of a local government structure can be the most effective means for meeting the economic and political criteria that is essential for optimum local government. This report fully concurs with that conclusion.

A review of the initial 1954 recommendations on service assignment between the two tiers as opposed to what has developed to date will show that Dade County has not fully implemented the two-tier system, and thereby not achieved optimum two-tier potential effectiveness.

DADE COUNTY FUNCTIONAL ASSIGNMENT HISTORY

The Metropolitan Municipal Board commissioned a study to be performed after a vote for consolidation of Dade County was narrowly defeated in the early 1950's. Recommendations that resulted from that 1954 study included the development of a two-tier form of government and functional allocations for each level of government (Appendix I). A table presented in the 1954 study displayed the activities to be assigned to the area-wide metropolitan government and those to be

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 motor-cycle 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.

The Metropolitan Study Commission used the recommendations and findings of a comprehensive survey of the several approaches to organizing local government conducted by the ACIR to support the Study Commission's opinion. The Study Commission quoted a summary of the ACIR research which stated:

"This search has led to increased interest in two broad approaches which, at least in their most fully developed state, incorporate two common basic elements: A two level structure of government, and the assignment of certain general purpose responsibilities to each:"

The subsequent CED Report, Reshaping Government in Metropolitan Areas, supported the Study Commission. The CED recommended:

"To gain the advantages of both centralization and decentralization, we recommend as an ultimate solution a governmental system of two levels. Some functions should be assigned in their entirety to the area-wide government, others to the local level, some in part to each level."

Since the two-tier form of government and the corresponding service-function assignments between the two levels had not been fully developed, the Dade County Study Commission noted,

"In addition to its responsibility for providing area-wide services, Metro has had to accept the responsibility for providing to the unincorporated areas those local services that are elsewhere provided by the municipalities. Metro is thus unable to focus its attention on much needed area-wide services, because it must apply so much of its resources and revenues to providing local services."

In conclusion, municipalities in Dade County experience service delivery from a number of different sources, the allocation of responsibility for service delivery has been made on purely financial terms, and above all else, the existing system violates the economic and political criteria outlined in this chapter. The system today differs greatly from the design of 1954. Therefore it is time to change the service allocation mechanism and reallocate service functions according to accepted principles.

RECOMMENDATIONS FOR FUNCTIONAL ALLOCATION

The first and most important recommendation of this chapter is,

THAT THE UPPER TIER SHOULD PERFORM UPPER-TIER FUNCTIONS AND SHARED FUNCTIONS BUT IT SHOULD NOT PERFORM LOWER-TIER FUNCTIONS.

The second recommendation is

THAT ALL LOWER-TIER MUNICIPALITIES SHOULD PERFORM SIMILAR LOWER-TIER FUNCTIONS AND SHARED FUNCTIONS

Turning to the specific municipal functions, this report recommends

THAT MUNICIPAL FUNCTIONS BETWEEN THE LOCAL AREA MUNICIPALITIES AND THE REGIONAL METROPOLITAN GOVERNMENT BE ALLOCATED ACCORDING TO THE MODEL PRESENTED IN THIS REPORT

The model for service function allocation is included as Table 6.2 below.

METROPOLITAN DADE TWO-TIER

RECOMMENDED DIVISION OF FUNCTIONS

Administration			Planning	
council agenda, minutes, etc	A	R	Official Plans	(A) R
business licenses		R	subdivision approvals and agreements	(A) R
other licenses, including car/mc control	A	R	examining and licensing of contractors	R
voters' lists and election administration	A	R	zoning regulation within Metro land-use plans	A R
purchasing	A	R	minimum zoning standards in conjunction with Master Land Use Plans	R
legal	A	R	committee of adjustment	A R
accounting	A	R	building by-laws, permits and inspections	(A) R
auditing	A	R		
alcoholic regulations enforcement	A	R	Protection	R
Economic Development	A	R	police community relations, overnight lockups, and citing municipal code violators	A
industrial promotion	A	R	minimum law enforcement standards, maintenance of jails and emergency police coordination	R
tourist promotion	A	R	police record keeping, crime lab. and investigation coordination	R
Conservation		R	police: local traffic and patrol functions and local communications, investigations	A
Finance and Taxation			police: minimum patrol and traffic control of major arteries	R
financial planning and budget preparation	A	R	civil defense	P
capital borrowing		R	rescue or EMS	A
taxation of property, including local improvement charges	A		fire master planning, capital improvements, training	R
tax billing and collections		R	fire staffing and hydrant installation	A
collection of fines	A		Recreation and Community Services	
Health			regional parks	R
public health services		R	local parks	A
hospital planning and financial support		R	recreation programs	A
emergency ambulance services		R	community centers, arenas and ball parks	A R
Housing and Community Renewal			museums and planetariums	R
public housing		R	libraries/cultural facilities	A R
renewal/community development	A	R	Transportation and Highways	
Pollution Control, Sanitation and Water Supply			air and seaports transit	R
plumbing by-laws, permits and inspections	(A)	R	regional roads	R
septic tank permits and inspections (Health Unit)		R	local roads	A
sanitary sewer trunk mains and disposal plants		R	sidewalks	A
sanitary sewer local collector mains under Metropolitan standards	A		street cleaning	A
storm drainage	A	R	street lighting	A R
garbage collection	A		traffic lights and crosswalks	A R
garbage disposal	A	R	parking meters and municipal parking lots	A
water quality sampling		R	traffic engineering	R
water purification and wholesale distribution		R	Other Municipal Services	
water retail distribution and billing	A		cemeteries	A
Welfare			grants to cultural organizations	A R
general welfare administration		R	electric and gas systems	A
child welfare		R		
homes for aged		R		
hospitalization of indigents		R		
other services		R		
Courts		R		

A = Area Municipality Function

R = Regional Metropolitan Function

() = Subordinate Role

CHAPTER VII

MUNICIPAL REVENUE

INTRODUCTION

This review of two-tier government in Dade County has to this point focused on the criteria and rationale behind the selection of a suitable governmental structure. As has been the case of most local government reviews, criteria and alternatives become the focal point for discussion. The financial aspects of local government (the heart of the matter) rarely get due consideration.

It is the intent of this chapter to focus on the existing municipal revenues of the municipalities within Dade County. The next section will describe the various revenue sources and the legal constraints surrounding their administration. The following section will examine the problems associated with existing revenue sources. The chapter will conclude with a discussion of recommended solutions to those problems.

LOCAL REVENUE SOURCES

In order to properly examine the local revenue bases of Dade County municipalities it was necessary to obtain a source of reliable secondary data, in view of the inherent differences in accounting methods of the various reporting units. The document that was selected for analysis was the State of Florida Local Government Financial Report for the fiscal

year 1975-76. This document cautions against an over-reliance on the data presented because of the reason stated above.

This caution is repeated here. During the course of the study this warning proved to be well-founded since extreme difficulty was experienced in attempting to reconcile the figures in the State book with those presented in the Dade County and City of Miami audited financial reports. The working papers forwarded by the City of Miami Department of Finance to the State authorities were in turn analyzed and interpreted in various ways by State officials to conform to their needs.

This made the reconciliation process difficult at best. Nevertheless, the State document has proven to be the best source of comparative data on local government finance in Florida and hence was selected as the primary reference document for municipal revenue analysis.

Real Property Tax

The real property tax is the major revenue source for the municipalities in Dade County (See Appendix J). From total revenues of over \$250 million, over 30% was derived from the real property tax. The City of Miami places greater reliance on property tax (36.2%) than do most of the municipalities in Dade County. Among the larger municipalities Miami Beach is the only exception to this statement. Metropolitan Dade County derives approximately \$150 million

or less than one quarter of its total revenues of \$640 million from the property tax source (see Appendix J).

This is primarily because of a much greater reliance on charges for service.

The property tax is levied against the assessed property in Dade County and its constituent municipalities. Both the assessment and tax functions are county responsibilities although the municipalities, of course, determine their own tax rates.

The State Government restricts both the County and the municipalities in the levy they can legally impose by means of a "millage cap" of 10 mills for operating purposes. The City of Miami is at this millage cap. In addition it has a levy for debt service charges. Of the nearly \$30 million levied for operating purposes in 1976, over one-third was for pension purposes.

Utility Service Tax

The utility service tax is the second most important revenue source in the City of Miami, just ahead of state shared revenue. It is the third most important revenue source for all municipalities just behind state shared revenue, however, four of the six largest municipalities rely more heavily on the utility service tax than they do on state shared revenue. The County levies a utility service

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 municipality to the total population of all eligible

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 of three factors (population of local jurisdiction, general tax

effort and relative income factor), is administered in part to the State and in part directly to the local jurisdiction. The United States Bureau of Census determines the value of each factor on an annual basis.

Other Federal Revenues

The fifth largest revenue source for the City of Miami and for all lower-tier municipalities is the Federal Grants program. This source provides \$5.6 million or 5.5% of all municipal revenues for Miami and \$13.3 million or 5.0% for all lower-tier units. These figures are considerably higher than those of some other major jurisdictions. The Metro Dade County government receives in excess of \$95 million or 14.8% of its revenue from this source, ranking it third only to real property tax and mental and physical health revenues.

Federal subsidies are composed of conditional and non-conditional grants primarily for job funding (Comprehensive Employment and Training Act grants, C.E.T.A.), Community Development block grants for physical improvement of specific economically impacted areas, and Economic Development Administration funds (capital investment for economic stimulation). These grants are negotiated each year and are subject to cancellation at any time. Therefore they cannot be relied on as a continual source of funds.

Interest earnings on investments provides the City of Miami with \$5.0 million or 4.9 percent of all revenues. An analysis of data (Appendix I) indicates that this is a larger proportional revenue source for Miami than most major jurisdictions with the exception of Coral Gables which receives 8.9 percent of its revenues from this source. Investment interest revenue is a minor source for Dade County providing only \$17.2 million, 2.6 percent of the \$640 million total. All lower tier municipalities receive 3.8 percent of revenues from this source (Appendix J).

A large part of earned interest comes from short term investment of real property tax funds that are pooled prior to expenditure requirements.

Franchise Taxes

Franchise taxes provide the last major revenue source for Miami. In 1976, \$4.7 million or 4.6 percent of revenue sources came under this category. The franchise tax appears to be a major revenue source for most larger municipalities (North Miami 12.2 percent, North Miami Beach 8.7 percent, Coral Gables 4.7 percent) yet it is a limited resource for Metropolitan Dade County (\$6.7 million or 1.0 percent). It has a 4.6 percent weight for all lower-tier municipalities. This tax is levied as a business tax on businesses and organizations providing the following public utility services:

- . 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 criterion 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".¹ 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.

Inequities in Tax Base

Section 4.04 of the Home Rule Amendment and Charter for Metropolitan Dade County clearly establishes the County as the body responsible for the assessment and collection of both County and municipal taxes. Therefore, the tax base for the County in the various municipalities is determined by one body and should result in a fair method of assessment among the various municipal jurisdictions.

In spite of the fairness of the assessments, there are wide discrepancies in the per capita assessment in the various municipalities in Miami/Dade County. Per capita assessment ranges from a low of \$6,369 in Florida City to a high of \$132,855 in Medley (see Appendix B). Even after eliminating the more extreme variations in per capita assessments, 17 of the 27 municipalities have per capita assessments ranging between \$9,597 (El Portal) and \$20,693 (Coral Gables). This represents a range of over 100 percent among "the moderate" situations. Given the goal of a "a fair and equitable tax base" it is clear that reform is required to achieve that goal.

Millage Cap

These wide variations in per capita assessment are compounded by State legislation which mandates impositions on the revenue-raising ability of local governments. The primary problem in this regard in Dade County is the "millage cap"

which places a 10 mill limit for all municipal purposes exclusive of taxes levied for the payment of bonds and interest.

Additionally, increases in property tax rates beyond that "certified" level must be advertised publicly and public hearings must be held before millages are established. As the Florida Advisory Council on Intergovernmental Relations has noted, "These restraints...can 'disequalize' the partners in Florida's system of government." The report also noted "when it is recalled that property taxes represent the most flexible source of revenue for Florida's local governments, the problem of State mandates becomes more acute and a solution more compelling as municipalities...near or reach their respective millage cap."

That report sets out those Florida cities which are at or near the municipal cap. Thirteen of the lower-tier municipalities in Dade County fall into this category (see Table 7.1 below).

TABLE 7.1

1976 AD VALOREM MILLAGE LEVY
SELECTED CITIES IN DADE COUNTY

<u>City</u>	<u>1976 Operating Millage</u>
Bal 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

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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

are not measurements of tax effort. Indeed, quite the contrary could be true. Studies have shown that high municipal expenditures are more often indicative of an ability to spend than of need to spend.

In order to illustrate this point, let us look at Table 7.2 which compares the consequence of levying the same rate on four municipalities within Dade County. The Table demonstrates the wide variations among four selected cities, and clearly demonstrates that the same "tax effort" will result in nearly twice as much revenue on a per capita basis for Coral Gables as it would for Miami or Hialeah.

TABLE 7.2

PER CAPITA YIELD FROM 10 MILL
LEVY IN FOUR SELECTED CITIES

1976

MIAMI	\$ 107
HIALEAH	106
MIAMI BEACH	175
CORAL GABLES	207

This argument is susceptible to criticism because of the large tourist population on Miami Beach, which the per capita figures don't take into account.

A simple example will further illustrate this point. Tax effort is translated into expenditures on a variety of municipal functions. In spite of the fact that the "tax effort" is lower in Coral Gables than it is in Miami per capita, expenditures are higher in Coral Gables than they are in Miami for the key municipal functions of police, fire and refuse collection by anywhere from 50 to 60 percent. (See Appendix G)

Conclusion

In conclusion, it is clear that the problem of property taxes in Miami/Dade County is a combination of extreme variations in per capita assessment compounded by the millage cap. This results in the transfer of municipal functions from the lower tier to the upper tier and prevents the twin goals of meaningful local autonomy and a fair and equitable tax system.

State Revenue Sharing

It is not entirely accurate to include state revenue sharing in a section on revenue problems because it is a major revenue source and also a major contribution to removing inequities in the system. However, it should be noted that the sub-factor which is used in calculating the population weighting factor does not differentiate among municipalities with a population of over 50,000. Nor does it make a very major distinction between municipalities which are over 20,000

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 Hialeah 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,

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).²

This report recommends

THAT THE DADE COUNTY CHARTER BE AMENDED SO AS TO PREVENT THE COUNTY FROM TAXING 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

political jurisdictions. While this practice is not prevalent, it is not without precedent. The pioneer example of this practice is the Minnesota Fiscal Disparities Program in the Twin Cities region of Minnesota. There, in 1971, the Metropolitan Council proposed and the legislature enacted a Fiscal Disparities Act in order to reduce the inequity of the property tax base of the local governments within the Metropolitan area. The method chosen was to pool 40 percent of the assessed value from new commercial and industrial property into a special tax base which is divided up among the local governments in the region on relative per capita property value basis. It is important to note that the system shares tax base rather than tax revenue. The municipalities' own tax base plus its distribution from the common pool rate form its adjusted tax base. Individual municipalities then levy taxes on their adjusted tax base.

More recently, Governor Milliken of Michigan has: 1) sharply increased revenue sharing for cities, 2) made a state "equity payment" for services that Detroit provides its suburbs, 3) enacted a 12-year tax benefit for factory improvement or new construction, and 4) has asked the legislature to approve the sharing of property taxes on new construction in the Detroit area on a basis similar to the Twin Cities region program.

All of Governor Milliken's proposals are worthy of consideration for application in Miami/Dade County. This report has incorporated the idea of increased revenue sharing for the cities into another recommendation. However, the proposal which would go the furthest to reduce the inequities in the property tax base of the lower-tier municipalities is some form of sharing of non-residential assessments.

This idea has gone beyond the United States to Canada, where it was recommended in October, 1976 in a Report on the Ottawa-Carleton Regional Government - the home of Canada's national Capitol. That report recommended that all commercial/industrialized assessment in the Region be "pooled" and allocated to the area municipalities on the basis of population.

This concept, which has been in effect since 1974/75 in the Twin Cities should be considered for Miami/Dade County .

This report proposed that the redistribution of the "pool" be on the basis of people and tax base as is done in the Twin Cities. That is, rather than a straight per capita distribution, the distribution should be on the basis of assessment as well.

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.

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

1. Dade County Metropolitan Study Commission, Report and Recommendations of the Dade County Metropolitan Study Commission, Miami, June 1971, p.74
2. Florida Advisory Council on Intergovernmental Relations, The Double Taxation Issue, Tallahassee, Florida, March 1978

APPENDIX A

DADE COUNTY POPULATION DATA

DADE COUNTY POPULATION

1976 CENSUS

	Population 1976	% Population	Area Sq. Miles
Miami	343,977	23.7	34.3
Hialeah	126,125	8.7	16.4
Miami Beach	88,850	6.1	7.5
North Miami	43,544	3.0	5.9
Coral Gables	42,284	2.9	12.2
N. Miami Beach	35,736	2.5	5.3
Homestead	20,351	1.4	8.6
Opalocka	13,782	.95	4.5
Miami Springs	12,722	.88	2.8
South Miami	11,365	.78	2.2
Miami Shores	9,026	.62	2.4
Sweetwater	6,655	.46	.84
West Miami	5,589	.39	.70
Florida City	5,181	.36	2.4
Bay Harbour Island	4,709	.33	.4
N. 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	.35
El Portal	2,084	.14	.36
Hialeah Gardens	1,002	.07	2.5
Golden Beach	875	.06	.31
Medley	557	.04	5.0
Indian Creek	89	.01	.42
*Pennawco	51	-	-
Islandia	8	-	.8
TOTAL CITIES	789,868	54.5	117.9
Unincorporated Area	659,432	45.5	2,234.1
TOTAL DADE COUNTY	1,449,300	100.0	2,352.0

* This includes 587 square miles in the Everglades National Park which is unavailable for development.

DADE COUNTY

Population Time Series Data

	1960	1970	1976	Per Cent Change 1970-1976
				X
Miami	291,688	334,859	343,977	2.7
Hialeah	66,972	102,452	126,125	23.0
Miami Beach	63,140	87,072	88,850	2.04
North Miami	28,708	34,767	43,544	25.2
Coral Gables	34,793	42,494	42,284	-.5
N. Miami Beach	21,405	30,544	35,736	17.0
Homestead	9,152	13,674	20,351	48.8
Opalocka	9,810	11,902	13,782	15.8
Miami Springs	11,229	13,279	12,722	-4.19
South Miami	9,846	11,780	11,365	-3.7
Miami Shores	8,865	9,425	9,026	-4.23
Sweetwater	645	3,357	6,655	98.0
West Miami	5,296	5,494	5,589	1.73
Florida City	4,114	5,133	5,181	.93
Bay Harbour Island	3,249	4,619	4,709	1.9
N. Bay Village	2,006	4,831	4,389	-9.1
Surfside	3,157	3,615	3,673	1.6
Biscayne Park	2,911	2,717	2,642	-2.8
Virginia Gardens	2,159	2,524	2,447	-3.1
Bal Harbour	727	2,038	2,155	5.7
El Portal	2,079	2,068	2,084	.77
Hialeah Gardens	172	492	1,002	104.0
Golden Beach	413	849	875	3.1
Medley	112	351	557	59.0
Indian Creek	60	82	89	—
Pennsawc	117	74	51	—
Islandia		8	8	—
TOTAL CITIES	582,800	730,499	789,868	8.1
Unincorporated Area	352,247	537,293	659,432	22.72
TOTAL DADE COUNTY	935,047	1,267,792	1,449,300	14.3

Source: Dade County Assessment Office and Department of Planning

APPENDIX I
SERVICE FUNCTION
ASSIGNMENT MODELS

APPENDIX D
REFERENDUM EFFORTS IN DADE COUNTY
1957-1974

KEY REFERENDUM ELECTIONS IN DADE COUNTY

Year	Balance of Power	Structure Accountability Representativeness	Assignment of Functions
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 Amend- ments
1963	Restricting Metro's Power over Munic. Boundary Changes	Kelly Amendments GRC Amendments	
1964	Limiting Metro's Power over Urban Renewal		
1966		Appointed Sheriff	
1968			Police and Fire Consolidation
1972		Strong Mayor and Dist. Election of Metro Commissioners	
1974			Coral Gables Bus System Transfer
			Miami Shores Fire Dept. Transfer

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

REFERENDUM ELECTIONS IN DADE COUNTY

Year	Issues	Per Cent	
		For	Against
1957	Home Rule Charter	51	
1958	Autonomy Amendment		60
1959	Elective Sheriff		56
	Elective Assessor		58
	Five-Man Commission		82
	Seven-Man Commission		87
	Nine-Man Commission		85
1961	McLeod Amendments		52
1962	County Dual Office Holding	89	
	Qualifying Periods for County Commission Offices	91	
	Election of Metro Commissioners by District Only		54
	Commission Approval of County Manager Appointments	52	
	Commission Approval of County Department Reorganization	51	
	Independent Port Authority	54	
1963	Elective Sheriff	51	
	Elective Assessor		51
	Restricting Metro's Powers Over Municipal Boundary Changes		58
	Area-wide Election of Metro Commissioners	55	
	Increased Requirements for Petitioning to Amend Charter	51	
	Missouri-Type Plan for Selecting Metro Court Judges	67	
	Election of Metro Commissioners by District and Cities	77	
1964	Limiting Metro's Power Over Urban Renewal	55	
1966	Appointed Sheriff	53	
	Police and Fire Consolidation		72
1972	Water and Sewer Board	76	
	Strong Mayor and District Election of Metro Commissioners		68
1973	(Repeal of Utility Tax in Unincorporated Areas)		
1974	Transfer of Coral Gables Bus System	52	
	Transfer of Miami Shores Fire Department	56	

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

APPENDIX E

CHRONOLOGICAL HISTORY OF MUNICIPAL SERVICE MERGERS
INTO THE COUNTY SERVICE

DADE COUNTY

CHRONOLOGICAL HISTORY OF MUNICIPAL SERVICE MERGERS

<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 (PSD)	North Miami	5
7/60	Traffic Engineering and Maintenance	Miami	30
	"	Coral Gables	5
	"	Hialeah	1
	"	Miami Beach	8
	"	North Miami	1
7/60	Police Motorcycle Patrol	Coral Gables	8
7/60	Seaport	Miami	38
2/62	Bus 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 Hialeah	-
6/64	River Patrol	Miami	-

- 2 -

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>
7/66	Mental Health	State	10
10/66	Beach Maintenance (Park & Recreation)	Miami Beach	10
10/66	Tax Collection	Miami	3
	"	Miami Beach	1
10/66	Tax Assessment	Miami	4
	"	Coral Gables	3
	"	North Miami	1
10/66	Fire	South Miami	14
4/67	Soar Park	Miami	-
10/67	Neighborhood Rehab.	Miami	15
10/67	Bridge Operations	Miami	26
1/68	Housing Authority	Miami	163
1/68	Arterial Streetlighting	Miami	-
1/68	Stockade	Miami	31
9/68	Fire	Florida City	3
10/68	Trade Standards	Miami	4
6/69	Motor Vehicle Insp.	North Miami	4
10/69	Fire	North Miami	42
1/71	E.O.P.I.	Federal	640
10/71	Motor Vehicle Insp.	Miami	-

- 3 -

<u>Date</u>	<u>Function</u>	<u>Municipality</u>	<u># of Employees</u>
10/71	Fire	Bal Harbor	10
10/71	Fire	Bay Harbour Islands	7
11/71	Library	Miami	220
5/72	Jail	Miami	42
10/72	Municipal Court (Penal Section)	Miami	13
10/72	Motor Vehicle Insp.	Hialeah	13
10/72	Fire	North Bay Village	6
10/72	Fire	Opa-Locka	14
3/73	Fire	Surfside	7
4/73	Water & Sewer Authority	Miami	460
/74	Voter Registration	All Municipal Elections	
10/74	Motor Vehicle Insp.	Miami Shores	6
1/75	Library	Homestead	4
7/75	Water & Sewer	Sweetwater	2
10/75	Fire Department	Miami Shores	9
10/75	Fire Department	City of Sweetwater	6
10/75	Bus System	Coral Gables	60
12/76	Motor Vehicle Insp. Inspection Stations	Florida City Homestead	5
1/77	Courts	South Miami Opa-locka Coral Gables All Municipal Courts	3

Date	Function	Municipality	# of Employees
10/71	Fire		10
10/71	Fire		7
11/71	Library	Miami	220
2/72	Jail		12
10/72	Municipal Court (Penal Section)	Miami	13
10/72	Motor Vehicle Insp.	Hialeah	13
10/72	Fire	North Bay Village	6
10/72	Fire	Opa-Locka	14
3/73	Fire	Sutcliffe	7
4/73	Water & Sewer Authority	Miami	480
7/74	Voter Registration	All Municipal Elections	
10/74	Motor Vehicle Insp.	Miami Shores	6
1/75	Library	Homestead	4
7/75	Water & Sewer	Sweetwater	2
10/75	Fire Department	Miami Shores	9
10/75	Fire Department	City of Sweetwater	6
10/75	Bus System	Coral Gables	60
12/76	Motor Vehicle Insp. Inspection Stations	Florida City Homestead	2
1/77	Courts	South Miami Opa-Locka Coral Gables All Municipal Courts	3

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

Public Administration Service (1954) - Recommendations

included:

- (a) Creation of area-wide government in Dade County for the purposes of performing those functions best performed on a regional basis;
- (b) Retention of municipal governments to perform those functions "essentially of local character";
- (c) Encouragement of annexing unincorporated urban areas into existing municipalities or "to seek incorporation for the provision of their own services";
- (d) Delivery of local services outside incorporated areas through the financing of user charges or special service districts;
- (e) Election of legislative body chosen at large from specific representative districts of comparable population, plus representative elected from municipalities which possess at least eight percent of the metropolitan population - "Thus both the general public and the cities of suitable status would be represented in the metropolitan government";
- (f) Development of a local charter to define pattern of government, duties, responsibilities and authority of the metropolitan government retaining the functions and rights of the existing county

- 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 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/RANN

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-

mental role they play in the metropolitan area determines the extent of the burden placed on it."

Chamber of Commerce/League of Municipalities (1961) - Findings
included:

- (a) Dade County could increase its revenue by incorporating the unincorporated area producing approximately \$6,500,000 from utility taxes, related cigarette taxes and increased occupational licenses;
- (b) Utility taxes and waste remand charges should be tapped by local governments as a revenue source and could be accomplished without "undue burden" on the taxpayers;
- (c) Establishment of the Metropolitan Court has resulted in a net loss of \$640,000 to the municipalities;
- (d) "The most significant finding concerned the expenditure by the county government for services of primary and sometimes exclusive benefit to the residents of the unincorporated area In other words, the municipal residents pay on the average \$4.28 per year for services which are available only in the unincorporated areas."

APPENDIX G

DADE COUNTY PER CAPITA
EXPENDITURE COMPARISONS

DADE COUNTY
 PER CAPITA EXPENDITURE COMPARISON
 MAJOR CITIES
 1975 - 1976

Selected Functions	Miami \$	Hialeah \$	Miami Beach \$	North Miami \$	Coral Gables \$	North Miami Beach \$	Others \$	Total All \$
Police	62.80	46.03	91.21	39.08	99.29	47.62	59.47	62.79
Fire	37.51	27.78	38.29	-	56.74	33.61	10.06	31.01
Parks	36.90	7.94	105.85	20.69	40.19	11.20	11.89	34.69
Refuse/Waste	30.24	17.46	31.53	20.69	44.92	36.41	31.10	28.99
Streets/Highways	13.09	8.73	13.51	4.60	26.00	5.60	25.61	14.05
Engineering	13.09	-	5.63	-	4.73	-	-	6.58
Participant & Spectator Recreation	13.38	6.35	36.04	13.79	35.46	-	36.57	18.60
TOTAL INCLUDING ALL OTHER	369.50	240.23	637.02	270.71	470.62	461.71	416.08	390.57

Source: State of Florida Local Government Financial Report: 1975-76

APPENDIX H
DADE COUNTY MUNICIPAL
REPRESENTATION
1977

DADE COUNTY
MUNICIPAL REPRESENTATION
1977

	Number of Commissioners	Population 1976	Population per Commissioner
Miami	4	343,977	85,994
Hialeah	7	126,125	18,017
Miami Beach	6	88,850	14,808
North Miami	4	43,544	10,886
Coral Gables	4	42,284	10,571
N. Miami Beach	6	35,736	5,956
Homestead	6	20,351	3,392
Opalocka	4	13,782	3,446
Miami Springs	4	12,722	3,181
South Miami	4	11,365	2,841
Miami Shores	4	9,026	2,255
Sweetwater	7	6,655	951
West Miami	5	5,589	1,118
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	2,642	660
Virginia Gardens	5	2,447	489
Bal Harbour	4	2,155	539
El Portal	6	2,084	347
Hialeah Gardens	5	1,002	200
Golden Beach	5	875	175
Medley	4	557	139
Indian Creek	4	89	22
Pennsuko	5	51	10
Islandia	4	8	
 DADE COUNTY	 8	 1,449,300	 181,163

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