The Government of

METROPOLITAN MIAMI

Mr. Claude A. Rustad 1/14/55

THE GOVERNMENT

OF

METROPOLITAN MIAMI

CRANDON PARK, ONE OF DADE COUNTY'S FINE PUBLIC BEACHES

THE GOVERNMENT OF METROPOLITAN MIAMI

PUBLIC ADMINISTRATION SERVICE

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Foreword

The problem of government in Metropolitan Miami has been the subject of increasing concern in recent years. In 1945, 1947 and 1953, city-county consolidation proposals were advanced and strong attempts were made to secure their adoption. The 1953 proposal would have abolished the City of Miami and would have assigned responsibility for its functions to the government of Dade County. When submitted to the voters of the City of Miami, this proposal—which brought 54,292 voters to the polls—failed of adoption by only 980 votes.

None of these recent proposals, including that of 1953, resulted from a survey of existing governments to ascertain inadequacies in their pattern and functioning; nor were the proposals developed with any special reference to experience elsewhere. Despite the narrowness of their approach, however, and in spite of some rather glaring deficiencies, these proposals did serve to awaken officials to the fact that there was a metropolitan problem and that the citizens of Metropolitan Miami were determined that it be resolved.

In July of 1953, immediately following the narrow defeat of the most recent proposal, the Miami City Commission created the Metropolitan Miami Municipal Board and directed it to: (1) make a thorough study of governments in Dade County; (2) determine what consolidation, merger, federation, or reorganization of governments was desirable in order to effect economies, improve efficiency, and facilitate the solution of metropolitan problems; and (3) draft and publish a plan of governmental improvement and necessary implementing legislation.

The Metropolitan Miami Municipal Board consists of twenty members, of

Metropolitan Miami Municipal Board

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DEPARTMENT OF GOVERNMENT

D. R. LARSON, Chairman

December 31, 1954

The Honorable George E. Holt, Chairman
Metropolitan Miami Municipal Board
Court House
Miami, Florida

Dear Judge Holt:

We are pleased to transmit herewith the findings and recommendations of the Public Administration Service relating to the governmental problem of Metropolitan Miami, 1954. The University of Miami, on March 9, 1954, was commissioned by the Board to serve as its agent in supervising such a fact-finding study.

We should like to make several observations in submitting this report:

1. We must comment on the fine relationship we have had with the Public Administration Service throughout this study. Their selection of Harry Toulmin to serve as Resident Consultant and Director of the study and their choice of supplementary staff was excellent and produced men of the highest caliber.

2. The intense interest in this report of the Field Supervisor of PAS, John D. Corcoran, was of tremendous help throughout the study.

3. We are pleased that the report as submitted, including the appendices, represents such a careful selection from the vast amount of material collected that it can serve not only as a factual report to the Board but as a popular report to the public as well.

4. We wish to compliment the Metropolitan Miami Municipal Board for the complete freedom given the University Committee and the Public Administration Service in the planning and the consummation of this study. The Board has left those of us concerned with the study so completely free that there cannot be any possible charge of influence or politics in this project and in this final report.

In conclusion, I should like to express my deep appreciation for the constant and scholarly cooperation of the members of our Committee on Municipal Research, Professors Serino, Sofen and Wood, our special appreciation to Mrs. Katherine Hudson, who as Executive Secretary of the Board, has served on our staff as liaison agent between the University Committee, the consultants and the Board.

We gratefully acknowledge the confidence you have placed in us in making us your agent for this survey. We have, in the process, learned much about research techniques and the problems of government in this area. We are confident this report will greatly assist the Board in finding solutions to the problems of government in this great metropolitan area with its limitless potentialities.

D. R. Larson

D. R. Larson, Chairman
Committee on Municipal Research

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December 31, 1954

Dr. Donald R. Larson, Chairman
Committee on Municipal Research
University of Miami
Coral Gables 46, Florida

Dear Dr. Larson:

Public Administration Service takes pleasure in transmitting herewith its report The Government of Metropolitan Miami. The submission of this report concludes the work contemplated by the contract between Public Administration Service and the University of Miami dated March 24, 1954.

The following members of the staff of Public Administration Service participated in the study of the governmental problems in Metropolitan Miami and in the preparation of this report:

John D. Corcoran
Donald R. Hunt
Thomas R. Jacobi
Charles S. James
Wendell G. Schaeffer
Harry T. Toulmin
Manuel Valles

The project was conducted under the general supervision of Mr. Corcoran, and Mr. Toulmin was the supervisor of the resident staff. This report was prepared principally by Dr. Schaeffer and Mr. Toulmin, with consulting assistance by Dr. Victor Jones of Wesleyan University. Mrs. Katherine Hudson, Executive Secretary of the Metropolitan Miami Municipal Board, provided invaluable assistance throughout the project.

To you and your colleagues on the University's Committee on Municipal Research, to Judge Holt and his associates on the Metropolitan Miami Municipal Board, and to the scores of public officials in Metropolitan Miami, Public Administration Service acknowledges with gratitude the cooperation extended to the survey staff.

Respectfully submitted,

H. G. Pope

Executive Director

whom eleven were named in the resolution creating the Board, one was appointed by the Board of Public Instruction, and eight were named by the Dade County League of Municipalities to represent all municipalities in Dade County. One vacancy exists, to be filled by a member of the Board of County Commissioners, should that body desire to participate.

In March, 1954, on approval of the Board, a contract was negotiated with the University of Miami, under which the latter's Department of Government was to supervise the fact-finding survey and formulate recommendations to the Board through employment of a nationally recognized consulting firm. For this purpose Public Administration Service was selected, and the following report presents its findings and recommendations regarding government in Metropolitan Miami.

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CHAPTER 1

Metropolitan Miami: Its Growth and Present Environment

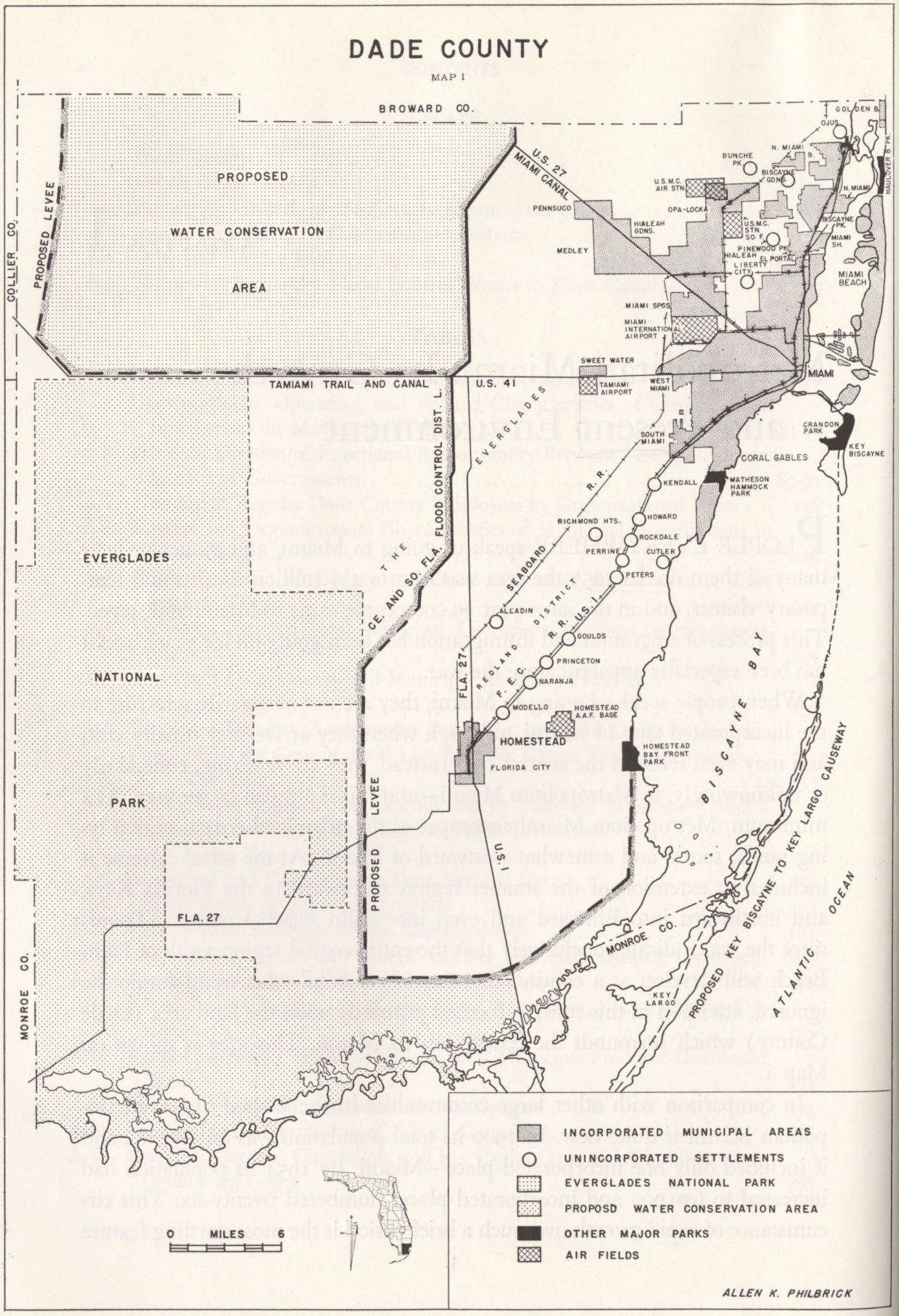
PEOPLE EVERYWHERE speak of going to Miami, and sooner or later many of them do. In 1953 the area was host to 3½ million tourists and temporary visitors, and in the same year 39,000 people came to Miami and stayed. This process of migration and immigration has been going on for years, and it has been especially apparent since the war.

When people speak of going to Miami, they are not necessarily referring to the incorporated City of Miami, although when they arrive they usually visit, and may even settle in the central city. Instead, they are referring, consciously or unknowingly, to Metropolitan Miami—and this is a much larger area. At a minimum, Metropolitan Miami encompasses the urbanized coastal region lying north, south, and somewhat westward of Miami. At the other extreme it includes an extension of the smaller region southward to the Florida Keys, and northward into Broward and even into Palm Beach Counties. Trends since the war indicate conclusively that the entire coastal region south of Palm Beach will develop as a continuous urban area. While this trend cannot be ignored, attention in this study is focused primarily upon the land area (Dade County) which surrounds the central city of Miami. This area is shown on Map 1.

In comparison with other large communities in the United States, Metropolitan Miami is quite new. In 1900 its total population was only 5,000, and it included only one incorporated place—Miami. By 1954 its population had increased to 650,000 and incorporated places numbered twenty-six. This circumstance of rapid growth over such a brief period is the most startling feature

DADE COUNTY

MAP 1



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of Metropolitan Miami. It is also the factor which has most strongly influenced the character of government in the area. Preparatory to a consideration of Miami's future, and attendant governmental problems, it is appropriate to review, briefly, the area's past development and the environment in which local government functions.

Natural Features

Metropolitan Miami is located at the southeast corner of Florida at the end of the peninsula. It is bounded on the east by the Atlantic Ocean, on the south by Monroe County and Florida Bay, on the west by Monroe and Collier Counties, and on the north by Broward County. The most important natural feature of this area is the weather. The most tropical climate on the mainland of the United States is found here; but due to strong trade winds from the ocean there is neither the heat nor the extreme rainfall of the tropics. The average annual temperature is 75.1 degrees with an average low of 67.9 degrees in January and a high of 82.1 in August. Average annual rainfall is 57.7 inches with the heaviest rainfall concentrated in September and October. This circumstance of an equable climate has contributed immeasurably to the popularity and growth of the area. But the weather is not wholly beneficent. The area lies in the tropical hurricane zone and is subject to occasional visits in late summer and early fall by tropical disturbances. These hurricanes are accompanied by heavy downpours and high winds capable of terrific damage. Low and unprotected areas are vulnerable also to wave action and to inundation. The United States Weather Bureau now operates a hurricane warning station in the area; and this service, coupled with improved building standards, has considerably reduced physical and property damage due to storms.

The Everglades, which form the western part of Dade County, have both good and bad characteristics. When properly protected they provide a reservoir of fresh water for the metropolitan area; and considerable progress in this direction has been made through joint federal, state, and local action. The Everglades are important, too, as a natural habitat for wildlife and for birds of varied and frequently rare species. Some 375,936 acres of Dade County Gladeland in the southwest corner of the county have been dedicated as a national park and attracted 206,773 tourists last year. At the same time, the Everglades are a breeding place for mosquitoes, and during periods of heavy

FLORIDA'S FAMOUS EVERGLADES

rainfall the Everglades constitute a natural lake. Neither drainage canals nor levees have been fully successful in controlling these waters and houses constructed on Gladeland without adequate fill are periodically flooded.

Another significant natural feature of the area is a ridge of land which parallels the coast from Broward County south to Miami and which then turns southwestward to terminate in the vicinity of Homestead. This coastal ridge forms a natural barrier between the ocean to the east and the Everglades to the west. It also contains most of the better (pine and palmetto) land for building purposes, and in its southern extremities it provides the best agricultural land in the area.

East of the mainland lies Biscayne Bay. In its natural state the bay was a long shallow pool of crystal clear water, but it has long since been contaminated by sewage. Enclosing the bay from the ocean are a peninsula, islands, and keys, with lovely ocean beaches. In this area have developed some of the most fabulous resort accommodations in America.

Early History

This region was once Seminole Indian Territory and remnants of this race still live in the Everglades. The county was named for Major Francis L. Dade who was massacred with his command in 1835 at the start of the second Seminole War. It was created under the territorial government in 1836, and when Florida was admitted as a state in 1845, the county contained fewer than 150 white residents.

It was not until 1896 that the area commenced to flourish. In that year the Florida East Coast Railroad arrived on the banks of Miami River, connecting the area, by land, with northern Florida. In the same year Miami was incorporated with a modest area of 4.5 square miles and 502 voters.

Urban Expansion

Urban development immediately following 1896 was concentrated in and around Miami. Subsequent development was along the coastal ridge north and south of the city, on the peninsula, islands, and keys which enclose the northern reaches of Biscayne Bay, and on man-made islands within the bay. In recent years there has been considerable encroachment into the lowlands of the Everglades.

The Period 1896–1926

Immediately following the arrival of the railroad in Miami, urban growth was confined to that vicinity, but as the tracks were extended into the rich agricultural lands of south Dade, settlements sprang up along the way. The most vigorous was Homestead, and in 1913 this community incorporated a vast area extending from the Everglades to Biscayne Bay. Three years later the community of Florida City, fearing annexation by its ambitious neighbor, incorporated one-and-a-half square miles of adjacent land. Along the railroad right-of-way just south of Miami, development was commencing in what is now South Miami, and the first significant land subdivisions in that community occurred in 1913 and 1915. These communities developed initially as agricultural processing, shipping, and trading centers.

In the meantime development had started on Miami Beach. The first causeway to the island was constructed in 1913, and three separate companies proceeded to clear, fill, and landscape for high class development, what had previously been mostly mangrove swamp. This venture was attended by a nation-wide publicity campaign, but although the new community was incorporated in 1915, promotional efforts met with little success until the early 1920's. By that time national interest in Miami, Miami Beach, and in Florida generally, had been thoroughly aroused—and the Florida land boom was on.

The success of the Miami Beach venture, and soaring land values in Miami and on the Beach, prompted another company to subdivide the ranch land lying northwest of Miami. This development was intended to be a community for people of modest means and in 1925 it was incorporated as the City of Hialeah. Dog and horse racing were introduced as part of the promotional campaign for Hialeah and attracted thousands of visitors to the new city. As early as 1922, $100,000 worth of construction was in progress.

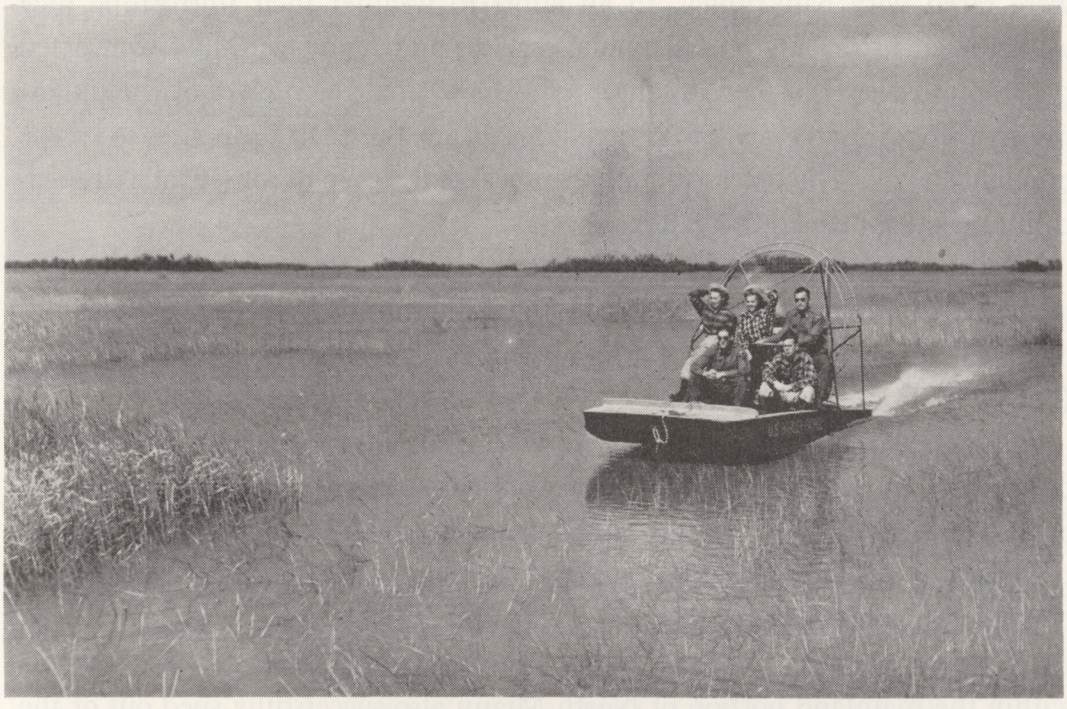
Having met with success in the case of Hialeah, the same developer subdivided and promoted Opa-locka and Miami Springs. Both were incorporated in 1926. Opa-locka was intended to be a city for retirees. Miami Springs (originally known as Country Club Estates) was planned as a high class residential community for professional and business people.

On the grove land southwest of Miami another high class, and basically residential community, had been planned and was being widely promoted. This was Coral Gables, "the city beautiful," with lovely entranceways, tree-shaded drives, golf courses, a canal to the bay, and plans for a great university to serve the Americas. Coral Gables was incorporated in 1925. In the following year the community of South Miami, fearing annexation by Coral Gables or Miami, incorporated a large area in its present vicinity.

The boom was in full swing in Miami as well as in the outlying areas, and in 1925 the central city annexed the previously incorporated communities of Coconut Grove and Silver Bluff as well as a considerable amount of still unincorporated area lying north of the city as far as 121st Street.

North of this new boundary of Miami another community had formed. It was incorporated in 1926 as Miami Shores, but its name was later changed to North Miami. Included within its corporate limits was the area lying between 121st and 167th Streets and extending from northwest 17th Avenue, across the new causeway at 123rd Street to the Atlantic Ocean.

Still farther north a grandiose scheme was developing at the Town of Ful-



IN FLOOD SEASON THE EVERGLADES BECOME A "SEA OF GRASS."

ford (now North Miami Beach). This subdivision included, in addition to residential properties, a municipal park, casino, speedway, radio station, power house, and water pumping station. A $3 million hotel and a university were planned. Fulford was incorporated in 1926. In the same year, and still farther north along the Florida East Coast Railroad, the town of Ojus was incorporated.

The Bubble Bursts: Readjustment

There were portents of disaster earlier, but the bubble created by speculation and inflation burst during the spring and summer of 1926. Metropolitan Miami was still reeling under this financial catastrophe when, on September 18, the area was struck by the worst tropical hurricane in its recorded history. The physical destruction wrought by this latter catastrophe was incalculable. The two misfortunes combined, and in such quick succession, temporarily halted the growth of the area and had far-reaching effects on the metropolitan community.

Existing governments, their tax base wrecked, either on paper or in fact,

were faced with bankruptcy. In an effort to weather their misfortune they were forced to sharply curtail public services and many willingly contracted their boundaries. In other instances, citizens availed themselves of the opportunity, through quo warranto proceedings, to sue out their properties to escape municipal taxes. The patch quilt appearance on the map of some Dade municipalities is attributed to this latter process.

During 1931–32, Miami withdrew its jurisdiction from much of the area to the north which it had annexed in 1925, but out of this area there was immediately formed the present Miami Shores and Biscayne Park, and later (1937) El Portal.

The causeway joining North Miami with its island properties was destroyed during the hurricane. In 1930 the courts ruled in favor of beach property owners that their property, no longer being contiguous with North Miami, could not be a part of that city. Out of these island properties were later incorporated the communities of Surfside (1935), Indian Creek Village (1939), Bal Harbour (1946), and Bay Harbor Islands (1947). Other property owners within the mainland portion of North Miami also successfully sued out of the municipality.

A similar process was taking place in Fulford. The casino, radio station, and much of the developed area of that town was destroyed by the hurricane and many citizens were able to withdraw to escape taxes. In 1931, a charter was issued to the City of North Miami Beach, dissolving the Town of Fulford, and expanding its boundaries to include the ocean front. But property owners on the ocean withdrew from the incorporation the same year.

Ojus, which had been incorporated in 1926, was dissolved by act of the legislature in 1935, and the Board of County Commissioners arranged to discharge, eventually, the obligations which the municipality had voted. The dream of a community of retirees in Opa-locka died abruptly, and this town lapsed into inaction until a Naval Reserve Station was constructed there in the early 1930's.

Adjustments were taking place, also, in the area south of Miami. Homestead, which had been hard hit by the hurricane, contracted its area to its present 2.6 square miles. The adjoining community of Florida City practically lay dormant until World War II. In 1931, South Miami voted itself out of existence, but it had made inadequate provision for debt service and after a few chaotic months it was forced to resume operations. In 1933 this town contracted its area from six to 3⅛ square miles and between 1935 and

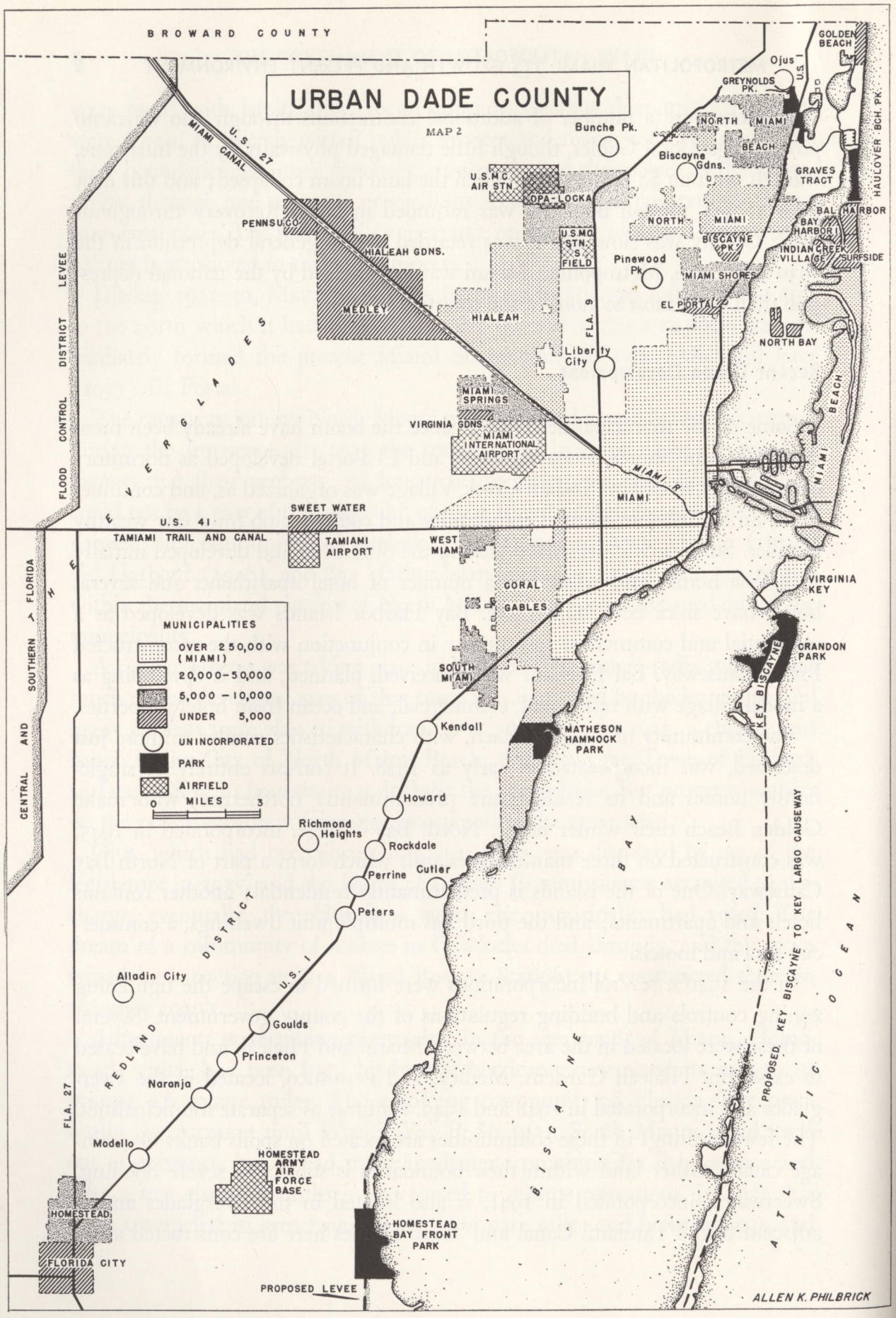
1941 there were a number of additional contractions through quo warranto proceedings. Coral Gables, though little damaged physically by the hurricane, was left with an $8 million debt when the land boom collapsed; and this debt grew to $11 million before it was refunded in 1937. Recovery throughout Dade County was slow and it was retarded by the general depression in the 1930's. Even so, Metropolitan Miami was less affected by the national depression than were most sections of the country.

Recent Urban Development

Some of the municipalities created since the boom have already been mentioned. Miami Shores, Biscayne Park, and El Portal developed as dormitory communities to Miami. Indian Creek Village was organized as, and continues to be, an exclusive residential community and country club for a few wealthy families. Surfside was organized around the Surf Club and developed initially with fine homes and villas, but a number of hotel apartments and several hotels have since been built there. Bay Harbor Islands was developed as a residential and commercial community in conjunction with the reconstructed Broad Causeway. Bal Harbour was conceived, planned, and is developing as a model village with residential, commercial, and ocean front hotel properties.

The community of Golden Beach, with characteristics similar to those just described, was incorporated as early as 1928. It consists entirely of single-family homes and its residents are predominantly northerners who make Golden Beach their winter home. North Bay Village, incorporated in 1945, was constructed on three man-made islands which form a part of North Bay Causeway. One of the islands is predominantly residential; another contains hotels and apartments; and the third has multiple unit dwellings, a commercial area and motels.

In the 1940's, several incorporations were formed to escape the tightening zoning controls and building regulations of the county government. Several of these were located in the area between Miami and Hialeah and have ceased to exist. But Hialeah Gardens, Medley, and Pennsuco, located in the Everglades and incorporated in 1948 and 1949, continue as separate municipalities. The few dwellings in these communities are located on spoils banks of drainage canals. Other land within their boundaries is subject to severe flooding. Sweetwater, incorporated in 1941, is also located in the Everglades and is adjacent to the Tamiami Canal and Trail. Homes here are constructed away


URBAN DADE COUNTY
MAP 2
BROWARD COUNTY
MIAMI CANAL
U.S. 27
PENNSUCO
HIALEAH GDNS.
MEDLEY
HIALEAH
U.S.M.C. AIR STN.
OPA-LOCKA
U.S.M.C. STN. S. FIELD
FLA. 9
Bunche Pk.
Biscayne Gdns.
Pinewood Pk.
Liberty City
MIAMI SPRINGS
VIRGINIA GDNS.
MIAMI INTERNATIONAL AIRPORT
SWEET WATER
TAMIAMI AIRPORT
WEST MIAMI
U.S. 41
TAMIAMI TRAIL AND CANAL
MIAMI
MIAMI R.
CORAL GABLES
SOUTH MIAMI
Ojus
GREYNOLDS PK.
NORTH MIAMI BEACH
GRAVES TRACT
GOLDEN BEACH
HAULOVER BCH. PK.
BAL HARBOR
BAY HARBOR
INDIAN CREEK VILLAGE
SURFSIDE
NORTH MIAMI
BISCAYNE PK.
MIAMI SHORES
EL PORTAL
NORTH BAY
MIAMI BEACH
VIRGINIA KEY
CRANDON PARK
KEY BISCAYNE
MATHESON HAMMOCK PARK
Kendall
Howard
Richmond Heights
Rockdale
Perrine
Cutler
Peters
Alladin City
Goulds
Princeton
Naranja
Modello
HOMESTEAD ARMY AIR FORCE BASE
HOMESTEAD
FLORIDA CITY
HOMESTEAD BAY FRONT PARK
PROPOSED LEVEE
FLA. 27
REDLAND DISTRICT
U.S. 1
PROPOSED KEY BISCAYNE TO KEY LARGO CAUSEWAY
BISCAYNE BAY
ATLANTIC OCEAN
EVERGLADES
CENTRAL AND SOUTHERN FLORIDA FLOOD CONTROL DISTRICT LEVEE
MUNICIPALITIES
OVER 250,000 (MIAMI)
20,000-50,000
5,000 - 10,000
UNDER 5,000
UNINCORPORATED
PARK
AIRFIELD
0 MILES 3
ALLEN K. PHILBRICK

from the canal and are subject to serious flooding. During the flood of 1947, thirty inches of water stood all over Sweetwater. These four communities, Medley, Hialeah Gardens, Pennsuco, and Sweetwater, are organized under the general corporation laws of the state. This type of incorporation was estopped in 1949 with the passage of a special act requiring that all future incorporations within Dade County be by charter issued by the legislature.

The remaining two municipalities in Dade County, West Miami and Virginia Gardens, were both incorporated in 1947. Part of the original town of Virginia Gardens was purchased by the county for expansion of the International Airport. The remaining area has developed as residential property. West Miami was incorporated to avoid annexation by Miami and to secure freedom from the county with respect to the issuance of liquor licenses. Recently it has been developing as a quieter residential community with a high percentage of veterans as home owners.

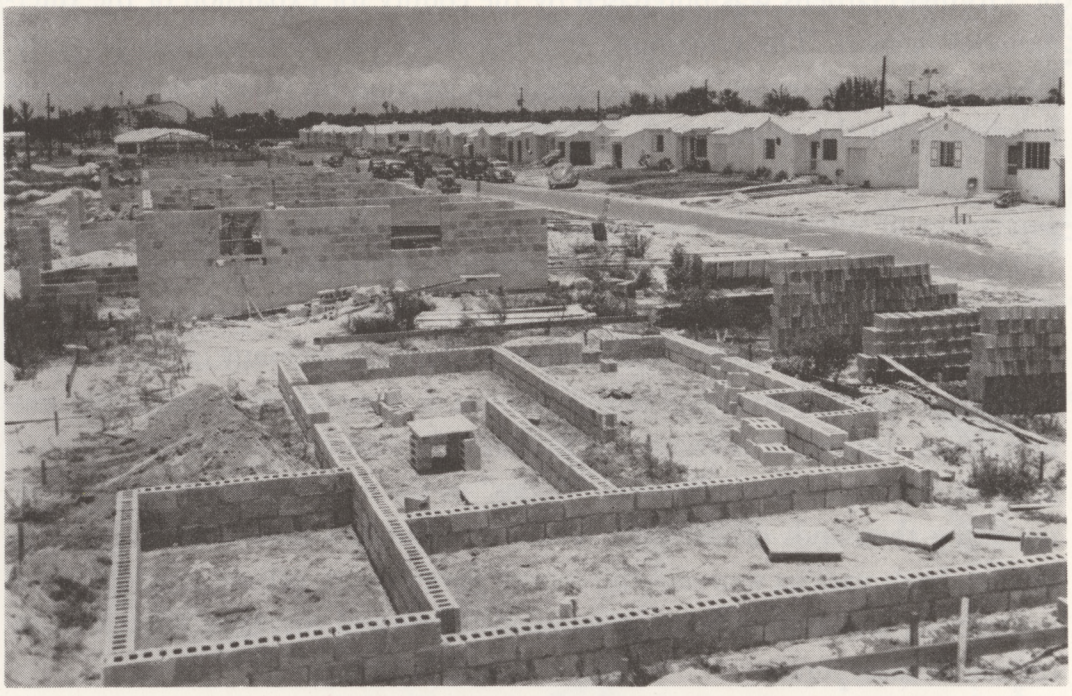
The patch quilt arrangement of municipal areas as seen on Map 2 does not mean that only the incorporated communities within Metropolitan Miami are heavily urbanized. In recent years urban development in many of the intervening unincorporated areas has become almost as complete as in adjoining municipalities. Indeed, it is becoming increasingly common in the metropolitan area for developers to create whole "cities" in the unincorporated area accommodating thousands of residents. These communities receive municipal type services from various sources—the county government, private developers and contractors, and from adjoining municipalities—and therefore have little incentive to incorporate.

Population Growth and Building Development

Miami today is a large metropolitan area. It has almost as many inhabitants as metropolitan Pittsburgh, metropolitan Providence, or metropolitan Atlanta. Four years ago it was a medium-sized metropolitan area. Fourteen years ago it was a small metropolitan area; and 34 years ago it was so sparsely settled that it did not even qualify as the smallest of metropolitan areas. No other metropolitan area in the United States has grown in a third of a century from 43,000 to over 600,000 inhabitants. The growth of a small town by one-half million people in one generation, with indications that another half million will be added to the population in less than another generation, has been and

will continue to be the principal factor affecting the development and government of metropolitan Miami.

The trend of growth of Metropolitan Miami over a 14 year period (1940–1954) is compared in Exhibits 1 and 2 with metropolitan areas of approximately the same size. In Exhibit 1, the comparison is with 14 areas whose population was comparable to Miami's in 1940. Only the rate of growth for San Diego is slightly in excess of that for Miami in this comparison. In Exhibit



NEW HOMES FOR GREATER MIAMI

2, the comparison is made with 10 areas with comparable populations in 1950. In this case, Metropolitan Miami had grown at a rate twice that of its nearest competitor, San Antonio.

During the past four years, over 64,000 new dwelling units have been constructed in the metropolitan area. In the last fourteen years, over 154,000 such units have been built. In two metropolitan areas, Houston and Pittsburgh, approximately the same number of units have been constructed since 1940; but both of these areas have a larger population than Miami. The number of dwelling units constructed since 1940 in Metropolitan Miami exceeds the number built in any other metropolitan area of over 500,000 population ex-

EXHIBIT 1

STANDARD METROPOLITAN AREAS
WITH POPULATIONS BETWEEN 200,000 AND 300,000 IN 1940

14 Years Growth Trend, 1940–1954

(In hundreds of thousands)

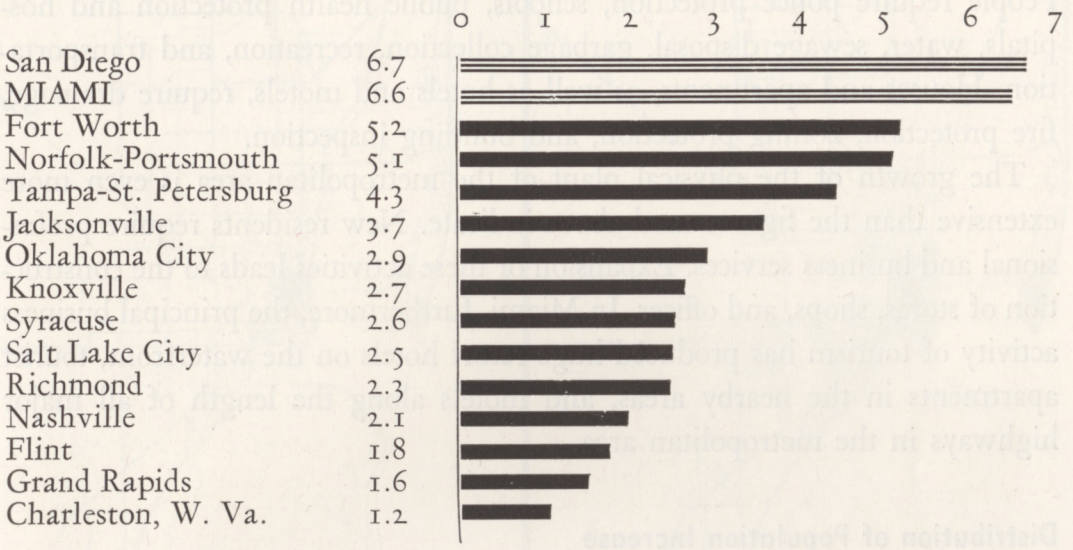
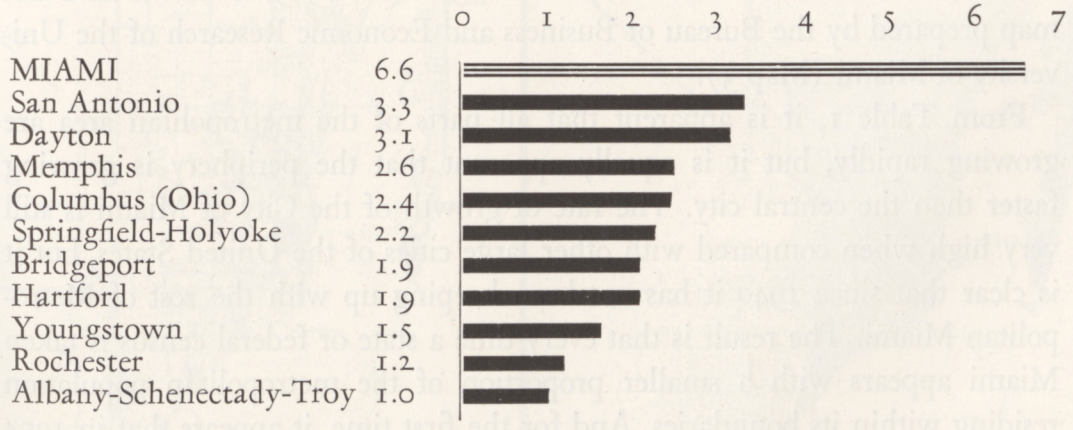


EXHIBIT 2

STANDARD METROPOLITAN AREAS
WITH POPULATIONS BETWEEN 450,000 AND 550,000 IN 1950

14 Years Growth Trend, 1940–1954

(In hundreds of thousands)



cept the very populous areas of Chicago, Detroit, Los Angeles, New York, Philadelphia, San Francisco-Oakland, and Washington, D. C.

Since 1950 then, to use a very short period as an example of a perennial problem in Miami, over 155,000 new residents have had to be absorbed into the community and provided with public and private services and facilities. People require police protection, schools, public health protection and hospitals, water, sewage disposal, garbage collection, recreation, and transportation. Houses and apartments, as well as hotels and motels, require drainage, fire protection, zoning protection, and building inspection.

The growth of the physical plant of the metropolitan area is even more extensive than the figures used above indicate. New residents require professional and business services. Expansion of these activities leads to the construction of stores, shops, and offices. In Miami, furthermore, the principal business activity of tourism has produced huge resort hotels on the waterfront, tourist apartments in the nearby areas, and motels along the length of all major highways in the metropolitan area.

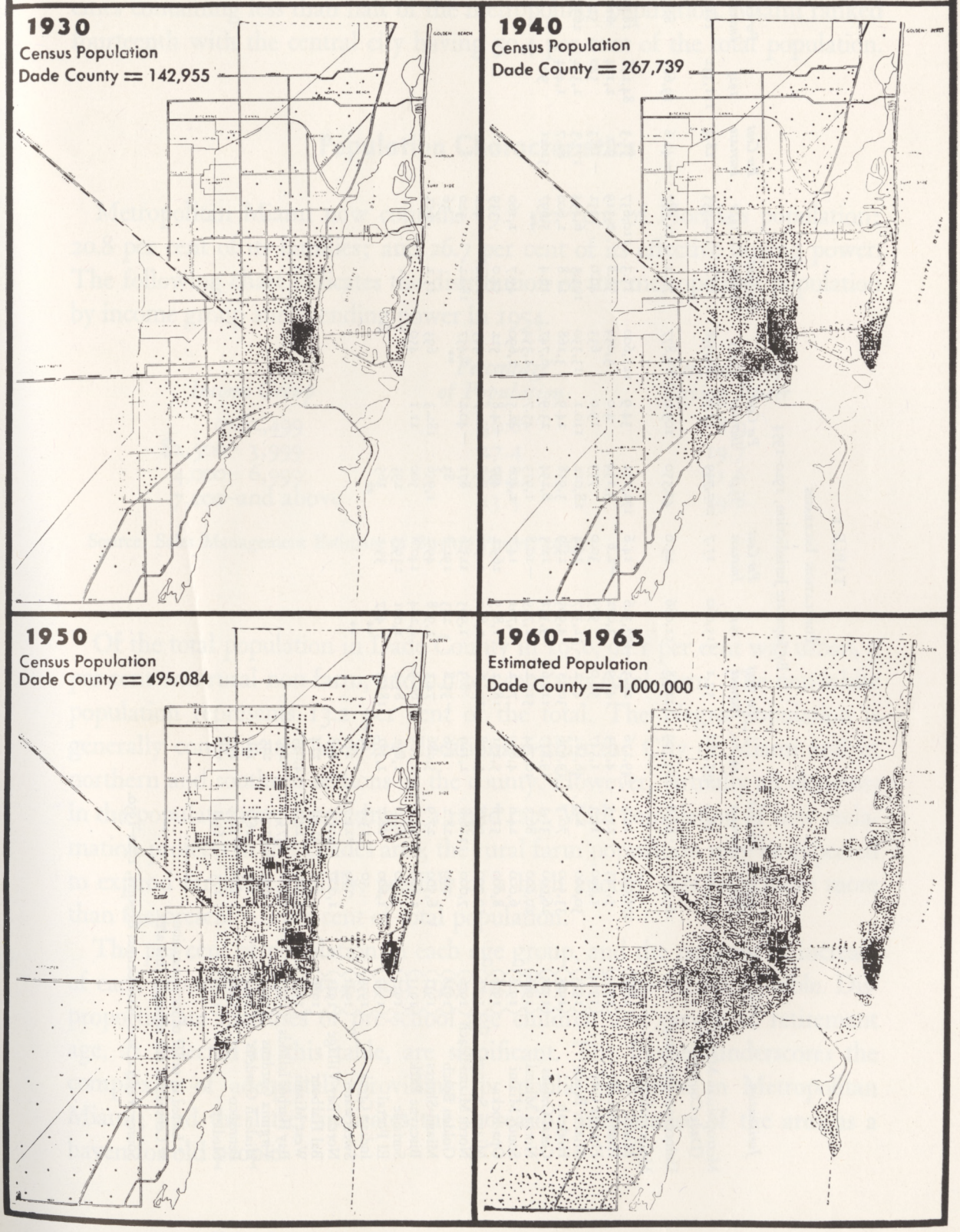
Distribution of Population Increase

All parts of the urbanized area of Metropolitan Miami have shared in its growth. Table 1 shows the population of Dade County, the unincorporated area, and of the municipalities at the end of each five-year period since 1920. It also contains the percentage increase during each period. The growth and distribution of the metropolitan population in 1930, 1940, and 1950, with its estimated distribution sometime between 1960 and 1965, is shown in a dot map prepared by the Bureau of Business and Economic Research of the University of Miami (Map 3).

From Table 1, it is apparent that all parts of the metropolitan area are growing rapidly, but it is equally apparent that the periphery is growing faster than the central city. The rate of growth of the City of Miami is still very high when compared with other large cities of the United States, but it is clear that since 1940 it has not been keeping up with the rest of Metropolitan Miami. The result is that every time a state or federal census is taken Miami appears with a smaller proportion of the metropolitan population residing within its boundaries. And for the first time, it appears that in 1954 more than half of the residents of Metropolitan Miami (57.8%) live outside the central city (Exhibits 3 and 4). This is part of a nationwide trend that

POPULATION GROWTH OF THE GREATER MIAMI AREA

MAP 3



University of Miami Bureau of Business and Economic Research

TABLE 1

POPULATION INCREASES

By Separate Jurisdiction, 1920–1954

Jurisdiction		*1954* (Est.)	*Per Cent Increase*	*1950*	*Per Cent Increase*	*1945*	*Per Cent Increase*	*1940*	*Per Cent Increase*	*1935*	*Per Cent Increase*	*1930*	*Per Cent Increase*	*1925*	*Per Cent Increase*	*1920*
Metropolitan Miami (Dade County)		650,000	31.3	495,084	57.1	315,060	17.7	267,739	47.9	180,998	26.6	142,955	28.4	111,332	161.1	42,753
Unincorporated Area		183,000	66.8	109,709	114.8	51,086	23.0	41,550	109.0	19,877	70.2	11,687	−40.6	19,683	81.0	10,876
Municipalities:*																
Miami	(1896)	275,000	10.3	249,276	26.3	197,326	14.6	172,172	34.9	127,600	15.3	110,637	31.3	84,258	184.9	29,571
Homestead	(1913)	5,743	25.5	4,573	48.9	3,072	−2.6	3,154	4.0	3,034	30.8	2,319	9.7	2,114	61.7	1,307
Florida City	(1914)	1,800	16.3	1,547	58.0	979	30.0	753	19.0	633	40.0	452	−16.3	540	52.1	355
Miami Beach	(1915)	50,000	8.0	46,282	43.2	32,327	15.4	28,012	110.1	13,330	105.3	6,494	177.3	2,342	263.7	644
Hialeah	(1925)	33,500	70.3	19,676	300.1	4,905	23.9	3,958	24.9	3,168	21.8	2,600	80.7	1,494		
Coral Gables	(1925)	26,000	31.3	19,837	112.6	9,332	12.5	8,294	23.9	6,747	18.4	5,697	510.1	901		
North Miami	(1926)	20,000	86.3	10,734	510.2	1,759	−10.8	1,973	45.7	1,354		**				
South Miami	(1926)	6,000	24.8	4,809	74.2	2,761	14.7	2,408	42.5	1,690	45.7	1,160				
Opa-locka	(1926)	8,000	51.8	5,271	187.2	1,835	269.2	497	−4.8	522	54.0	339				
Miami Springs	(1926)	10,000	95.8	5,108	174.6	1,860	107.1	898	102.7	443	10.2	402				
North Miami Beach	(1926)	7,000	228.8	2,129	8.3	1,965	125.6	871	−40.2	1,457	180.2	520				
Golden Beach	(1928)	200	28.2	156	−35.8	243	192.8	83		**		36				
Miami Shores	(1931)	6,500	27.9	5,086	74.3	2,918	49.2	1,956	182.3	693	13.2	612				
Biscayne Park	(1931)	2,500	24.4	2,009	66.9	1,204	140.8	500	11.1	450						
Surfside	(1935)	3,000	62.0	1,852	85.0	1,001	239.3	295								
El Portal	(1937)	1,600	16.7	1,371	181.5	487	33.2	365								
Indian Creek	(1939)	50	13.6	44		**		**								
Sweetwater	(1941)	280	21.7	230		**										
North Bay Village	(1945)	1,000	405.1	198												
Bal Harbour	(1946)	950	324.1	224												
West Miami	(1947)	5,000	24.1	4,043												
Bay Harbor Islands	(1947)	1,400	373.0	296												
Virginia Gardens	(1947)	1,200	410.6	235												
Hialeah Gardens	(1948)	175	16.7	150												
Pennsuco	(1949)	110	−17.3	133												
Medley	(1949)	175	65.1	106												

* Listed in order of incorporation.
** Census did not separate this area.

Source: Federal and State Census Reports, 1920–1950.

has been observed in every metropolitan area since 1920. Of the 42 metropolitan areas with a population in 1950 of over 400,000, thirteen had central cities containing less than half of the metropolitan population. Miami ranked fourteenth with the central city having 50.4 per cent of the total population.

Population Characteristics

Metropolitan Miami now contains 19.7 per cent of Florida's population; 20.8 per cent of its families; and 26.7 per cent of its effective buying power. The following chart indicates the distribution of the metropolitan population by income group and spending power in 1954.

Income Group	*Percentage of Population*	*Percentage of Buying Power*
0–$2,499	30.8	8.9
$2,500– 3,999	27.4	19.7
4,000– 6,999	28.3	31.6
7,000–and above	13.5	39.8

Source: Sales Management Estimate of Buying Power, 1954.

Of the total population in Dade County in 1950, 94.1 per cent was urban, 5 per cent was rural non-farm, and 0.9 per cent was rural farm. The non-white population represents 13.2 per cent of the total. The Negro population is generally concentrated in a few locations within the City of Miami and in northern and southern sections of the county. However, virtually all elements in the population are increasing at a rapid rate. With completion of new reclamation projects in the Glades area, the rural farm population may be expected to expand far more rapidly, possibly at a high enough rate to achieve more than the present 0.9 per cent of total population.

The per cent of population in each age group, and the per cent of increase of each group between 1940 and 1950 are shown in the following table. Disproportionate increases of pre-school age children and people of retirement age, as reflected in this table, are significant. The former underscores the complexity of adequately providing for public education in Metropolitan Miami; and the latter indicates the increasing importance of the area as a haven for old people.

EXHIBIT 3

PROPORTION OF METROPOLITAN POPULATION IN MIAMI, OTHER INCORPORATED MUNICIPALITIES, AND UNINCORPORATED AREAS, 1920–1954

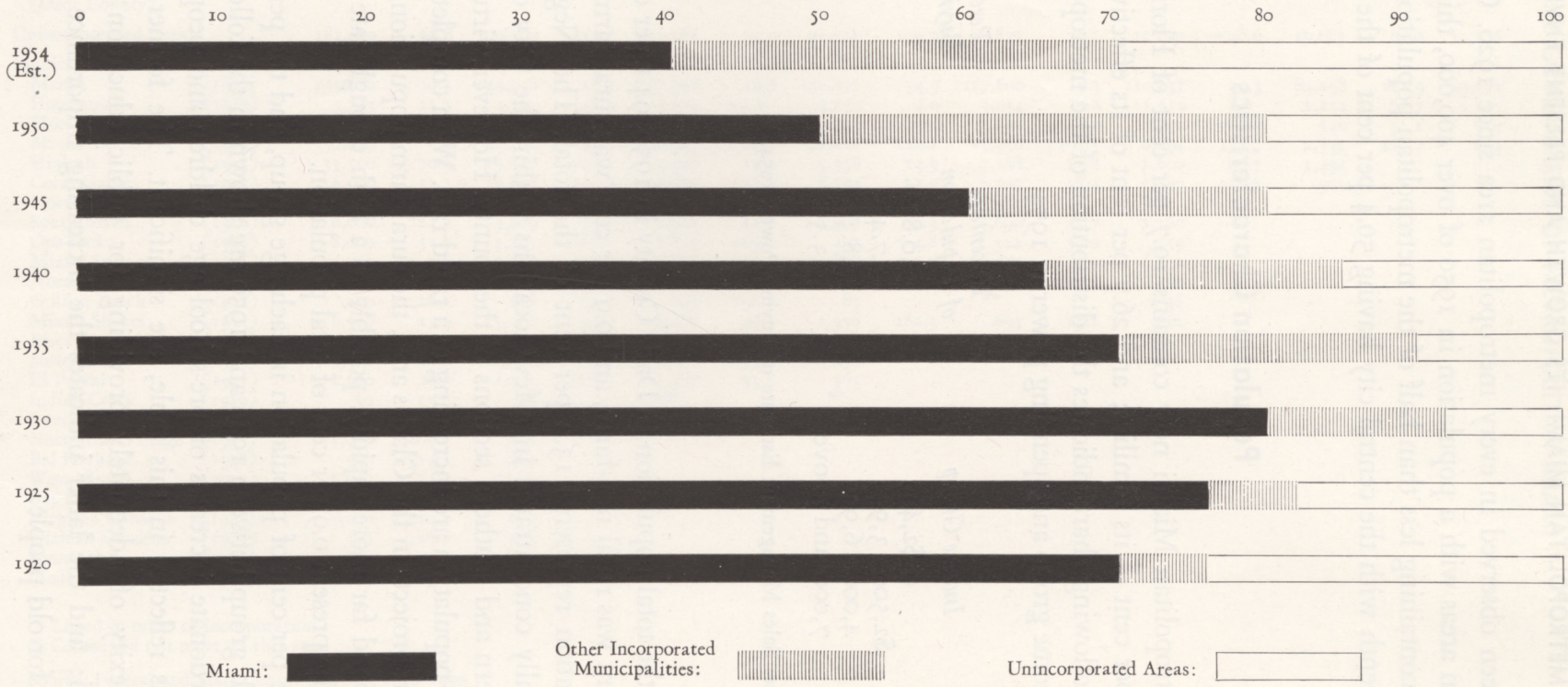
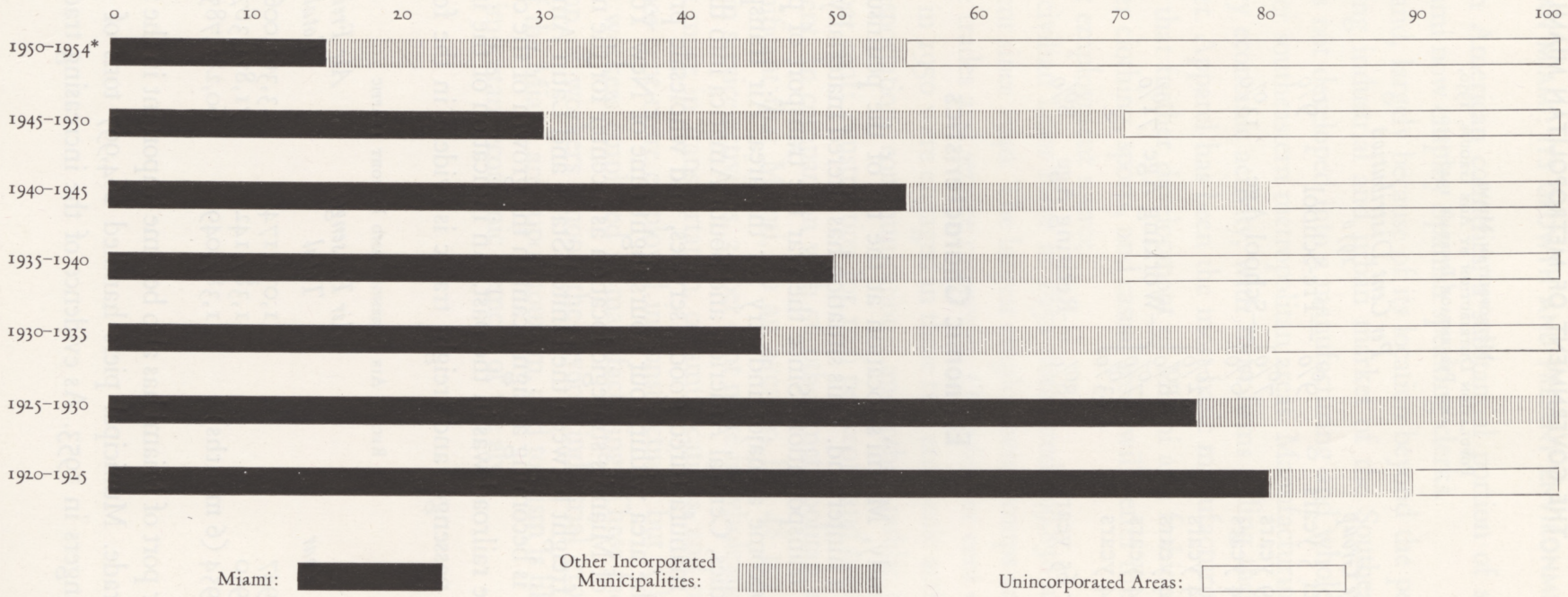


EXHIBIT 4

PROPORTION OF TOTAL POPULATION INCREASE IN MIAMI, OTHER INCORPORATED MUNICIPALITIES, AND UNINCORPORATED AREAS 1920–1954



* Estimate.

METROPOLITAN MIAMI
POPULATION DISTRIBUTION BY AGE GROUPS, 1950,
AND PERCENTAGE INCREASE 1940–1950

Age Group	*Per Cent Distribution 1950*		*Percentage Increase 1940–1950*
Under 5 years	9% —Pre-School	9%	168%
5– 9 years	7%		
10–14 years	6% —School Age	13%	76%
15–24 years	12%		
25–34 years	18%		
35–44 years	17% —Working Age	71%	76%
45–64 years	23%		
Over 65 years	8% —Retiring Age	8%	119%

Economic Characteristics

Until recently, Miami's location at the tip of the peninsula meant that it was without a hinterland. This situation has altered materially with the change in modes of transportation. Since the war the transport of people and goods by air has become a major industry for the area. Air transport has brought the West Indies, Central America, and South America into the Miami market for tourists, manufactured goods, services, and wholesale products. Aviation has placed the area within four hours flight time of New York and Chicago, and because of Miami's strategic location as a center for the movement of passengers and freight between the United States and Latin America, this industry's growth is becoming as significant in the growth of the community as the arrival of the railroad was in the past. An indication of the increasing importance of air passenger and freight traffic is evident in the following table.

RECENT AIR PASSENGER AND FREIGHT TRAFFIC

Year	*Air Passenger Total*	*Air Freight Total*
1947	1,034,174	33,362,006 Lbs.
1950	1,387,142	71,871,367 "
1954 (6 months)	1,387,049	60,282,785 "

The water port of Miami has also become important in the tourist and Latin American trade. Municipal piers handled 264,997 tons of cargo and some 84,000 passengers in 1953. As evidence of the increasing trade, by water and

by air, with Latin American countries, a substantial portion of service and retail firms in Miami now employ Spanish speaking clerks.

On the other hand, largely because of its location beyond the periphery of the rapidly growing industrial and urban market of the Southeast, Metropolitan Miami has not developed into a manufacturing and wholesale center comparable to other southeastern metropolitan areas. Manufacturing has been largely a secondary economic activity, with most firms selling their products in the local market. Apparel has been the most basic manufacturing activity, with the prospect that further development of Miami as a fashion center for spring and summer clothing, sports, and casual wear will better this industry's position as a basic employment source.

The employed civilian labor force in 1950 numbered 199,838 and had increased 91.4 per cent since 1940. The largest employment groups are in the retail and wholesale trades and service categories. Over 62 per cent of the total persons employed in 1950 were engaged in these two economic activities. Employment in transportation, communications, and other public utilities accounted for 11.1 per cent; construction for 10.6 per cent; and manufacturing for only 7.8 per cent. In comparison with 56 other metropolitan areas of the country, it is significant that Miami, on an average, has 48 per cent more people employed in service activities, 33 per cent more in wholesale and retail trade, 72 per cent more in transportation, communications, and other public utilities, and 66 per cent more employed in construction; but it has only 27 per cent as many workers employed in manufacturing. These facts and the present distribution of workers among the several industrial groups, reflect the dependence of the Miami area upon tourism, and tourism is likely to continue as the most important economic element of the area.

CHAPTER 2

Miami of the Future

IN A BRIEF SPAN OF FIFTY YEARS Miami has arisen from a virtually uninhabited wilderness to become one of the great metropolitan communities of the southeastern United States. Yet every present indication points to the fact that the region has just begun its solid growth and development. The entire Southeast is experiencing great economic expansion and growing in population at a more rapid rate than the earlier industrialized northeastern and midwestern areas of the country. In the Southeast, Florida is gaining people more rapidly than any other state, and in Florida the metropolitan region of Miami leads all other urban centers. If recent population projections in Dade County are correct—and two years' experience with school population estimates would indicate that the maximum figures were conservative—Miami may well expect by 1970 to be the central city of a metropolitan region containing nearly two million inhabitants. Where and under what conditions will such a population live? What economic base will support them?

In many respects, the Greater Miami area is vastly different from metropolitan regions in other parts of the United States. Heavy dependence on tourism, the absence of extensive manufacturing activity, and a heavy emphasis upon easy and gracious living have promoted a type of growth favoring fine residential and hotel development, the avoidance of congestion in construction, and considerable care for the esthetic and recreational needs of the total community and its many visitors. This is not so much a tribute to city or metropolitan planning as to the dollar-and-cents wisdom of promoters and developers who believed that the *raison d'être* of Miami was to provide a playground for residents of other areas in pursuit of tropical sunshine in beautiful surroundings. Men with vision dredged out marshes and swamps and created

COCONUT GROVE BAYFRONT PARK, MIAMI, A CITY RECREATION AREA

islands of beautiful homes. Entire cities were planned and constructed almost overnight on the brush and palmetto lands back from the bay. Every possible sales device was used to lure the wealthy industrialist, the stars of the entertainment world, the retired couple of modest means, anyone with money to invest in one of the most spectacular real estate promotion enterprises in history. Fortunes were made and lost and made again in a glorious orgy of boom and bust and boom. Through it all Miami grew, and speculative investment increasingly found in the sunbleached sands a firm foundation for solid development. By catering to the extravagant tastes of America's wealthy, Miami's promoters created a playground community which today is enjoyed by all classes of people from all over North America and increasingly from Latin America as well.

Metropolitan Miami is far more than a playground today. It is a bustling American community with an emphasis upon recreation. It takes a lot of people doing a lot of things to keep it going. Transportation and communication are major enterprises. So are outdoor theaters, race tracks, night clubs, restaurants, bars, supermarkets, and auto rental establishments. Gambling is a

most significant activity and one from which the state of Florida derives considerable tax money. A host of law-enforcement officials are required to try to keep it within legal bounds. Because more and more people come to Miami every year and more and more people decide to remain there, the building industry seems destined to operate perpetually at boom levels. The hotel and motel business, truly unique in America in its extent and continuing development, operates more and more on a year-round basis. In almost every aspect except the industrial, Greater Miami evidences the luxuriant flamboyance commonly associated in men's minds with the tropics. As long as people continue to "get sand in their shoes," Miami will continue to attract and hold the imaginations of millions of Americans, thousands of whom will make it their permanent home.

As a consequence of its newness and unique pattern of development, virtually all communities in the Miami metropolitan region are exceptionally modern in design and appearance. There are few really congested districts, there is as yet little suggestion of urban blight, and only recently have there appeared many of the problems of urban living that have plagued older cities for years. Were Miami a static community, there would be little cause for concern as to the future, and one would find few advocates for altering the basic pattern of government that has developed in the region.

However, Miami continues to be anything but static. Inland from Biscayne Bay expansion is proceeding in an ever-widening arc; older sections are being built more densely. As a consequence, nearly every service and facility is being utilized intensively, and those which may have been adequate or satisfactory in less pressing circumstances are becoming less and less capable of meeting the demands placed upon them. Traffic congestion today is a troublesome problem, sewage disposal difficulties have arisen, there have been vague hints of a future water shortage, existing rail terminals are under constant criticism as being improperly located and inadequate, and there is increasing concern with the fact that the existing governmental structure provides an unsatisfactory basis for dealing with any of the major metropolitan problems. For economic and geographic reasons, Miami will always remain a distinctive metropolitan region, but these factors will not indefinitely constitute a barrier protecting the area from many of the less desirable features of other intensely urban communities of the United States. It is certain that the Greater Miami of 1970 will be a tremendous cosmopolitan city. Sheer population increase will make it that. But a sincere and dedicated effort must be made if the

Miami of 1970 is to possess the same atmosphere of modernity, beauty, and easy mode of life that makes Miami such an attractive community in 1954.

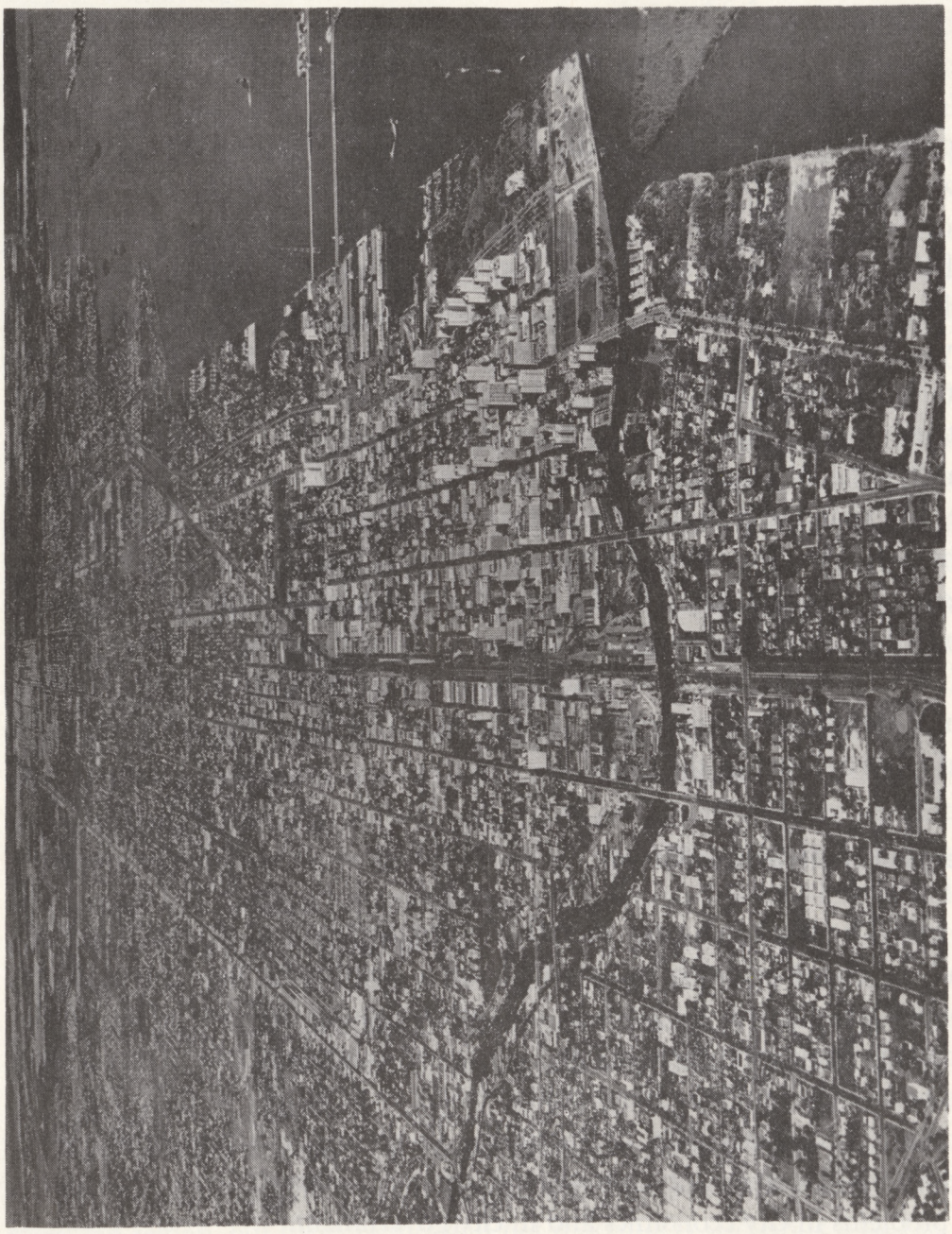
The Modern Metropolitan Community

No one can predict with certainty the future of an American city. Much can be foreseen, however, for there is a wealth of experience to be drawn from metropolitan centers scattered across a continent. Miami itself provides living proof that in the age of the automobile, the airplane, and higher and higher standards of living cities can emerge, expand, and prosper far removed from heavy industry, rich mineral or agricultural resources, and great water power. A strategic location depends less and less on fine harbors and major railroad junctions; a focal point for air transport will do as well. Miami lacks many of the traditional economic bases of a large metropolitan region, yet it continues to expand and to develop by exploiting and "exporting" warmth and sunshine, fine beaches, and sub-tropical scenery. It has no great agricultural or industrial hinterland, but it is the focal point of a marketing area that faces south and embraces the entire Caribbean and a large portion of South America. In a trade sense, and as air transport grows, all the United States becomes Miami's hinterland to support its position as one of the finest show windows and display counters in the world.

Patterns of Metropolitan Growth

It would have taken a truly remarkable prognosticator to foresee that with the advent of the automobile it would become possible for the American city to sprawl grandly over the landscape in ever-widening circles of suburban development. Population increases and continued migration into urban centers could be absorbed into the metropolitan community simply by spreading that community out rather than by increasing its density and congestion. With the territorial extension of metropolitan regions, however, have come many new problems in city economics and in city government.

Decentralization of Business and Industrial Activity. Influenced in part by the economics of the seller seeking the buyer, in part by the advantages of lower construction costs, and in part by the effort to avoid the depressing influence of traffic congestion, the modern merchandiser and the new city devel-



DOWNTOWN MIAMI, WITH OPA-LOCKA, EL PORTAL, MIAMI SHORES, BISCAYNE PARK, NORTH MIAMI, AND NORTH BAY ISLAND IN THE DISTANCE

oper have seen fit to construct the neighborhood shopping center. These may vary from a supermarket, a filling station, and a drugstore to a full-fledged satelite business district with banking facilities, professional offices, and all types of retail stores. One marvels at the sight, in the Los Angeles area, of a huge May Company store built out in an open field southeast of the heavily urban area, erected on land that a year or so before was a truck garden. In addition to the advantages of complete modernity in structure, the store provides attractive landscaping and tremendous off-street parking facilities. Thus does the modern city grow in a metropolitan region, not alone by the continuous propagation of residential areas, but by construction of the complete suburban community. There are numerous examples of this type of development in the Miami region, and even now others are being planned.

New industry too requires space. The motor truck provides a happy substitute in many cases for access to water or rail transport, and light industry particularly is able to locate in outlying areas free of congestion and relieved of the burden of heavy urban taxes.

Complexity of Population Movement. Decentralization of commercial and industrial activity brings with it generally a confused pattern of daily population movement. People do not all rush in to the central city in the morning and out again at night. Many do, of course, but increasingly the population flow in the newer cities is in all directions from all points. The provision of adequate public transportation facilities is made most difficult with a resultant greater dependence by the individual upon his automobile to get him to and from his place of work or the shopping center. This reliance upon the automobile may be uneconomical, both from the standpoint of the individual and of the community that finds itself confronted with the prospect of building a whole network of urban expressways and parking facilities, but it is a reality that shows up in virtually every traffic survey and in declines in the number of passengers carried by public transit systems. It becomes a significant metropolitan problem for which no adequate solution has yet been found.

Political Complexity. Virtually all modern metropolitan regions are characterized by varying degrees of political complexity. It arises in part from the filling up of areas between previously organized and once quite separate municipal units. It arises from the ancient pattern of city-county jurisdictional relationships. It also comes about when new residents rush into a new subdivision, resist incorporation into existing municipal units, and finally in desperation incorporate themselves as a small political island in a growing metropoli-

tan community that soon surges all around them. Other completely urbanized areas successfully resist annexation or incorporation, generally for fear of higher taxation, and are content to get along without the usual municipal services or seek to secure them from a county or other non-municipal governmental unit. An even more complex governmental structure arises when a patchwork of special-service authorities and districts is imposed upon a metropolitan area.

Political complexity certainly characterizes the Miami metropolitan area, for within Dade County, as already indicated, are twenty-six separate municipalities, of which twenty-four are situated immediately within the Greater Miami urbanized region. Fortunately, however, there are no such problems as arise in New York, Philadelphia, or Kansas City from the overflow of the urban community into two or more states. Neither is Miami currently faced with the complex relationships stemming from multiple county jurisdictions or the presence of township government.

Problems of the Metropolitan Community

The growth patterns just described have for the most part just happened. No one planned it that way specifically, although a tremendous amount of planning has gone into the process. In some of the older cities, the metropolitan community has taken shape rather gradually and less dramatically than in the newer urban conglomerations of the Far West, South, and Southwest. Had the suburban development been foreseen, its consequences for the older cities would have been little less difficult to deal with, for the shape and nature of the "great city" was already fixed and rigid, determined by the living standards and conditions of another era. Furthermore, a New York, by reason of its sheer size and unique geographic position, by reason of its specialized and at the same time cosmopolitan culture, could withstand the many pressures that have changed the face of other regions and still remain very much the same. But in the South, as in the West, the really metropolitan region is a relatively recent phenomenon in which the elements and characteristics of recent growth are proportionately very great and for the total community far more significant. Conversely, the opportunity for controlling and shaping the pattern of metropolitan development is very real and carries with it for business, industry, and government alike great responsibility.

Poor Land Use

In the rapid expansion of metropolitan areas, little attention has usually been given to land use until a definite pattern has already been established. Far too often the pattern turns out to be one of utter confusion in which areas best suited for industrial use are taken up by residences, railroad and other transport rights of way and terminals become virtual public nuisances, and business and commercial enterprises exert a constant pressure upon residential developments to convert them or displace them. Eventually relocation and redevelopment become necessary to correct earlier mistakes and to keep up with the shifting patterns of urban expansion and population growth. Much of this is inevitable and simply an aspect of progress and change. As long as the more intensive continues to replace the less intensive use, no one complains except when struck by occasional pangs of nostalgia. It is when deterioration sets in that people become concerned; it is also at that point that they turn to government to do something about it.

Closely related to the problem of poor land use is that of zoning. Even when supported by rigid subdivision regulations and strict building codes, zoning has often proved a feeble protection against poor land utilization. Often it is the old story of too little and too late, with original non-conforming uses serving as excuses for granting a whole host of variances that subvert the entire zoning process. Furthermore, zoning has provided little or no guarantee of adequate attention to the preservation of esthetic values, which in an area such as Miami can almost literally be measured in dollars and cents. To be truly effective, zoning must be effectively enforced. It should be based upon citizen needs and desires supported by specific long-range plans of which the citizen is aware and which he in general supports or has the opportunity to participate in changing.

The whole problem of land use and zoning is a basic issue in metropolitan development. Difficulties are certain to arise when plans are unrealistic, when they unduly restrict the individual home builder, businessman, or developer in working out his plans and solving his specific problems. Far more important than the realization of someone's dream of the "city beautiful" is the basic fact that planning, zoning, and the use of construction codes have the fundamental purpose of protecting the individual, his property, and his investment as well as of assuring that the modern city will be a pleasant place in which to live.

Inadequate Public Services

Seldom, if ever, in a rapidly growing metropolitan area has the provision of fundamental public services kept pace with population growth and land development. Water, sewage disposal, and drainage systems have traditionally come after rather than during the period of development. With increasing frequency farsighted builders, sometimes prodded effectively by subdivision regulations, are including the necessary physical facilities in new developments. Police and fire protection, as well as many other local services, must await political organization or be provided by counties or other jurisdictional units not really equipped to perform such functions on an urban basis. Because future demands are not foreseen, because funds do not become available until new property is placed on the tax roles and taxed, because there often exists no governmental authority with responsibility for concerning itself with the problems of urban growth as they arise, such services as are developed privately are often found to be inadequate within a short time. When it becomes necessary and possible to provide suitable utility systems, a great deal of redoing is required—redoing of things that might better have been done properly in the first place. Water and sewer mains and trunk lines have to be replaced with larger facilities, often repeatedly, as more and more distribution and feeder lines are cut in. It is not a question of government doing all these things in advance of development; rather it is a matter of government equipping itself to give sound advice and establish adequate standards to guide the private builder or developer.

Many urban communities have encountered the difficulty of inadequate water sources. Scarcely a single rapidly-growing city in the United States has anticipated its traffic problems and built needed expressways in advance of great congestion and high land acquisition and clearance costs. Even the automobile capital of the world, Detroit, finds itself today constructing limited access expressways at a cost of $8,000,000 a mile.

Urban Deterioration

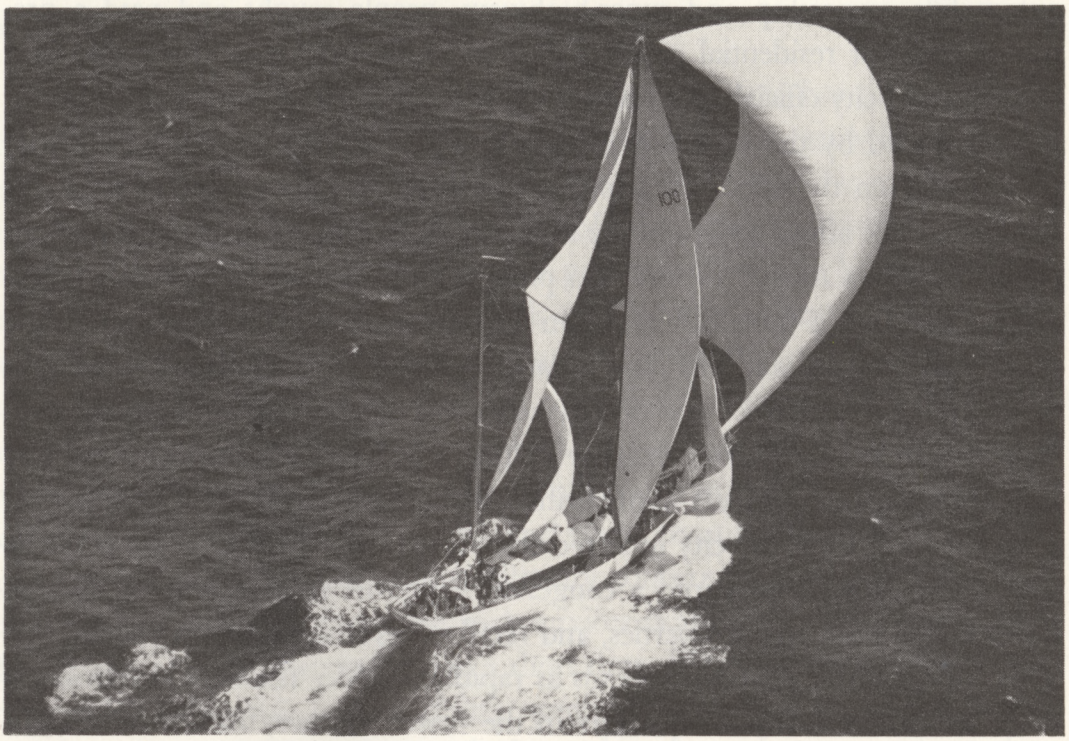
Every large city in the United States has experienced some degree of urban deterioration. It is one of the important consequences of urban growth and decentralization. Cities have always had their poorer sections "on the other side of the tracks." But a generation or so ago, before the advent of general

automobile ownership and super-highways, people sought and paid a premium price for residential property close to work, market, and schools. As a consequence, city officials were concerned with the poor appearance and health hazards posed by the slum-type fringe areas that grew up around industrial centers and on the outskirts, populated by people of poorer economic status who could not afford to live in the more favorably situated urbanized sections closer to "down town." Fringe area problems still trouble city officials today, but the situation is quite different. On the outskirts are likely to be found fine residential sections and self-incorporated bedroom communities whose residents avail themselves of central city services, provide congestion on the central city's streets, and avoid virtually all the direct taxes which the central city imposes upon the residents living within its borders.

At the same time, the city is all too often faced with the deterioration of the near "down town" area into a congested region of ugly tenements, ill-kept business and industrial properties, and retail stores converted into warehouses. This is urban blight, and it spreads as rapidly as older residents and business firms seek more favorable quarters in the newer, fresher, and more modern outlying and suburban zones. To deal with just such problems, the federal government, many states, and a great number of cities have undertaken jointly or separately slum clearance and urban redevelopment programs. A much more desirable and far less costly program is that of urban preservation which seeks to prevent deterioration in any section of the city by rigid enforcement of health, sanitation, and building maintenance codes and by well-planned works projects designed to improve and maintain the physical character of the city in all areas that show signs of deterioration.

Political Decline

As metropolitan areas expand rapidly, a confused pattern of new incorporations, non-incorporated islands, and urbanized county districts has frequently emerged. The central city remains the central city, and it must bear most of the cost of central city services. Nevertheless its voice in metropolitan affairs is weakened by its inability to reach with its tax structure and command the allegiance of the suburban resident. People who, by reason of their prominence in business and economic activity and their fundamental stake in the central city's future, might be expected to play an important role in civic affairs exclude



SAILING ON BISCAYNE BAY

themselves from participation in political life by residing outside the jurisdiction that most needs their interest and support. Central city politics is left to the professionals whose supporters in many of our older cities have turned out to be composed primarily of those less favored economically living in the older congested urban areas. It then becomes increasingly difficult to deal effectively on a political basis with major urban problems, for the electorate of the central city has ceased to be representative of the community as a whole.

Other incorporated communities within a metropolitan region likewise do not constitute politically cohesive units for dealing with area-wide problems. However well constituted it may be for dealing with local community matters, the suburban town is essentially a satellite city whose interests and future are intimately linked with those of the central city; yet there may exist no channels whereby that fundamental relationship may be formally expressed. The metropolitan region is often a living reality which the archaic political structure of the area attempts to ignore.

The Problems of Metropolitan Miami

In spite of its relative youth, its spectacular and flamboyant growth, the metropolitan region of Miami is in many ways a typical American community. Its founding and development were made possible by individuals with vision who were willing to risk fortunes in order to make even greater ones. Many succeeded, others overextended themselves and "lost their shirts." But behind all the fanfare of resort hotel construction, travel ads, excursion trips, and conspicuous competition for erection of the most beautiful and costly mansions on the man-made islands of Biscayne Bay, lay the steady influx of the modest citizen who opened a store, a restaurant, a filling station, established a law office or a medical practice, or simply went to work for someone else. Small homes were built along with the big ones, and while they weren't furnished with the treasures of bankrupt European royalty, their owners enjoyed all the benefits afforded by a modern and attractive community in which one could grow avocados and oranges in the back yard and breathe deeply the fragrance of night-blooming jasmine in the evening.

At first there was lots of land, and there still is. Single-family homes were built, designed to be airy and open to the sunlight. Beautiful yards and lawns surrounded even the smallest of them. Whole sections were developed in accordance with specific architectural standards modelled in large part from Spanish patterns developed for life in tropical America. Wide, tree-lined streets, many with parkways in the center, were constructed linking the central city with neighboring communities. Miami Beach, with its spectacular hotel growth, became in one sense a rival central city, for it forms the focal point of one of the major economic activities of the metropolitan area.

The Miami area development, at first grandiose but sporadic, settled into a steady rhythm after World War II. In the face of a tremendous building boom, rapidly rising real estate prices, and seemingly endless opportunities for expansion in all directions, residents of Dade County began to take seriously the fact that sheer size and the press of a rising population were beginning to thrust upon them serious physical and political problems. With houses along the Glades periodically standing in three feet of water, with Biscayne Bay polluted with refuse and sewage, with traffic in down-town Miami clogging the streets, it seemed most appropriate to give some attention to the future and to

take stock of the past and present. What sort of a future does the Miami area have in prospect?

Land Use in Greater Miami

With notable exceptions in Miami Beach, Coral Gables, and several of the smaller municipal units, the land use pattern in Metropolitan Miami is generally rather complex. In many areas there is what might be described as general use. Stores, residences, office buildings, motels, filling stations, and even some industrial establishments are all mixed into the same local section. This is natural and to be expected in any growing community reflecting the free play of human enterprise, particularly where business activity is steadily pushing outward from the central city against the frontier of older residential development. However, there are several indications of future trouble. In the rapid expansion of the urban area much land was passed over and left vacant. Today this land is filling up, for recent building trends in Miami and its surrounding communities have indicated a far more intensive as well as extensive use of the land. However, because many vacant properties have come to be situated in areas of extremely varied land use, such properties today do not lend themselves well to residential use, but neither are they adequately adaptable for business. The consequence is almost certain to be marginal or low-grade use of land that, properly protected, could have provided an entirely suitable setting for desirable residences. Another indication of future trouble, and one in large part responsible for the condition just mentioned, has been the consistent pattern of strip zoning along arterial streets. This has permitted and even encouraged a continuous clutter of business activity along many of the major routes; it has discouraged construction on neighboring side streets by those seeking desirable home-sites; and it has proved a major source of traffic congestion.

In the matter of land-use control and zoning, very little has been accomplished even in recent years by government action, except in a few suburban communities that have seen fit to stress the maintenance of esthetic values through rigid building codes. By and large, the land use pattern of Metropolitan Miami bears only a vague relationship to the zoning pattern. Indeed, zoning in both incorporated cities and in the county can scarcely be said to exist, so poor have been the zoning plans and so eager have been the responsible officials to grant variances. Large unincorporated areas in the county have

METROPOLITAN MIAMI IS GROWING INDUSTRIALLY

been zoned for "general use," which in effect means no control over land use at all until after a pattern has already emerged and interested property owners seek a new designation of a more restrictive category. As between jurisdictions, there has been poor cooperation in matters of land use and zoning. Indeed, there have been numerous cases of outright conflict.

Public Services in Metropolitan Miami

In the provision of public services, virtually all Miami area communities have lagged far behind the rapid physical growth. Existing sewer systems are inadequate even in the older sections, and little provision is being made for present new development, to say nothing of future expansion. Sewage treatment plants are being built by Miami and Coral Gables, but these cannot be expected to provide the facilities needed by the total metropolitan community, including the unincorporated urban areas of Dade County which are still largely dependent upon septic tanks. Water services are a hodge-podge of public, private, and individual systems constructed to meet immediate problems

but with little regard for long-range metropolitan water requirements either as to sources or distribution systems. The very important problem of drainage is dealt with on what amounts to an emergency basis. Virtually every new project involves extensive reconstruction of other facilities and properties disturbed by drainage improvement efforts.

The transportation situation is already acute, with particularly heavy congestion on down-town Miami and Miami Beach streets. The increasing difficulty of moving in and out of the central cities by automobile, plus the absence of adequate public transportation facilities, is clearly promoting more intensive and specialized development of commercial and professional services in the other cities of the metropolitan region. To cope with the traffic problem, however, Miami finds it necessary to set back buildings and widen streets, to construct off-street parking facilities, and to consider the construction of a major network of freeways and arterial boulevards. Such projects are extremely expensive even when heavy land acquisition and clearance costs are not involved. But in the Miami central city region right-of-way costs will indeed be heavy. The problem was not faced early enough when the need for wide streets, off-street parking, and even expressways was first foreseen. Now there is real danger that remedial action to solve existing problems will absorb so much attention and revenue that little will be left over to deal with other pressing public problems, much less to anticipate the future needs of a much larger population.

Another basic public service problem is that of providing adequate educational facilities in a community expanding at such a rapid rate as that of Dade County. The public school system, now consolidated into a single county-wide organization, is in far better position by reason of its area-wide coverage to meet its tremendous burden of new construction and employment of additional personnel than if it were composed of a variety of separate and independent districts. The problem is essentially one of developing sufficiently far-sighted programs and securing enough funds to keep up with the ever-expanding need.

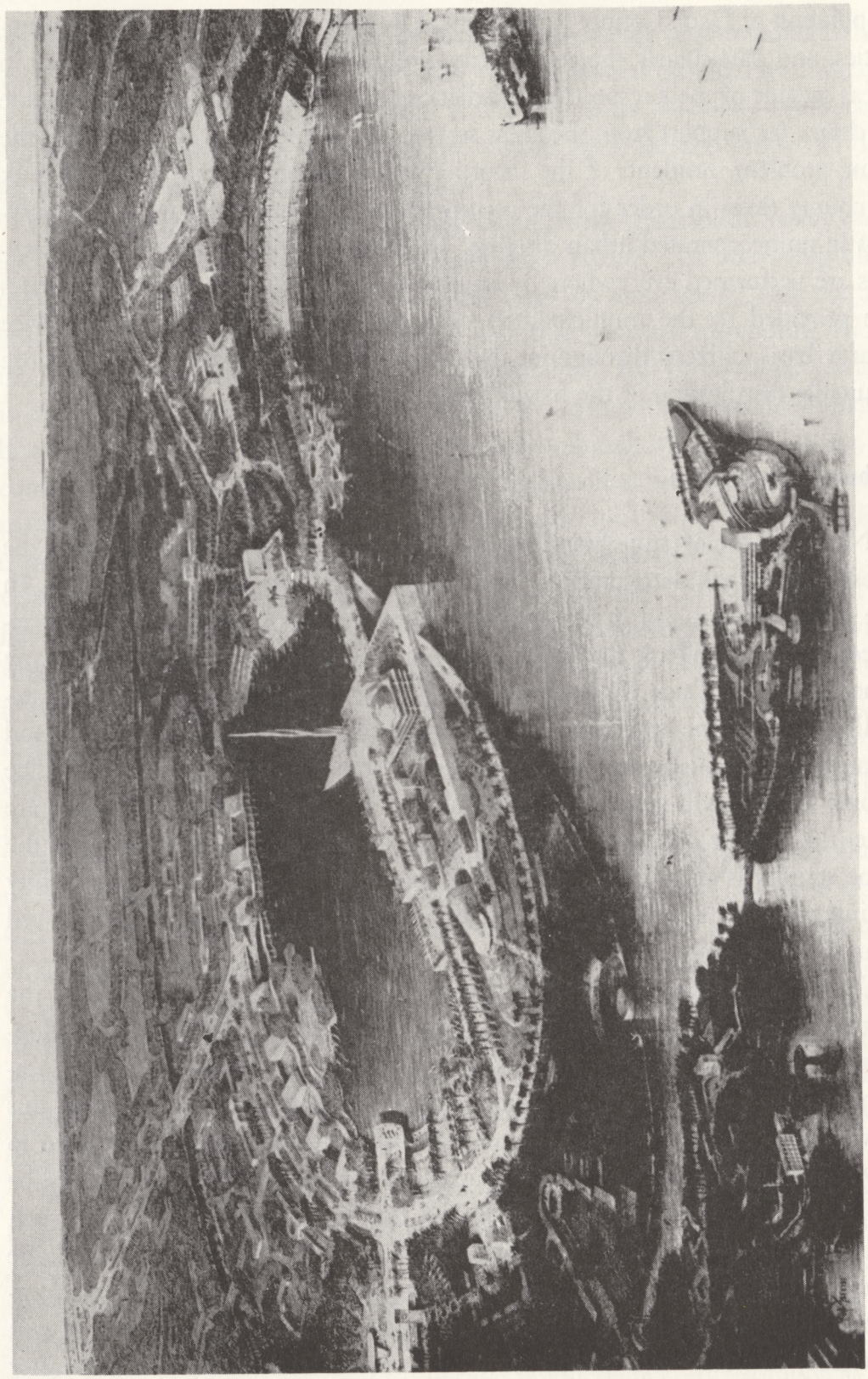
The provision of other public services throughout the Miami metropolitan region involves numerous problems that require attention. Miami itself, and a number of the other incorporated communities have excellent fire protection systems. Equally urbanized areas in some incorporated towns and particularly in unincorporated sections of the county lack adequate fire protection or are dependent upon Miami for it in cases of emergency. Increasingly, as the

population of Dade County is augmented by new residents, the older communities, and particularly the central city, are called upon to provide services in areas outside of their respective jurisdictions and without, in return, being able to derive tax support from the areas served. Or, in another way of viewing the same problem, residents of the incorporated communities pay the great bulk of county taxes in order for the county to provide essentially municipal services in unincorporated urban districts. To the extent that basic area-wide services are performed everywhere by an area-wide government and local services are provided by the municipalities or in unincorporated areas on a service charge basis, citizens throughout the metropolitan region will receive a more equitable distribution of the services they pay for.

Urban Deterioration

No city in the Metropolitan Miami region has as yet had to face seriously the prospect of urban deterioration. Nevertheless, there are some danger signs. In the city of Miami and in unincorporated areas of the county there are developed slum areas. While they do not present the dismal aspect of those in many a northern city, Dade County's slum and deteriorating sections detract materially from the fine appearance of the community, eat away at its tax base, and create social problems that require corrective action on a variety of fronts. The poorer sections will spread as the population grows unless corrective steps are taken to provide adequate private and public housing and to assure that the same standards of sanitary services, building requirements, and public facility maintenance are applied throughout the urban community, in Negro as well as in white sections.

Down-town Miami is likely to remain the central city business area of the metropolitan region throughout the foreseeable future regardless of development in neighboring cities. Its proximity to Miami Beach and its central location on the northeast-southwest population axis would strongly support this view. Commercial activity in the central business district may be expected to expand; and as better access to the area is provided, the expansion should be substantial. However, it may be expected that the geographical area of such activity will expand at a much slower rate, if at all, if experience in other large cities is any indication. It is in the surrounding marginal area that deterioration and blight may be expected first to appear. Expressway construction will inevitably interfere with and in some cases cut off sections that will thereafter



PROPOSED PAN AMERICAN CULTURAL CENTER AND TRADE MART NEAR NORTH MIAMI BEACH

be unsuited to their present use. Many of the strip business areas along present arterial streets will be bypassed. In planning measures to correct existing traffic difficulties, plans should be developed to deal with this problem.

The Political Position of the Central City

Within Dade County, as already indicated, are twenty-six separate municipalities, of which twenty-four are immediately within the Miami urban area. The political units, some small and some of considerable size and population, are so situated as virtually to surround the older central city of Miami. Also, as previously mentioned, population in the neighboring cities and in the unincorporated county area is growing at a more rapid rate than in Miami proper. Miami continues to gain more new residents each year than any other single city in the area, but less than the other incorporated cities taken together and less than the unincorporated portion of the county. Consequently, the City of Miami is gradually losing its dominant position in terms of population. Over a period of time, this loss of position cannot fail to have political consequences. If a clear-cut issue should arise that would pit Miami against the remaining municipalities and the unincorporated areas of the county, Miami would right now lose out at the polls. In 1950 Miami contained just slightly more than fifty per cent of the county's population; today it is estimated to contain less than forty-three per cent. It is even conceivable that some other of the local communities, by continued population increase accompanied by a series of annexations, could come to surpass Miami in residents.

The importance of Miami's position in the midst of a group of incorporated municipalities making up the Greater Miami metropolitan area cannot be overlooked in any proposal for solving existing and future metropolitan problems. Since it is the central city of the region, Miami's development, prosperity, and program of municipal services are of vital concern to all residents of Dade County. They have a major impact on the basic industry of tourism that benefits the entire southeast Florida region. As is the case with central cities in other metropolitan areas, however, Miami already finds itself faced with the need for undertaking costly and far-reaching improvement projects which will benefit the entire county but which it alone will be forced to finance, perhaps with federal or state help, but with virtually no assistance from the other cities and only limited assistance from the county. A recently proposed highway construction program for relieving down-town congestion is a case in point.

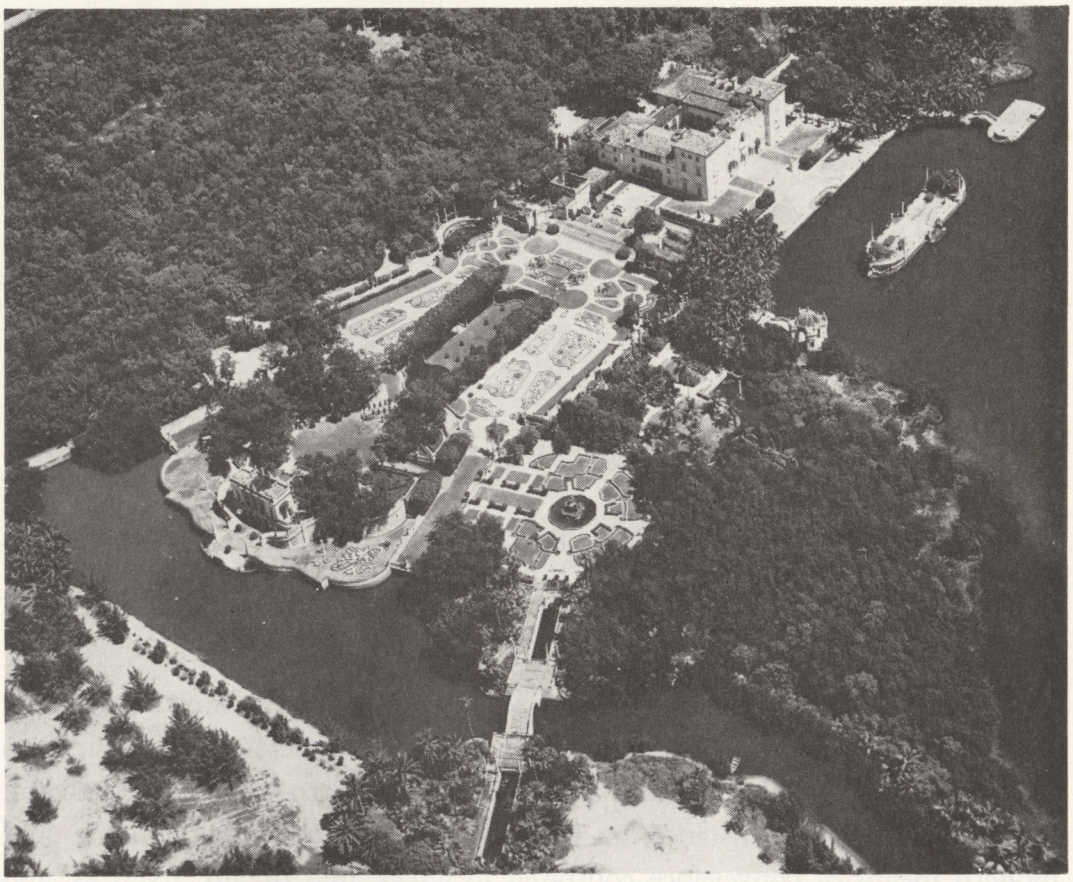
Problems of the nature just mentioned are not faced exclusively by Miami in spite of its being the central city. To a lesser but nevertheless important degree they must be faced by Coral Gables, Miami Beach, North Miami, and such other municipalities as now or in the near future will be called upon to provide a full range of municipal services. Clearly there is need for a balanced and over-all view of metropolitan problems and the need for metropolitan-wide services. Unless steps are taken to provide such a view and such services, there will be no alternative to increasing governmental competition, costly duplication of services and facilities, and an accelerated impact upon each of the affected communities of all the difficulties inherent in rapid metropolitan growth.

CHAPTER 3

The Problem of Government in Metropolitan Miami

METROPOLITAN MIAMI today is not completely the dream come true of the early settlers. Many of these people would have preferred that it remain a relatively inaccessible tropical paradise at the southern tip of the continent. But history and circumstance, an admirable and indestructible climate, and modern means of conveyance conspired to wreck that dream. Even so, and despite the ravages of time and the works of man, much that was naturally beautiful in Miami has been preserved and much that is beautiful has been created. The developments along the ocean front and bay are frequently works of modern art; some of the island and mainland settlements have developed into quiet and distinctive residential communities; Biscayne Boulevard and the plazas and parkways in several communities stand as monuments to city founders, planners, and officials; there is a system of beautiful county parks; many lovely old homes still stand; the University of Miami is a reality and not just a dream; and there is Vizcaya.

But even with this surplusage of beauty and evidence of progress, all is not well in Metropolitan Miami today. The sheer weight and complexity of population growth and urban expansion present new and serious problems which threaten the entire social and economic fabric of the metropolitan community. Metropolitan Miamians are not sure of the solution to these problems, but of their existence they are abundantly aware for they are ever present in the pattern and functioning of local government.



VIZCAYA, DADE COUNTY ART MUSEUM, FORMERLY A PRIVATE ESTATE

The Pattern of Local Government

Local government in Metropolitan Miami is entrusted to a county government and 26 municipal governments. The county government was created in territorial days and its form has changed very little since the adoption of the State Constitution in 1885. This government was designed as a subdivision of the state for the government of rural areas. It was intended to provide a basic framework for preserving law and order, for levying and collecting taxes, and for maintaining rural roads. When urban communities commenced to form they required fuller public services than the county was equipped to provide and to secure them they organized as incorporated cities and towns. With each new incorporation the rural area served by the county was diminished although its nominal jurisdiction and ability to levy taxes continued to encompass the entire area. But municipal expansion did not keep pace with urban

expansion. Instead there developed in the unincorporated area of the county many communities which were as densely settled as the cities and towns. These unincorporated urban areas needed municipal type services just as acutely as did many incorporated places and they turned to the county as a means of fulfilling their need. Within its ancient framework the county government altered its service pattern in an effort to oblige, and considering its structural limitations, it has not done too poorly in the effort. Indeed it has functioned as well as most of the municipalities. Nevertheless, in the process of alteration, and with some exceptions, its services are oriented toward the unincorporated area of the county. Because of this alteration, the pattern of government in Metropolitan Miami now consists of 27 urban type governments each principally concerned with serving a separate and distinct area. Organizational and operating characteristics of these jurisdictions are shown in Table 2. They are discussed in detail in the appendices of this report.

Because all existing governments are largely oriented toward separate areas, a great void exists in the pattern of government. Although Metropolitan Miami is in many ways many separate communities, it is in many other ways a single community. Many of its problems are of area-wide significance and can be resolved only on a metropolitan basis. There are also many functions which could be administered more efficiently and economically for the area as a whole by a single unit of government than by the 27 jurisdictions separately. Yet very few are, and still fewer are administered well under the present structure of government. What is worse, some desirable functions cannot be undertaken at all. This void is largely responsible for existing metropolitan problems.

Nevertheless, Metropolitan Miami is much better off than many other large urban regions of the United States where the jurisdictional pattern is far more confused. In the Los Angeles and Chicago areas, to cite but two examples, are encountered a great variety of special districts and authorities whose functions and jurisdictions overlap and often compete or conflict with those of each other and of regular city and county departments and agencies. Some have taxing authority; others are financed by service charges and fees. Their programs and policies are sometimes remote from popular control and as a consequence the problem of coordination is virtually insoluble. On the other hand, popular election of numerous district officials frequently confuses the voter with a long ballot. In part special districts have come into existence to fill the kind of political void apparent in Dade County; in part they reflect the desire of special interest groups to control through an autonomous agency a particular govern-

TABLE

ORGANIZATIONAL, OPERATING, AND OF GOVERNMENTAL JURISDICTIONS

Jurisdiction	*Form of Government*	*No. of Full-Time Employees*	*Total Expenditures 1952–53 (1,000's)*	*Miles of Roads and Streets*	*Sewage Collection and Treatment*	
					Collection System	*Treatment Plant*
County Government	Commission	9,237[a]	$61,814	1,977[c]	Private only[e]	Private only[e]
Municipal Governments (by Population)						
Over 250,000						
Miami	Comm.-Mgr.	3,735	22,709	700	Partial	Under Construction
20,000–50,000						
Coral Gables	Comm.-Mgr.	477	2,640	213	Under Construction	Under Construction
Hialeah	Mayor-Council	232	1,281	150	No	No
Miami Beach	Council-Mgr.	987	7,132	135	Complete	No
North Miami	Council-Mgr.	165	840	100	No	No
5,000–10,000						
Homestead	Mayor-Council	100	642	40	Partial	Yes
Miami Shores	Council-Mgr.	115	413	48	No	No
Miami Springs	Mayor-Council	85	506	40	No	No
North Miami Beach	Mayor-Council	73	219	86	No	No
Opa-locka	Comm.-Mgr.	39	291	30	No	No
South Miami	Council-Mgr.	62	222	110	No	No
West Miami	Mayor-Council	16	185	21	No	No
Under 5,000						
Bal Harbour	Council-Mgr.	21	209	5	Complete	No
Bay Harbor Islands	Council-Mgr.	35	121	5	No	No
Biscayne Park	Mayor-Comm.	18	88	17	No	No
El Portal	Mayor-Council	6	52	5	No	No
Florida City	Mayor-Council	5	62	17	No	No
Golden Beach	Council-Mgr.	12	—[b]	3	No	No
Hialeah Gardens	Mayor-Council	0	1	—[d]	No	No
Indian Creek	Mayor-Council	6	25	—[d]	No	No
Medley	Mayor-Council	0	7	—[d]	No	No
North Bay	Council-Mgr.	16	104	4	No	No
Pennsuco	Mayor-Council	0	1	—[d]	No	No
Surfside	Council-Mgr.	45	297	—[d]	Complete	No
Sweetwater	Mayor-Council	2	17	5	No	No
Virginia Gardens	Mayor-Council	0	—	—[d]	No	No

[a] Does not include Judicial System.
[b] Statement of expenditures not available.
[c] County road system.
[d] Mileage not known.
[e] Information applies to unincorporated area of the county.

mental function not performed adequately or at all by the standard political units.

There is a useful role that the special district and the special authority may play in the local government picture. The usefulness of the device should not, however, becloud the desirability of establishing and maintaining the basic unity of local government and subjecting all programs and policies of local gov-

2

RELATED CHARACTERISTICS IN METROPOLITAN MIAMI

Water Service								
Operates Water Plant	*Retail Rate per 1,000 Gallons*	*Public Recreation Program*	*Public Library Facilities*	*Number of Police Employees*	*Radio System Used*	*Number of Paid Fire Employees*	*Fire Insurance Rate per $100*[i]	*Jurisdiction*
No[e]	Varies[e]	Operates Regional park System	No[e]	287	Miami	21[e]	36¢ to 50¢[e]	County Government
								Municipal Governments (by Population)
								Over 250,000
Yes	27.7¢	Yes	Yes	568	Miami	615	12¢	Miami
								20,000–50,000
No	40.0¢	Yes	Yes	62	C. Gables	31	12¢	Coral Gables
No	30.0¢	Yes	Yes	53	Hialeah	24	15¢	Hialeah
No	25.0¢	Yes	Yes	182	M. Beach	84	13¢	Miami Beach
Yes	34.0¢	Yes	Yes	35	No. Miami	16	15¢	North Miami
								5,000–10,000
Yes	$2 mo. flat rate	Yes	Yes	16	Miami	6	16¢	Homestead
No	27.7¢	Yes	Yes	17	Miami	3	16¢	Miami Shores
No	28.6¢	Yes	Yes	21	Miami	10	16¢	Miami Springs
Yes	38.0¢	Yes	No	14	No. Miami	4	20¢	North Miami Beach
Yes	40.0¢	Limited	Yes	13	No. Miami	2	16¢	Opa-locka
No	40.0¢	No	No	14	Miami	4	16¢	South Miami
No	40.0¢	No	No	5	C. Gables	4	16¢	West Miami
								Under 5,000
No	30.0¢	No	No	5	No. Miami	3	16¢	Bal Harbour
No	35.0¢	No	No	6	No. Miami	1[h]	20¢	Bay Harbor Islands
No	34.0¢	No	No	3	Miami	0	15¢	Biscayne Park
No	27.7¢	No	No	3	Miami	0	36¢ to 38¢	El Portal
Yes	33.3¢	No	No	1	None	1[h]	24¢	Florida City
No	38.0¢	No	No	5	No. Miami	0	36¢ to 38¢	Golden Beach
No	—[f]	No	No	1[g]	None	0	50¢	Hialeah Gardens
No	30.0¢	No	No	5	None	0	20¢	Indian Creek
No	—[f]	No	No	2[h]	None	0	36¢ to 38¢	Medley
No	40.0¢	No	No	6	No. Miami	2	16¢	North Bay
No	—[f]	No	No	1[g]	None	0	50¢	Pennsuco
No	30.0¢	No	No	11	No. Miami	3	36¢ to 38¢[j]	Surfside
No	—[f]	No	No	1	None	0	30¢	Sweetwater
No	43.0¢	No	No	1[g]	None	0	36¢ to 38¢	Virginia Gardens

[f] Served only by private wells.
[g] Town marshal.
[h] Part-time.
[i] Annual net rate per $100 for masonry dwelling with approved roof, occupied by up to four families.
[j] New fire department; expect insurance rate will drop to 16¢ when fully organized.

ernment to adequate popular control. Metropolitan Miami may at some time see fit to make greater use of the special district and the public authority, but such use should follow a rational pattern and accord with the broad policy and program objectives arrived at through deliberation of a locally constituted legislative body. The governmental pattern in Dade County is still sufficiently clear and precise to permit a rational approach to such problems.

DADE COUNTY
COURT HOUSE

Policy Formulation

The principal legislative and policy forming authority of the county government is the Board of County Commissioners, but its authority in this area is far from complete. The power of the state legislature in passing local legislation overshadows the role of the Board as the responsible legislative authority in the county government. Its authority is further diminished by the fact that the Board of Public Instruction, within the framework of state requirements, makes policies for the school system, and the numerous separately elected officials establish policies for lesser county functions. The policies formulated by

all of these county officials, including the Board of County Commissioners, is subject to scrutiny by the gubernatorially appointed Budget Commission. With this confusion of responsibility for policy formulation, it is extremely difficult to develop a balanced program for county operations.

In the separate municipalities major policy decisions are almost wholly the responsibility of city and town councils. Their authority, however, does not extend beyond purely local affairs and when problems arise in their deliberations regarding matters of broader significance, solutions must be sought through negotiations with other municipalities and the county. When the legislative body of only one other jurisdiction is involved the ensuing negotiations have some hope of success. But even in such cases, the record is replete with instances where a city and the county, or two cities, could not reach a common decision. Because of the multiplication of local prejudices the chance of successful negotiation diminishes appreciably as the number of jurisdictions involved in these negotiations increases.

The net result is that very few policies can be formulated locally regarding the whole of Metropolitan Miami. Practically the only recourse available to the area is to the state legislature and its power to enact local legislation. This is a cumbersome and time-consuming process; and that it is necessary is hardly compatible with the democratic thesis of local self-determination in government.

Executive Management

The function of executive management is to give direction to the administrative affairs of government and to the execution of policies formulated by the legislative authority. In Metropolitan Miami arrangements for executive management vary somewhat among the several jurisdictions. Municipal governments commonly have a single executive, either a mayor or a manager, who serves as chief administrative officer. The county government, or at least part of it, is organized on the commission plan. By this is meant that the individual commissioners assume administrative responsibility for several county functons. This is an unfortunate arrangement for experience in both private and public business has demonstrated that diffused responsibility at the top of the administrative hierarchy promotes operational confusion.

Management Services

Of the several staff and facilitative services which are common in well run governments, some are occasionally deficient or lacking in the present arrangement of government in Metropolitan Miami. These, including planning, financial administration, personnel administration, and related management aids, are intended to assist the legislative body and executive management in the development, control, and execution of governmental programs and operations. Unlike operating departments these staff agencies render few direct services to the public, but their effectiveness in large measure determines the quality and efficiency of governmental operations.

Planning

In Metropolitan Miami the function of community planning is distributed between the planning board of the county government and similar agencies in several municipalities. For want of technical staff, financial support, and official and public understanding the planning function is seldom performed well by these agencies, and on an over-all metropolitan basis, it is not performed at all. The concern of the county planning agency is principally with the unincorporated area of the county, and the municipal planning agencies are concerned with their respective jurisdictions. In recognition of the need for area-wide planning, or at least coordination of local planning, the county planning board several years ago took the initiative in organizing the Dade County Coordinating Planning Council. This agency consists of the members of the county planning board and an invited membership, usually elected officials, from the several municipalities. The council still meets at irregular intervals but it has not fulfilled its intended purpose. The lack of continuity of membership was undoubtedly a contributing factor, but principally its deliberations have failed to yield any significant results because of the over-magnification of local issues in preference to problems of metropolitan importance.

The consequences of inadequate metropolitan planning are becoming increasing apparent in the metropolitan area, and almost daily some new crisis arises in community development. These crises concern civic centers, city halls, high level bridges, tunnels, causeways, proposed elevated thoroughfares, union railway terminals, etc. It sometimes appears that government in Metropolitan

Miami is on the basis of crisis and emergency rather than on the basis of a planned and orderly development. Indeed, much of it is; for most of these projects which are much in the news today should have been debated and decided calmly years ago, incorporated into long range plans, and programmed on the basis of their priority as funds became available. Only in this way can governmental operations be conducted in an orderly fashion.

Financial Administration

The components of good financial administration are frequently present in the municipal governments within Metropolitan Miami, but in the county government financial administration is marked by its dispersion and general inadequacy. Budget preparation is only nominally the responsibility of the Board of County Commissioners. It has no control over budgeting for elective and fee offices and can merely incorporate their requests, without review, into a consolidated county budget document. Nor is the board the final authority for the budgets of those agencies directly under its control. Rather, the gubernatorially appointed Budget Commission sits in final judgment. Since this Commission is not elected by the people of the county, it need not be in concert with their aspirations nor responsive to their wishes.

Accounting for county operations is partially centralized in a department of finance, but accounting processes of this agency, in conformance with state requirements, are on an outmoded cash basis. Furthermore, the system employed makes no provision for budgetary accounting controls. Several of the larger county departments maintain separate accounting systems, and although they are not fully integrated with the system of the finance department they are subject to its review and control. Accounting in the municipalities is usually much more adequate than in the county government, and this is especially true in the larger municipalities.

Property tax assessing in Metropolitan Miami is not consistently uniform and equitable. This function is performed for the county government by the elected tax assessor. For want of funds, technical personnel, and proper equipment, his office is unable to keep abreast with changing property values. In consequence, county property assessment can no longer be considered reliable. Municipalities can use county assessments but most of them make their own, thereby duplicating the efforts of the county. In view of the questionable validity of county assessments, this would appear to be a reasonable and justi-

fiable practice. But municipal assessment systems vary widely, and although good practices are employed in some of the larger cities an examination of systems in other communities raises serious doubts as to their reliability. It is clear that the existing arrangement for assessment administration in Metropolitan Miami is needlessly duplicative and expensive, and it is equally clear that it fails to assure a fair distribution of the property tax burden among the citizens of the area.

Tax collecting in the county government is the responsibility of the elected tax collector, but various fees and miscellaneous revenues are collected by other county agencies. This is frequently a source of confusion and inconvenience to the public. Purchasing for the county government is centralized in an elective purchasing agent. The most economical purchasing practices are not employed and facilities for the storage and testing of materials and supplies are seldom available. Tax and revenue collection and purchasing procedures are usually more adequate in the municipal governments.

Personnel Administration

Good personnel administration contributes substantially to the success of any organization. If government is to be effective well qualified persons must be selected for public positions and desirable and equitable conditions of employment must be maintained. These objectives are seldom achieved in the county government and they are only occasionally achieved in municipal governments. The county has no central personnel office and only isolated units maintain the more basic components of an equitable personnel system. The county is without a recruitment and testing program to assure competence in the people it employs; it is without a classification plan to assure uniformity in personnel processes; it has no systematic or uniformly equitable compensation plan; and it is without in-service training and promotional programs. Rather, personnel practices in the county government follow personnel concepts which fail to assure competent public service or fairness to the employee. The situation in most municipal governments is equally poor, although a few have formalized classification and salary plans. But even the municipalities which have these basic instruments of personnel administration commonly operate with civil service commissions and fail to integrate adequately personnel administration with the management function.

Aids to Administrative Management

There are a group of functions, or aids to management, which are essential to good government. These functions include the continuous examination of governmental organization and procedures with a view to their improvement; the development of reports for administrators, legislators, and the public; and the formulation of suitable policies and procedures in regard to the retention and disposal of public records. No facility exists in the county government to perform these functions, nor is this type of service usually available in the municipalities.

Governmental Operations

The adequacy and efficiency of government is revealed most clearly by the functioning of its operating agencies. These are the units which carry out public policy, which provide for public safety, which furnish public health, welfare, education, recreation, and library services, which construct and maintain public improvements of various kinds, and which regulate private undertakings so that they will develop in keeping with the public interest. The impact of government upon the citizen is principally through these operations and it is by their impact that the citizen judges his government.

Streets and Highways

The development and maintenance of streets and highways within Metropolitan Miami is the responsibility of separate municipalities within their respective boundaries and of the county government in the unincorporated area. The only exceptions to this generality are in the case of 79 miles of streets maintained by the county within municipal limits, and 208 miles of the state primary system which are developed and maintained by the state without regard to local boundaries. With this divided responsibility it has been impossible to develop an integrated system of arterial streets and highways for the entire area. The more prosperous municipalities have developed partial systems, and the county, which has the advantage of state gasoline tax funds, has developed some major thoroughfares in the unincorporated area. But such arterials as have been developed are likely to narrow abruptly at municipal

limits, and maintenance and engineering standards vary considerably among the several jurisdictions. The development of a metropolitan arterial street and highway system is impeded, principally, by widely dispersed responsibility and by the inability of the jurisdictions, separately, to finance major improvements. The problem is accentuated by the inequity of the state's use and distribution of gasoline tax money, and by constitutional provisions relating to bond elections and to condemnation of land for highway and street purposes.

Traffic and Transportation

Traffic engineering is the responsibility of separate jurisdictions within their respective boundaries. The function is performed very poorly by all jurisdictions except the largest cities. Little uniformity exists between jurisdictions as to street markings and traffic signs and in the engineering treatment of intersections. The problem is especially acute on major thoroughfares and is a source of confusion to tourists and out-of-town drivers as they move from one jurisdiction to another. The absence of a unifying and coordinating force in traffic planning and engineering has made it impossible to deal adequately with traffic congestion, and such congestion is stifling the principal business sections of the area. The traffic problem is made more acute by the fact that the Florida East Coast Railroad traverses the most densely settled portion and principal business district of the metropolitan area. In the future, the presence of this right-of-way may prove to be a real blessing; but today, with grade level track crossings, it is a serious hazard and impediment to pedestrian and motor traffic.

Airport facilities within Metropolitan Miami, including the Miami International Airport and the small Tamiami Airport, are adminstered by the Dade County Port Authority. This authority (ex-officio the Board of County Commissioners) can acquire and operate other facilities, but aside from operating Venetian Causeway it is not expanding its holdings significantly.

The Port of Miami, consisting of terminal, wharf, and storage facilities for domestic and foreign shipping is owned and operated by the City of Miami. An effort was made in 1954 to consolidate this port with the County Port Authority, but the Supreme Court dismissed a petition for a declaratory decree validating the merger. For want of funds and because of uncertainty as to the eventual disposition of the port, the City of Miami has let port facilities decline below a desirable condition of repair.

UNLOADING BANANA BOATS ALONG THE MIAMI RIVER

Building and Zoning, and Urban Renovation

Responsibility for building and zoning regulation is divided among the county government and the several municipalities. High building and zoning standards are maintained in several jurisdictions, but for the metropolitan area as a whole such standards are not uniform, and in some sections they are below a desirable minimum. This circumstance, combined with poor enforcement in some jurisdictions, has led to sub-standard construction, incongruous land use and, occasionally, modern slums. Property and communities adjoining these blighted areas are sometimes adversely affected through declining realty values.

Inadequate zoning policies and enforcement also accentuate traffic difficulties. It is a rather common practice in some communities to re-zone for strip business development properties adjoining newly widened and improved streets. Too little set-back and inadequate off-street parking area is required of the new structures and the resulting traffic congestion counteracts the intended purpose of the street improvement.

In connection with building and zoning regulation it is appropriate to mention the situation which obtains with respect to urban renovation. Since much urban development in the metropolitan area, especially on the fringe, is relatively new, the renovation of blighted areas does not yet pose a serious prob-

lem. But if existing building and zoning standards are not improved and if machinery is not established to critically examine and work out plans for redevelopment, urban blight will become increasingly more difficult of solution. Already there are some isolated areas which are ready for renovation but the only active efforts in this direction are being made by the City of Miami. The problem of urban renovation, although relatively minor now, could very well become a problem of metropolitan concern. It is not likely that it could be dealt with satisfactorily on a purely local basis.

Flood Control and Surface Drainage

On a regional and metropolitan-wide basis flood control and surface drainage are closely intermeshed with fresh water conservation. These functions pose a serious problem in the Miami area, but in terms of assignment of responsibility for program execution they constitute one of the brighter spots on the governmental scene. The development of major works is assigned to the Central and Southern Florida Flood Control District and the United States Corps of Engineers. Subsidiary works are developed and maintained by the county in close cooperation with the broader regional program. Although regional and county-wide operations are as yet far from being fully effective, they offer hope of eventual success.

The principal difficulties in this functional area are to be found in local surface drainage. Municipal storm drains and storm drains in communities of the unincorporated area are quite meager and few localities make adequate provision for the elimination of storm water. The situation is especially bad along streets and highways and provision for their drainage is still the exception rather than the rule. Although the principal blame for this situation must be charged to the separate jurisdictions, it is a fact that local solutions are sometimes rendered difficult by the inaccessibility or absence of major drainage facilities.

Sanitary Sewerage and Sewage Disposal

This is one of the more vital functions of government in heavily urbanized areas and it is perhaps the most neglected in Metropolitan Miami. Much of the area resorts to septic tanks although some privately operated sewage systems exist in the unincorporated areas and a few of the municipalities have partial

or, rarely, complete collection systems. Even where collection systems exist, however, they almost invariably discharge without treatment into the bay or ocean. No agency exists to spearhead a metropolitan-wide improvement in this situation, and responsibility is divided among the 27 local governments. A few of the municipalities, individually, are taking positive steps to effect an improvement within their limits; but most of the municipalities and the county government are doing little or nothing in this acutely serious functional area.

Water Service

Responsibility for providing water service in Metropolitan Miami is widely scattered. Six municipalities have supply sources and operate water plants. Private wells are common in the county and in some small municipalities, and large privately owned and operated water plants are becoming increasingly common in the unincorporated area. Fifteen municipalities own and maintain distribution systems and there are several private distribution systems serving incorporated and unincorporated communities. Most of the distributors purchase water wholesale from some other system and the principal water producer is the City of Miami. The County Health Department inspects public water facilities for technical design and operation but there is no regulation of distributors as to rates charged. Retail rates vary from 25 cents to 43 cents per 1000 gallons even when the original source is the same.

The wide dispersion of responsibility for water supply and distribution not only makes public health inspection difficult, it also makes for uneconomical administration and operation. In consequence, water in many communities within Metropolitan Miami is needlessly expensive to the consumer.

Refuse Collection and Disposal

Refuse collection and disposal services are provided by county and municipal governments and by private contractors. There is considerable variety in the frequency and adequacy of collection services but poor collection normally results in only local annoyance. The location and operation of disposal facilities, however, such as incinerators and dumps, are frequently of much broader significance. Originally, municipal disposal facilities were located in areas which were sparsely settled and therefore caused little annoyance. But as these areas have developed new residents have complained of the odors, smoke, and

unsightliness of nearby refuse disposal works. The situation is less troublesome in the case of facilities of the County Waste Department for it has greater freedom in the re-location of disposal sites. It also employs land-fill disposal processes which are less objectional than processes employed at some municipal dumps.

Public Health and Hospitals

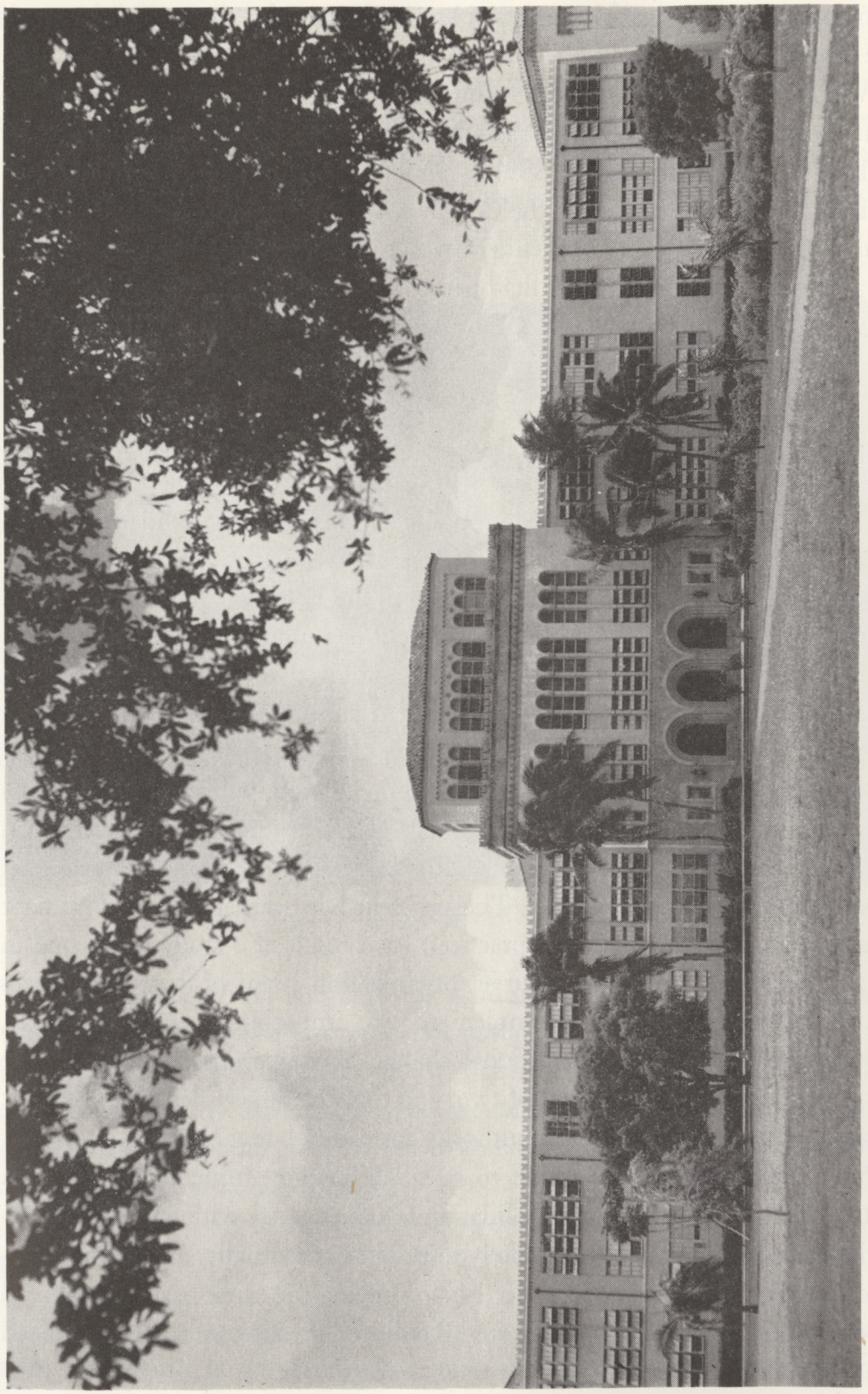
Public health and hospital services in Metropolitan Miami are provided almost exclusively by units of the county government. The county operates two hospitals. The largest, Jackson Memorial Hospital, was acquired from the City of Miami in 1949. It operates as a separate county department and is equipped to render general and specialized hospital care. The County Hospital is much smaller and is organizationally a part of the Homes and Hospital Department which includes both welfare and hospital institutions. Both hospitals operate out-patient clinics, and clinics are also operated by the Social Service Department of the county government.

Public health services were transferred to the county in 1942 and operations of the County Health Department, which is charged with their administration, are supported by county, state, and federal funds. Administrative and technical supervision are received from the State Board of Health. The program of this department is well balanced and is quite comprehensive.

Although some structural deficiencies are present in their arrangement, health and hospital services are generally well administered and their direction on an area-wide basis has proven economical and efficient. Their adequacy has been facilitated by the circumstance that some management services, notably personnel administration, are better in these units than in other county departments.

Welfare Services

Public assistance programs which are part of the federal aid program are administered by the state government. Other welfare services, both of a general relief and institutional character, have been substantially consolidated at the county level. Only one municipality, Miami Beach, continues to operate a relatively large welfare program. It does so because it feels eligibility require-



MIAMI SENIOR HIGH SCHOOL

ments of the county welfare program are inadequate for the needs of its welfare clients.

Welfare administration by the county is confused by the separate organizational arrangement of welfare functions. The Social Service Department and Welfare Department provide similar and occasionally duplicating services. Welfare institutions, including the County Home for the Aged and Children's Home, are in still another department which includes also the County Hospital. Although some of these units operate satisfactorily unto themselves, the potential benefits of area-wide authority for welfare administration are not being realized under the existing structural and administrative arrangement.

Public Education

The public school system of Metropolitan Miami was consolidated by special act of the legislature in 1945. Within the framework of state requirements, responsibility for public education is vested in the Board of Public Instruction, Board of School Trustees, and Superintendent of Public Instruction. Members of the two boards and the Superintendent are elective officials. The latter is the administrative officer of the school system and is responsible for supervising public instruction throughout the county.

Because of the rapid growth of the school population, public education poses a serious problem. A considerable number of pupils are improperly housed and the school system has been unable to achieve uniformity in educational opportunity throughout the area. The problem has been accentuated by poor organization and administrative practices. As a result of a study conducted in 1952 by a nationally recognized survey organization, many of these deficiencies are being rectified. Action to implement two important recommendations, however, will require a constitutional change. It was proposed that there be one governing authority instead of two, and that the Superintendent of Public Instruction be appointed by this authority instead of being elected.

Public education will continue to be a serious governmental problem in Metropolitan Miami, but its consolidation into an agency with area-wide jurisdiction is the arrangement most likely to produce, eventually, an effective education program. An immediate need is to provide the same basic educational opportunities and level of facilities for all children throughout the consolidated area.

Recreation

The provision of park and recreational facilities is both a county and a municipal responsibility. The county government through its Park Department has developed and administers an excellent system of major parks, beach areas, marinas, and special facilities. Municipal facilities are generally good in the large cities and vary from good to bad in the small communities.

EVENING CONCERT IN MIAMI'S BAYFRONT PARK

Organized recreation is exclusively a municipal function but the emphasis which it is accorded varies considerably among the several jurisdictions. There is no organized recreational program for the unincorporated area. Children and adults who live in this area or in municipal areas which have inadequate recreational opportunities must utilize the services of their more prosperous or progressive municipal neighbors.

Libraries

The provision of public library services is almost wholly a municipal function. The county government has no library program and many communities

in the metropolitan area, both incorporated and unincorporated, are without library facilities or services. Citizens of such areas must borrow books from neighboring or distant municipalities. Considerable non-resident use is made of the excellent library facilities and programs of the City of Miami, and this library system accounts for 60 per cent of all free books circulated in the metropolitan area.

Law Enforcement

There are 28 police agencies in the metropolitan area. Two of these are county organizations and the other 26 are municipal police forces. The County Sheriff's Department has jurisdiction throughout the county but it serves, principally, the unincorporated area and, upon request, the smaller municipalities. The County Police Department is essentially a park police unit and works only on county-owned property. The municipal departments work principally within their respective jurisdictions.

There is considerable variation in the size of these agencies and in their ability to cope with law enforcement problems. The Sheriff's Department and the departments in the large cities generally are equipped to deal with a wide range of police situations. But the smaller municipal units can render only the barest minimum of service.

Under the existing arrangement there is considerable variation in the intensity of police work. It is weakest in the smaller municipalities and to off-set this, a system of inter-jurisdiction aid has been worked out on an informal basis. Both the Sheriff's Department and the units of the larger cities, principally Miami, provide staff and technical assistance to the smaller jurisdictions. Such assistance is rendered without charge.

The situation with respect to police communications is not good, but considering the number of law enforcement agencies and the potential confusion which could exist in the area, it is far better than might be expected. There are only five radio systems in the county of which two—Miami and North Miami—serve the great majority of jurisdictions. All radio systems are tied in to a single frequency for use in emergencies.

For police training, most of the larger departments have their own facilities. The smaller jurisdictions can use the excellent academy of the City of Miami or the program of the Florida Police Academy. Many of the smaller communities have police personnel who have been trained at these schools.

Police records are maintained separately by the several law enforcement agencies, and except in some of the larger departments, they are of poor quality. Crime laboratories are operated by the Sheriff's Department and by the City of Miami and these facilities are utilized generally by other police units. The Sheriff's Department and about half of the municipalities have their own jails. The smallest towns make use of jails in nearby communities.

Perhaps the greatest confusion and jurisdictional rivalry occurs in the case of criminal investigation. The Sheriff's Department has two investigative agencies and this in itself is confusing. The Criminal Bureau of Investigation is responsible for capital crimes and the Criminal Division investigates other crimes. Both have jurisdiction throughout the county, although their limited manpower does not permit full exercise of this authority. It happens, however, that in many instances their investigators and those of the larger cities, and perhaps also investigators on the staff of the State Attorney, are working on the same case. This does not contribute to efficiency in investigative work; rather, it frequently produces confusion and sometimes causes a complete breakdown of the investigative process.

Fire Protection

Fire protection in Metropolitan Miami is furnished by the County Fire Patrol and a number of municipal fire departments. Fifteen municipalities have departments with paid firemen and several others have volunteer forces, but in three towns there is no local fire agency at all. The City of Miami receives excellent fire protection from its department and the situation is generally good in the other large cities. In the smaller communities the situation is reversed and generally very poor service is rendered. The County Fire Patrol is responsible for fire protection in the unincorporated area, but its eight one-man stations are inadequate to serve such an extensive area.

In order to assist the smaller places and the unincorporated area, informal "mutual-aid" agreements have been negotiated among most jurisdictions. These agreements are not really mutual since practically all of the service is rendered by the larger and better equipped departments. They, therefore, bear the brunt of the burden for fire protection and they deplete their own firefighting resources, and hazard their own community, in the process.

Fire training is provided by several of the larger departments. The Miami Fire Department provides training free of charge to personnel of other juris-

dictions and in this and in other ways it has been of great service to the entire area. Training is also available at the State Fire College at Ocala.

The larger cities have developed comprehensive fire prevention programs, but no program of inspection and control is conducted in the smaller towns and in the unincorporated area, and it is here that the greatest fire hazard exists.

Jurisdictional Boundaries

The multiplicity of municipal boundaries and their illogical and frequently weird arrangement is a serious impediment to the administration of local government. They prevent the efficient and economical deployment of forces and equipment for public works and utility operations including street and sewer construction and maintenance, servicing of water mains, and waste collection. They make difficult if not impossible the development of reasonable beats and zones for use in law enforcement. Fire protection is sometimes rendered difficult and uneconomical because jurisdictional limits are too confining or because areas to be served are geographically separated. The confusion of jurisdictional boundaries causes similar, if less pronounced, difficulties in other public service areas. At the present time, the only public functions which can avoid the waste and inefficiency which is imposed by these boundary patterns are those which have been removed from the jurisdiction of municipal governments. If reasonable efficiency and economy in government is to be achieved, either consolidation of functions must be made complete, or an appreciable improvement must be made in the arrangement of jurisdictional boundaries.

Financial Support of Local Government

In 1952–53, local governmental expenditures in Metropolitan Miami amounted to $100 million. Of this total, $38 million was spent by municipalities, $26 million by the county government, and $36 million by the Board of Public Instruction.

The total cost of local government was defrayed in a number of ways. The principal source of revenue was the property tax which accounted for 44 per

GREATER MIAMI IS AN IMPORTANT SHIPPING CENTER

cent of the total. Property taxes constituted 40.6 per cent of municipal revenues and 47.2 and 45.0 per cent, respectively, of county government and school system revenues. In addition to property taxes, municipalities derived 8.7 per cent of their revenue from cigarette taxes, 6.6 per cent from occupational licenses, 2.7 per cent from fines and forfeitures, and 15.3 per cent from other revenues including principally water utility operating revenues and revenues from miscellaneous municipal enterprises.

Besides property tax receipts, the county government derived 3.0 per cent of its revenues from state and federal sources (principally from the state gasoline tax), 2.0 per cent from occupational licenses, 0.8 per cent from fines and forfeitures, and 46.9 per cent from other sources including hospital service charges, park operating revenues, and receipts from Port Authority operations.

The Board of Public Instruction, besides property tax receipts, derived 21.5 per cent of its revenues from state and federal sources (principally Minimum Foundation Law funds), and 33.5 per cent from other sources including tuition fees, racing commission funds, and returns from investments.

Financial support of municipal governments derives almost exclusively from within their respective boundaries. Municipal areas also furnish most of the financial support for other local governments. County and school system funds which are returned by the state derive initially from gasoline and sales taxes collected within municipalities, but the extent to which this is true cannot be determined. It can be ascertained, however, what portion of property taxes are borne by municipal areas. In 1952, the tax levy in support of all governments, except municipalities, amounted to $33.5 million. Municipal areas, which contain 75 per cent of the county population, paid 82.2 per cent of this total. Unincorporated areas, which contain 25 per cent of the county population, paid only 17.8 per cent. This is especially significant since many county services are provided partly or wholly out of general taxes principally for the benefit of the unincorporated area. County and municipal property taxes combined amounted to $51.5 million. Of this total levy in support of all local governments incorporated communities paid 88.4 per cent and unincorporated areas paid only 11.6 per cent.

That public services in Metropolitan Miami are not uniformly good has been shown in earlier sections of this chapter. This circumstance is attributable to many things, but much of the difficulty can be traced to the lack of financial resources. The problem is not peculiar to jurisdictions of any particular size. The City of Miami has found that revenues of $23 million a year are inadequate for its needs. The situation here is aggravated by the fact that increasing numbers of people live in and are taxed by suburban communities, but work in and to a considerable extent utilize the facilities and services of the central city. As this trend continues the problem of finance in Miami will become progressively more and more acute. The financial condition of many of the smaller communities is just as bad as in the central city but for another reason. Many of them incorporated originally with too little tax base to support an optimum level of government, and adequate resources have not subsequently been acquired. It is significant that 10 municipalities in Metropolitan Miami have total revenues of less than $100 thousand a year and in a few cases they are as low as $8 thousand. A necessary minimum revenue which would hold for any and all local governments cannot be stated, but it is clear that some of the incorporations which have formed in the metropolitan area have done so with inadequate economic resources. It follows that a more reasonable and equitable distribution of public funds must be achieved if the problem of local finance is to be resolved.

The Problem of Government in Summary

There are serious overtones of administrative ineptness in the functioning of government in Metropolitan Miami today, but basically the problem of government stems from the lack of regional authority and competence to deal with metropolitan issues. Of the 27 governments in the area only the county government has a semblance of power to deal with area-wide problems. But even this limited power is largely negated by constitutional and statutory proscriptions. Furthermore, the county's present structure, lacking as it does the basic requisites for the orderly formulation of policies, good management, and systematic administration, is so cumbersome as to preclude its effectiveness as an instrument of metropolitan government.

The several municipal governments were intended to provide only for purely local needs. Although some of them function adequately in this purpose, none has the breadth of authority nor the administrative machinery necessary to cope with regional problems. Even in purely local objectives their operations are frequently impeded by the lack of regional coordination, the absence of uniform standards, the unavailability of area-wide public facilities and utility systems, and by the inadequacy of public funds.

The citizen of Metropolitan Miami today is faced with a real dilemma. He has high hopes for the future of the metropolitan community. He sees the need for, and he wants better streets and highways, an integrated public transportation system, improved building and zoning standards, comprehensive coverage of the area in terms of water, sewage, and related utility services, better health, welfare, education, recreation, and library programs, and improved law enforcement and fire protection services. He feels, also, frequently with justification, that he pays rather dearly toward the support of local government. Yet in the fulfillment of his aspirations for the community he faces a void. He finds governments in profusion; but upon none can he bring to bear the force of his interest, desires, and determination. It is only natural that this circumstance should be disturbing; but the citizen is even more disturbed in the realization that with the continued rapid growth of the community a prolongation of existing inadequacies can only accentuate the problem of government.

CHAPTER 4

Organizational Alternatives

THERE IS BUT ONE REAL PROBLEM of governmental organization in metropolitan areas. It is the problem of securing a jurisdictional entity with area-wide authority for performing those functions best conducted on a grand scale throughout the area and supported by all the citizens of the area. The reciprocal and complicating feature of the problem is the need to provide within the broad governmental framework adequate latitude for local community structures to continue functioning in the interest of the local citizen and in accordance with his willingness to support services and activities of local benefit distinct from or above the level of service of those normally available from the metropolitan jurisdiction.

Few people who see our cities growing and our population increasing—particularly in those areas which are witnessing very rapid expansion—will deny the ultimate necessity of having some form of local government capable of meeting the needs of an entire metropolitan community. Paradoxically, however, awareness of need has seldom led to a political willingness to act in this sphere of local governmental organization. Questions of method, form, assignment of functions, financing, local tradition, and just plain selfishness all have proved stumbling blocks in the path of effective action. Often legal problems created by state constitutions and state legislation have proved difficult to overcome.

No plan to provide a more effective governmental structure to meet the requirements of a modern metropolitan community will prove equally satisfactory to all those affected by it. Some are certain to be hurt right down to their pocketbook simply because one of the problems to be overcome is the inequitable distribution of the tax burden. Others will have to give up freedoms they

moved out into the country twenty years ago to enjoy because today they no longer live in the country. Each person from the down-town apartment dweller to the liquor dealer "out in the county," from the suburban commuter to the rural farmer can be expected to view a governmental reorganization plan in terms of exactly what he expects to get out of it, whether it be better police protection or closer police supervision, a new sewer line or simply higher taxes. Consequently, any plan, if there is any hope for its adoption, must have some tangible benefit to offer a very considerable number of the people. It must be generally acceptable throughout the metropolitan area and in adjacent rural areas. If constitutional change is involved, the plan must make sense to many who may never be directly affected by it; certainly it should have some appeal for those troubled with similar problems in other metropolitan areas of the state.

Improvement Is Difficult

In the past fifteen years a great variety of efforts have been made to deal with the problem of government in metropolitan areas throughout the United States. Earlier efforts date back as far as one wishes to go in both Europe and America, but it has only been in more recent years that tremendous population growth and the advent of the family automobile, accompanied by greatly increased standards of living, have so drastically altered the face of most major cities and made them nucleae of vast metropolitan communities. In these recent years of greatest change, traditional approaches to city growth have met with less and less success. One needs only to review the history of urban development to discover that the era of major annexations has long since passed, recent events in Tampa, Florida, notwithstanding. Mergers are increasingly uncommon. Even such devices as city-county consolidation, once viewed as a happy solution to problems of overlapping jurisdiction and service duplications, usually fail to secure approval.

Inability to apply such traditional means for controlling metropolitan development has led to increasing interest in so-called cooperative arrangements, usually involving a network of contractual relationships, special district and special authority enterprises, and outright municipal federation for provision of metropolitan services. Resort to federation is usually justified on the grounds of preserving the autonomy of local community life and keeping government

RESORT HOTELS IN FABULOUS MIAMI BEACH

close to the people. Even these devices, seemingly less drastic devices than annexation, merger, or consolidation, have sometimes failed of adoption or have, in the process of securing approval, been greatly emasculated. Meanwhile, the need for metropolitan government becomes increasingly acute and the possibility of achieving it becomes ever more remote.

In any number of recent metropolitan surveys and studies, the traditional remedies have been dismissed after brief discussion as offering no solution to pressing problems, not because they fail to offer workable political arrangements, but because no one has any hope of their being adopted. In fact, any solution involving fundamental political rearrangement is usually bypassed and an effort made to work out some sort of compromise solution based on administrative arrangements requiring a minimum of new legislation and avoiding, if possible, resort to the polls. The result has been an increasingly complex governmental structure and pattern of service arrangements which, far more truly than big government, confuse the citizen, make a mockery of local autonomy, and separate the individual further and further from participation in and control over local government affairs.

Stated another way, advocates of metropolitan government have all too often avoided meeting head-on the fundamental obstacles to really satisfactory local government reorganization: outmoded constitutional provisions, exaggerated deference to the pocket-sized municipal corporations, and vast arrays of legislation passed as expedient solutions to problems of the moment. There is little hope for meeting the governmental problems of the modern metropolitan community by temporizing with these impediments.

Genuine citizen interest and participation in local governmental affairs is an absolute essential to effective and efficient democratic government. It is to be encouraged in every way possible. It can be a reality in large metropolitan government and in the community manifestations thereof, which are by no means precluded by the presence of an area-wide public body. It will, however, be discouraged by the presence of complex and overlapping jurisdictional arrangements, by the diffusion of authority and responsibility in a multiplicity of units, authorities, special districts, independently selected officials, and federated relationships. Democratic government is not assured by periodic election of officials whose duties, authority, and responsibility are only vaguely guessed at from the titles they hold. It requires constant concern and attention to what public officials are doing within the framework of a governmental structure that is simple and understandable. Until a real effort is made to get

at the basic legal and structural problems that distort and complicate the local government picture, those who attempt to tinker with the problems of metropolitan areas will continue to face defeat and frustration. Consideration of the alternative approaches to Miami's metropolitan area problems should be undertaken with the points just mentioned firmly in mind.

Alternatives Available to Metropolitan Miami

In presenting and evaluating the alternative approaches to metropolitan government in the Miami area, the legal problems involved in following any particular course of action are not viewed as major defects. If changes in the law were not possible, there would be little point to seeking a solution to many of the governmental problems of the Miami metropolitan area. Accordingly, the question of what legal steps may be necessary to bring about any particular change in the existing governmental pattern assumes importance only when it pertains to the essence of a plan or when a proposal is considered for implementation.

Basically, any change in the structure of local government in the metropolitan area of Miami should meet the following objectives:

1. It should provide a governmental organization capable of dealing with area-wide problems.
2. It should provide tangible benefits to all communities within the metropolitan area in the form of improved services, more comprehensive services, more equitable distribution of the tax burden, and a means for solving problems that individual municipalities are unable to solve by themselves.
3. It should provide a framework within which the advantages of having separate community political structures may be retained.
4. It should resolve the problem of over-lapping or competing authority and responsibility between county and municipalities.
5. It should receive general support and acceptance throughout the Miami metropolitan area.

The Use of Annexation and Merger

A more effective political structure for dealing with the problems of metropolitan Miami would result if the various municipal corporations of the region

were to embark upon an extensive program of annexation and merger. By this process it is at least theoretically possible that all highly urbanized portions of Dade County could be brought within the limits of an incorporated municipality and that the municipal units themselves might eventually merge into a single city with jurisdiction throughout the greater Miami region. The prospect of such a development is certainly a dream, and many would regard it as a nightmare.

Major annexations were relatively common in the last century, and since the second world war there has developed a new flurry of activity aimed at bringing unincorporated fringe areas into many major cities. For many years, however, annexation movements proved singularly unsuccessful, and even in the recent period of renewed interest in the process, relatively few really significant annexations have taken place.

There are a number of reasons why annexation efforts have so often met with failure. First, many of the central cities of metropolitan areas are already virtually surrounded with incorporated communities, and little unincorporated territory remains to be annexed. Second, many cities would be only too pleased to annex well-developed suburban areas of high property values which would provide additional tax resources in excess of the cost of extending municipal services. Much less enthusiasm is shown for annexing over-crowded or poorly developed areas which would place additional burdens on municipal service facilities without providing a corresponding increase in municipal revenues. Attempts to annex on a selective basis produce vigorous resistance likely to defeat any annexation program. Third, many state constitutions and annexation statutes render the annexation process difficult and conducive to bitter local controversy.

It is true that there is considerable highly urbanized, unincorporated territory in Dade County intermixed with and immediately adjacent to the presently incorporated cities in the Miami area. A large part of this territory was at one time incorporated during the land boom of the early 1920's before collapse caused Miami to withdraw its jurisdiction from large sections of undeveloped land. Other segments of the territory became unincorporated as a result of property owners suing out of municipal corporations and some as a consequence of disincorporation. Much of this territory now receives some municipal services from the county or from neighboring municipalities, but without always sharing fully in the cost thereof. A substantial annexation program is

needed to repair municipal boundaries and bring urban areas within the service and taxing framework of local jurisdictions.

However, without adverting to the annexation process under Florida law, it would seem sufficient here to point out that annexation provides little hope of solving the major governmental problems of the Miami metropolitan area. It would of necessity be a long drawn-out process resisted to the bitter end by numerous areas that would prefer to receive something less than adequate local services in exchange for the privilege of paying a smaller tax bill. Short of outright reorganization of the entire structure of local government jurisdictional patterns by the state legislature, it could well prove impossible to achieve any significant progress toward a more rational political structure. Furthermore, the need for a metropolitan-wide government would not be met even if all presently unincorporated territory in the urban area of Dade County were annexed to some existing municipality. The possibility of effecting a series of city mergers holds even less promise than the prospect of successful annexation efforts. The residents of each of the existing municipalities and towns have what they feel to be an important interest in maintaining their present municipal autonomy. Indeed, a number of incorporations have taken place in an effort to thwart the expansionist tendencies of neighboring larger cities. After the proposal of 1947 to consolidate the City of Miami with Dade County failed of adoption, a host of would-be incorporations were proposed in an effort to forestall future efforts at consolidation and merger. In order to prevent utter chaos in the Dade County municipal pattern, the state legislature thereupon proscribed further incorporations in the county except by legislative charter. Thus it would appear that any proposal to achieve a single metropolitan government—or even to substantially reduce the number of local governments—by a process of annexation and merger would encounter strong public opposition. If the residents and property owners of the greater Miami area clearly understand the implications and ramifications of an annexation and merger program and strongly oppose it, the plan is *ipso facto* undesirable.

Neither annexation nor merger, nor a combinaiton of the two, offers much possibility for satisfying more than one or two of the basic objectives cited above. Particularly, none of these steps even touches the problem of city-county relationships. Their ultimate objective would be the elimination of most or all but one of the separate municipal corporations. They provide no guarantee of tangible benefits to all the jurisdictions affected. Most indications point to their general unacceptability.

Various Forms of Jurisdictional Consolidation

There are several possibilities for creating a metropolitan government by means of complete or partial consolidation of municipal with county government. Consolidation is to be viewed as a step short of complete integration. It would involve vesting in the same representatives both county and municipal authority and functions but not necessarily the loss of legal identity by either county or city.

The more drastic step, that of complete integration, would involve absorption by the county of responsibility for all municipal-type functions, vesting in the county by constitutional amendment the authority of a municipal corporation, and the effective elimination of all local jurisdictions other than Dade County.

A Single Integrated Government. The possibility of complete integration of municipal and county governments has a number of attractive features. It would make possible substantial economies in the use of personnel, both elective and administrative. All programs and policies could be planned, coordinated, and directed, in theory at least, by a single body of officials. Standards of service could be applied uniformly throughout the metropolitan area and a county-wide approach taken to all basic governmental problems.

There are fundamental reasons, however, why a single, integrated city-county government is neither feasible nor desirable. Given the present status of the Florida county, such a step would involve virtual abandonment of municipal government in Dade County in favor of government by an instrumentality of the state. That instrumentality, the county, is something less than an integrated government in itself. It may more properly be described as a geographical entity in which certain governmental functions assigned by the state constitution are performed by a congeries of independently elected officials, some of whom function through the device of a board and others of whom function quite autonomously. All are subject to a greater or lesser degree of supervision by the governor or other instrumentalities of the state government. In its present form it lacks the unity and genuine local autonomy to function as a municipality, and this situation would not be appreciably altered merely by conferring on the county the authority and legal status of a municipal corporation. Other objections to outright integration will be developed in the ensuing discussion of consolidation possibilities.

AGRICULTURE IS IMPORTANT IN DADE COUNTY'S REDLAND DISTRICT

Consolidated City-County Government. City-county consolidation was for many years felt to provide the most satisfactory approach to problems of government in metropolitan areas. This belief was based in large measure on the view that in highly urbanized areas there is no need for two distinct levels of local government, one of which has historically been adapted to rural or semi-rural areas. In view of the reality of county government as part of an over-all state pattern, however, the consolidation of city and county jurisdictions made possible the retention of the uniform state pattern while at the same time eliminating for most purposes the duplication of governmental units where jurisdictional areas became virtually coterminous.

City-county consolidations, some verging on complete integration, took place in a variety of metropolitan areas throughout the United States in the period before and around the turn of the century. Outstanding examples are San Francisco, Denver, St. Louis, Baltimore, Baton Rouge, and their respective counties. The creation of metropolitan New York City involved a complex pattern of consolidation affecting New York City, Brooklyn, and all or part of several counties. In 1945 a consolidation program patterned after that of

Denver was proposed by a constitutional amendment for the metropolitan area of Dade County, but it never was submitted to the voters.

A basic problem in city-county consolidation arises when portions of the affected county are rural or insufficiently urbanized to justify provision of a full complement of normal urban services. This difficulty was met in early consolidations, such as those of San Francisco and Denver, by separating from the older county that portion to be consolidated with the urban city, thus creating a new county for purposes of consolidation and leaving the remaining portions of the old county separate or attaching them to other predominantly rural counties in the area. This seemed a happy solution at the time, but subsequent events have proved it to be a short-sighted method of resolving the difficulty. It failed to take into account the possibility of substantial city growth. Today San Francisco and St. Louis have both spilled their urban population over into adjacent counties so that the metropolitan area extends far beyond the consolidated city-county. All efforts to secure the necessary legal changes to enlarge the city-county to include the more recently urbanized territory have met with utter failure. In dealing with a similar problem, Baltimore and Denver have been generally more successful in maintaining jurisdictional unity in the metropolitan area by reason of assistance from the state legislature or by having included in the original consolidation substantial portions of non-urbanized territory.

The most recent of the important city-county consolidations involved the city of Baton Rouge, Louisiana, and East Baton Rouge Parish. This consolidation, effected in 1947, made provision for the urban-rural distinctions in service level and taxation differentials by the creation of distinct service areas. The first consists of the highly built-up urban area, the second of industrial zones where residential use is not permitted and where industries must provide their own services, and the third of the remaining rural portions of the parish where municipal services may be provided only when special taxing districts are created to provide the necessary financial support. Legal identity of both city and parish is maintained with the same council members serving both, except that two members elected from the rural district of the parish are added when the council sits as a parish council. A single administrative head is provided for both city and parish and common functions are integrated and jointly supported by separate parish and city budgets. Other functions are supported separately depending upon the jurisdiction served.

The Baton Rouge system is worthy of particular note, not because the plan

is necessarily ideal, but because it highlights certain of the basic problems to be overcome in any consolidation move. Urban residents and property owners generally hesitate to approve annexation of or consolidation with areas for which some services must be provided largely or entirely at the expense of the urban portion of the municipality. At the same time, suburban and rural residents oppose consolidation or annexation lest they be saddled with the same tax rates levied on urban property owners, but for which in return they cannot hope to receive comparable services. Under many a merger, annexation, or consolidation plan, such points of view are not without foundation. However, a danger in the Baton Rouge arrangement is that as the character of land use changes and the urban community grows it will prove most difficult to make the necessary readjustments in the service and taxing districts.

Partial Consolidation. On two occasions, first in 1947 and more recently in 1953, proposals have been advanced for consolidating the governments of Dade County and the City of Miami. The earlier proposal differed from the later one by including in the consolidation four of the smaller towns of the county and by providing for a county home-rule charter by constitutional amendment. Again there are several ways in which partial consolidation might be effected, depending on whether or not the legal identity of the affected municipal corporations is retained. However, the result would be essentially the same in any case. The county would take over municipal powers and municipal functions in those areas included in the consolidation program.

Disadvantages in partial consolidation obviously include those stemming from existing weaknesses in Dade County government structure. Likewise, neither of the proposals so far advanced would provide any adequate solution to the problems that would arise from the necessity of adjusting service levels and tax loads as between the highly urbanized and the rural areas of the proposed consolidated jurisdiction. More serious objections than these can be raised, however.

1. Partial consolidation provides no single authority for dealing with metropolitan problems in Dade County. Those municipalities not included in the combination would continue to retain their present independent and autonomous status. They would continue to support in their taxes paid to the county services from which they might or might not derive any benefit. They would have no official voice in many metropolitan-wide problems directly affecting them.
2. The present city of Miami, as well as any others included in the consolidation would in reality, given the present status of the Florida county, be relinquishing their corporate autonomy while at the same time undertaking to support what-

ever municipal-type projects the county might see fit to undertake. Indeed, since the majority of Dade County voters already live outside the present city of Miami, there would be no assurance that the central city, as now defined, would continue to have significant representation either on the county board or among the various county-wide elective offices.

The Atlanta-Fulton County Plan of Improvement. At the beginning of January, 1952, Atlanta and Fulton County, Georgia, put into operation a plan for improved metropolitan relationships previously accepted by voters of both jurisdictions and supported by the state legislature through the passage of necessary legislation. The "Plan of Improvement" cannot strictly be classified as a consolidation, but neither does it fall into other readily classified categories. It involved elements of city-county separation, city-county consolidation, and a very important recourse to annexation. These elements were tied together in a single package. The absence of any one element might well have made the proposal unacceptable and the plan unworkable.

In essence, the plan involved annexation by the City of Atlanta of some eighty-one square miles of unincorporated but predominantly urban territory in Fulton County. In exchange, however, Fulton County ceased to provide municipal-type services throughout its entire jurisdiction; indeed, it was prohibited from so doing. As a consequence, residents in the annexed territory could expect to pay higher taxes in support of the services to be received from Atlanta but could anticipate some decrease in their county tax bill. The county was reduced to the status of a rural government leaving the city in complete control of urban government. On the other hand, certain auxiliary and managerial functions common to both city and county were merged or planned for merger. These included planning and the assessment and collection of property taxes, and certain phases of personnel administration. As a result of the reallocation of functions, a large number of employees were transferred between the two jurisdictions, but the plan provided that no one would come out jobless as a direct consequence of the changes.

The Atlanta-Fulton County plan has provided workable solutions to a number of metropolitan problems. Others remain unresolved and it remains to be seen how many new ones have been created. Incorporated units in Fulton County other than Atlanta were left untouched even though they create knotty barriers to a truly metropolitan approach to government in the urban portions of the county. Likewise, no solution was arrived at with respect to rationalizing the governmental pattern for that portion of Atlanta situated in

DeKalb County. There still remain certain areas of overlapping function, particularly in the law-enforcement field, which can provide contentious issues in the future.

The so-called Plan of Improvement constitutes a long step toward finding a satisfactory solution to the problem of metropolitan government in Georgia's most densely populated urban center. A particularly commendable feature is that by which future unincorporated urban areas may be annexed to Atlanta by petition of the mayor and council to the judge of the superior court or by petition of qualified voters in the area affected. The judge, after public hearing, can grant or refuse the petitioned annexation. Recourse to the legislature or to the polls is not necessary. The plan in general has little to offer Miami, however. Although the largest, Miami is but one of twenty-six municipal corporations in Dade County. A number of the other cities are of sufficient size and importance to make it imperative that any metropolitan government plan embrace them as well as Miami. Furthermore, over ninety-five per cent of the residents of Dade County live in urban areas, incorporated or unincorporated. The exclusion of Dade County from participation in municipal-type functions and the tax resources to support those functions would leave the county a mere shadow many of whose constitutionally designated officials would be left with only token responsibilities. Beyond compliance with constitutional requirement, there would be little to justify the county's continued existence, for it would lack the substantial rural population that would give it comparable status with Fulton County, Georgia.

Special Districts and Authorities

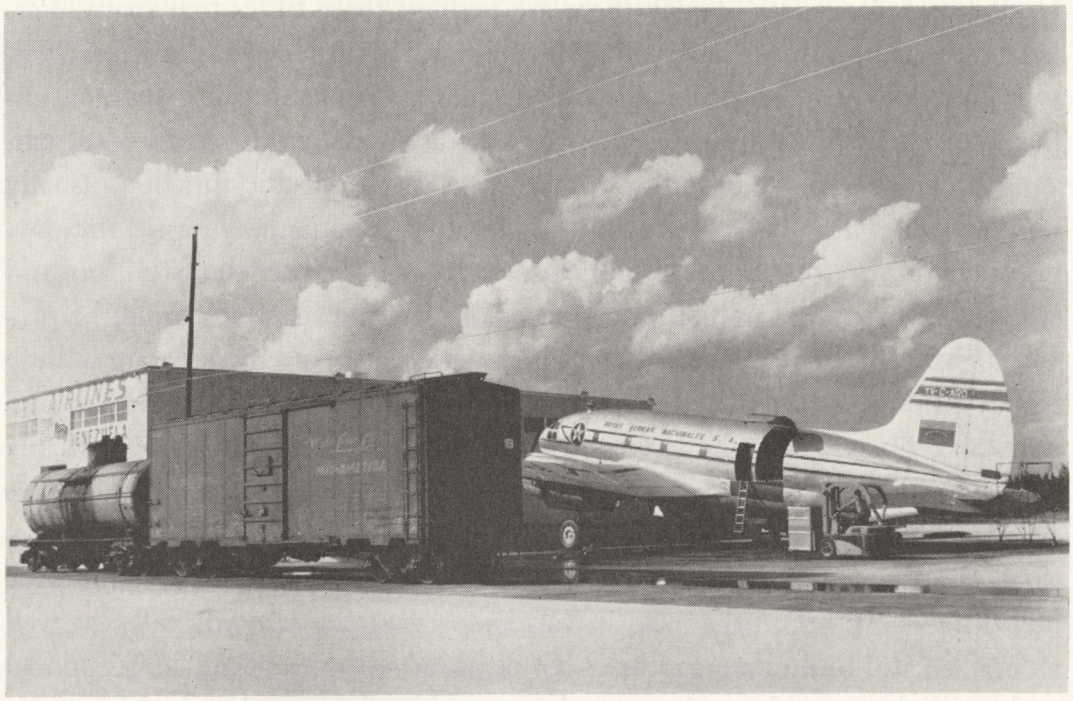
A very common device for obtaining local government services is the creation of a service district and an authority or commission to function as a governmental body in conducting or arranging for the particular service activity. With one or two exceptions, the Miami area has been remarkably free of this sort of governmental mechanism. Other areas, of which the Los Angeles and San Francisco metropolitan regions are pertinent examples, have witnessed repeated resort to the special district device. There are park districts, water districts, sewer districts, street lighting districts, fire protection districts, mosquito abatement districts, irrigation districts, and so on and on. William Anderson counted over eight thousand non-school special service districts throughout the

United States in 1942.[1] Today there are perhaps three times that many. Perhaps the largest number have come into existence to provide specific municipal-type functions in unincorporated urban areas as a substitute for merger, annexation, or incorporation. In such cases, a district is organized by local citizens under general state statute to perform a single specific function, usually on a service-charge basis, or to contract for that function with a nearby government or private utility. This device is frequently used both within and without incorporated units to meet needs or service levels that cannot be provided generally to everyone but for which people in a specific area are willing to pay by means of a special service charge. It is also used in suburban and semi-rural areas where the full complement of city services cannot justifiably be extended but where a few basic services are called for.

As a solution to the problem of providing general metropolitan-wide functions, the special district or authority device deserves consideration. Area-wide authorities have been organized in various parts of the United States, as well as in England and other countries. Depending on appropriate constitutional and legislative provisions, they may be created by the state, by a single county or a group of counties, by a city or a group of cities. They may be made coterminous with existing jurisdictions or they may have other boundaries specified in the organizing legislation or charter. They may be made dependent on specific tax levies, on appropriations from the parent governmental units, or they may be made dependent for their income on service charges or fees. Virtually all degrees of autonomous status and control have been utilized. Generally the area-wide authority, to operate with the greatest degree of flexibility, is given corporate status with a business-type financial system, bonding authority, and the right to sue and be sued.

The special authority has been viewed as a panacea by many people. Because of the independent status or autonomy usually accorded it, an authority is often sought by special interest groups in order to take a particular function "out of politics." An authority commission or board is generally made appointive with indefinite or long, staggered terms for the members. Occasionally board or commission members are elected, thereby isolating them from interference by an appointing authority, lengthening the voter's ballot, and introducing, often with a vengence, politics into the authority's management policies. With respect to virtually any function of government advocates can

[1] *Units of Government in the United States* (Chicago: Public Administration Service, 1942), p. 17. In addition Anderson counted over 118,000 school districts.



FROM TRAIN TO PLANE AT MIAMI INTERNATIONAL AIRPORT, A FACILITY OF THE PORT AUTHORITY

be found for performing that function by means of the special authority device. The most successful group in securing functional autonomy by means of special district organization has been the educators. The second largest group has been those interested in the utility field where self-sufficiency and the need for a business-type operating freedom form the principal justifications.

As a device for a metropolitan-wide approach to specific governmental problems, the special purpose district or authority has these advantages:

1. It may be organized territorially to meet service needs irrespective of local jurisdictional boundaries. To accomplish this end, it may of course be necessary to make the authority an instrumentality of the state rather than of the local governments.
2. Either by special tax levy or by the use of service charges it may be possible to allocate the cost of authority services directly to those who benefit from them.
3. An often alleged benefit is that of flexibility and operating freedom resulting from autonomous corporate status and use of business-type budgeting, accounting, and auditing procedures.

Over against these advantages, which, it should be pointed out, are not all precluded in regular government operations, are several very real disadvantages:

1. The very autonomy of the special authority makes it less responsive to representatively determined public policy and may indeed precipitate conflict with regular governmental jurisdictions and agencies.
2. Public authorities and corporations in the utility field deriving their revenues from the sale of services have commonly become obsessed with making a profit and building up sizable operating reserves. In the process they have frequently developed a resistance to undertaking needed functions or service extensions that do not seem to offer attractive financial prospects.[2]
3. The issuance of revenue bonds for public improvements is generally more costly than the issuance of general obligation bonds for the same purpose by regular governmental units.
4. If the function to be performed by the special district or authority is non-revenue producing, the organization must be supported from governmental appropriations or special tax levies, thereby nullifying much of the so-called operating freedom mentioned above.
5. The virtue of the authority is often its ability to concentrate on a single governmental problem. Recognition of this fact has frequently led to creation of not one but several autonomous authorities, each charged with performance of specific governmental functions. Almost immediately the problem of coordination becomes unmanageable, and from the standpoint of public policy the independent status of the authorities becomes their chief drawback.
6. No government can delegate a major complement of high policy functions to an independent administrative authority and continue to discharge its responsibility to the people it represents.

Victor Jones, in discussing the use of public authorities, makes this extremely pertinent comment:

> A corporate form of metropolitan government in which the selection of the authority or district commission members is once or more removed from the electoral controls may give us efficient and effective government but it cannot give us good government. It is not necessary nor is it desirable, for all policy-making officials to be directly elected by popular vote. They should, however, be subject to the budgetary control of popularly elected legislators and their policies should be subject to debate and discussion.
>
> Of course, any legislative body, whether it have jurisdiction over the matter or not, may debate anything it wishes. The object, however, is not futile and irresponsible talk. Our uneasiness should not be alloyed by saying that the ordinary municipal governments are frequently corrupt, irresponsible, ineffective, and inefficient. Our job is to make them responsible and efficient. This cannot be done by slicing

[2] An authority on the subject, Frederick L. Bird, has pointed out with specific reference to the Port of New York Authority that "self support through service charges is a too restrictive test of the public functions that should be performed on a regional basis." *A Study of the Port of New York Authority* (New York: Dun and Bradstreet, 1949), pp. 186-87.

off the most important functions of local government and handing them over to one or several autonomous bodies.[3]

Outstanding examples of major metropolitan authorities in the United States have evidenced both the advantages and disadvantages mentioned. The Metropolitan District Commission in Boston, the Port of New York Authority, and the Metropolitan Water District of Southern California each has performed important and valuable functions which, given the jurisdictional problems to be overcome in the areas concerned, might well have gone undone. On the other hand, each has created other problems of considerable magnitude. Chief among them have been lack of responsiveness to public needs and demands, conflict with other jurisdictions in matters of regional planning and development, and the exercise of tremendous financial power involving public funds effectively removed from the control of the elected representatives of the people in the area of operations. Neither these nor other metropolitan districts or authorities throughout the United States were intended to function as a general metropolitan government. None has so functioned. Few today would advocate that a broader multi-purpose authority might provide an adequate and controllable form of metropolitan government. The risks are too great and the advantages too few except where no other recourse is possible.

The authority's chief merit lies in being able to bridge otherwise insurmountable jurisdictional boundaries, such as those separating New York and New Jersey, Kansas and Missouri, and the metropolitan communities overlapping these state lines.[4] Miami has no such problems calling for resort to the authority device. On the contrary, the metropolitan region is an essentially homogeneous unit situated entirely within one county. To abdicate the normal responsibilities of government and hand over to one or several autonomous authorities the major metropolitan functions of government in the Miami area would not only be unwise, it would isolate from public control the very functions of greatest import and concern to the area's residents. The comment of Frederick L. Bird, a man who has often favored the public authority, is most appropriate.

[3] "Local Government in Metropolitan Areas" in Coleman Woodbury (ed.), *The Future of Cities and Urban Redevelopment* (Chicago: University of Chicago Press, 1953), pp. 585-86.

[4] Public Administration Service in its report on metropolitan problems of the Kansas City area favored the use of the authority device to bridge the state line. See *Government of the Kansas City Metropolitan Area: Some Consideration for Its Future Development* (Chicago: Public Administration Service, 1953), pp. 31-32.

> When you stop to think of it, an independent agency in charge of a basic service, that can fix its own rates, determine its own policies for supplying service and making extensions, and formulate and approve its long-range plans, holds an almost dictatorial control over how, and where, and how much a community is to develop residentially, commercially, and industrially.[5]

Metropolitan Federation

An unusual but nevertheless important possibility for providing a satisfactory solution to the problems of government in metropolitan areas is that of federation. In a federal plan, existing individual municipalities are retained but at the same time they combine to erect a superstructure of government having authority throughout the metropolitan region with respect to certain designated area-wide functions. Perhaps the prototype of federative system is that found in London where functions of local government are divided between the London County Council as a metropolitan government and twenty-eight metropolitan boroughs and the City of London as local municipal units. In the last three years great attention has been focused on the so-called Toronto Plan of metropolitan federation adopted by the Province of Ontario, Canada, for Toronto and surrounding local governmental units. Under the Toronto arrangement, certain basic area-wide functions, including specifically major works and utility operations and planning for the region, are conferred on the metropolitan government. Purely local services remain with the individual municipal governments. The legislative body of the "senior" government is composed of the administrative heads of the municipal units. However, representation is weighted in favor of the central city by including certain other Toronto officers on the council. How well the plan will work out in operation remains to be seen, for the system is too recent to permit really adequate evaluation. A possibly valid criticism that has already been made in various quarters is that the various local government mayors cannot give adequate attention to both their administrative responsibilities in the local governments and their added responsibilities as members of the legislative body of the metropolitan government.

In some respects, the Toronto arrangement bears a resemblance to the Michigan system of county government whereby the county board is composed of the elected township supervisors and various city representatives provided by

[5] Frederick L. Bird, "The Contribution of Authorities to Efficient Municipal Management," *The Authority* (December, 1949), p. 5.

law. The Michigan county system is not a satisfactory basis for metropolitan government for a variety of reasons not directly related to the "federal" nature of the county board. However, a basic weakness that may eventually be found pertinent in Toronto should be noted. It is the tendency of county board members, as representatives of local government units, to concern themselves primarily with the local interests of the unit they represent rather than with the broader interests of the larger unit of government of which they should be at least equally cognizant. In other words, the metropolitan government, whether it be a county, a municipal corporation with subordinate boroughs, or some form of special multiple-purpose authority, should derive authority from and act directly upon the people it serves. Otherwise the term "federation" becomes somewhat of a misnomer and the so-called federal system may well result in little more than a league of local municipalities no stronger than locally-minded representatives of the municipal units are willing to see it become.

Some aspects of the federation idea have much to commend them. By assigning to the regional government those functions of general concern to the entire metropolitan community, an area-wide approach to those functions may be attained. At the same time, individual municipal units are retained to meet the needs of the various and diverse communities found in any large metropolitan area. The principal problems to be overcome are those of balance and propriety in the allocation of functions and adequate and meaningful representation on the policy-framing body of the general governmental unit.

The suggestion is sometimes made that federation may be achieved by creating a broad multiple-purpose authority and assigning to it area-wide functions. Such an arrangement has never been successfully worked out and there are several reasons why it should not be attempted in Miami. First, the area-wide government should be directly representative of the people and not merely the creature of a congeries of local government jurisdictions. Second, the area-wide government should be vested with the basic governmental powers to legislate in the public interest, to tax, and to adjudicate. Third, there are no special jurisdictional problems in the Miami area calling for the authority device as a means of resolving them.

A seemingly natural unit to form the basis of federated local government is the urban county. However, in Florida as in most other states, the county as an instrumentality of the state is neither suitably organized nor suitably clothed with self-governing authority to function in the role that is called for. How-

ever, to create a metropolitan government co-terminous with Dade County without at the same time assigning to it many or all of the functions performed by the county would be both unwise and self-defeating. Any adequate solution along the lines of federation must seek a merger of municipal and county functions and authority in creation of the area-wide government.

Combining the Meritorious Features of Various Solutions

There is a recognized and generally accepted need for some form of metropolitan government in the greater Miami area. This need is not now satisfied and will not be satisfied by informal collaboration among the twenty-seven jurisdictions of local government in Dade County. A basic change and improvement in the pattern of local government is essential. All the various possibilities and alternative solutions discussed in the preceding sections of this chapter have their distinct advantages and disadvantages, and fortunately it is not necessary to simply choose one or another. Rather, it is both possible and desirable to select from among the various possibilities those features that have most to recommend them, bring them together in accordance with sound and tested principles of good government, and create for Miami a plan of improvement that will meet virtually all the conditions set forth at the outset of this discussion. In summary, the following steps are recommended.

1. Creation of an area-wide government with jurisdiction throughout the territory of Dade County. Such government should be vested with authority and responsibility for performance of those functions best performed on a regional basis, whether such functions are now performed by municipal units, the various county officials or agencies, or not at all.
2. Existing municipal governments should be retained with responsibility for conduct of those functions essentially local in character or which may represent a higher level of service than generally to be provided on an area-wide basis by the metropolitan government.
3. Encouragement should be provided for urban areas in territory not now incorporated to seek annexation to such existing municipal units as local geography dictates and as may be in position to provide local governmental services, or to seek incorporation for provision of their own services.
4. The metropolitan government should provide purely local services throughout its jurisdiction outside of incorporated municipalities on the basis of service charges or special service districts formed for the purpose of paying for such services.

5. The metropolitan government should be constituted with an elective legislative body chosen at large from specific representative districts of comparable population, plus representatives selected by the voters of local municipal units possessing at least eight per cent of the population of the metropolitan area. Thus both the general public and the cities of suitable status would be represented in the metropolitan government.
6. The functions, duties, and rights of the existing county government as a fundamental political subdivision of the State of Florida should be transferred to and vested in the Government of Metropolitan Miami.
7. The basic pattern of the metropolitan government, together with its authority, responsibilities, and duties should be set forth in a charter drawn up and adopted by the residents who are voters in the territory encompassed within the boundaries of the present Dade County.
8. The Constitution of the State of Florida should be amended to provide for the foregoing reorganization of local self-government in Dade County.

CHAPTER 5

Recommended Approach to the Problem of Government

IT SEEMS clear that there is both a need and a will to have a truly metropolitan government in the great urban region of South Florida now encompassed by the boundaries of Dade County and referred to generally as Metropolitan Miami. The numerous efforts to create such a government and the increasing public support such efforts have received provide ample justification for this conclusion. Furthermore, the state legislature has repeatedly shown a willingness to assist in the process of creating a metropolitan government in Dade County; but the crucial problem has been that of securing reasonable agreement within the region itself as to what form the government should take, what disposition should be made of the existing jurisdictional units, and how functions should be allocated among such local government entities as would emerge in any reorganization pattern.

It was to resolve just these problems that this project was undertaken and this report prepared. Certain basic conclusions have been reached as a consequence of both extensive and intensive investigation.

1. A metropolitan government is needed—a government created by and deriving its authority from the people of Dade County as expressed in a home-rule charter adopted in accordance with a suitable amendment to the Constitution of Florida.
2. The existing municipalities in Dade County came into being through a democratic expression of a desire for local self-government and any attempt to legislate these municipalities out of existence would be contrary to democratic tenets. It should always be possible, of course, for the citizens of a municipality to determine that it should cease to exist, that it should consolidate with another, or that it should expand or contract its responsibilities; and any municipality should be

of sufficient size to insure its economic feasibility. But there is no particular opprobrium in the existence of a municipality, or in the existence of 26 municipalities in Dade County. Municipal governments are among our most democratic institutions; they are close to the people; and they serve useful purposes in meeting local needs. Governmental improvement efforts, therefore, should be directed toward meeting area-wide or metropolitan needs rather than just a simple reduction in the number of jurisdictions. The creation of a metropolitan government need not and should not carry with it the extinction of separate municipal governments in Dade County. Rather, local municipal government should be retained on the basis of a sound distribution of functions between them and the new metropolitan government to be created.

3. There being no need for a county government structure separate and apart from that of the proposed metropolitan government, the functions, authority, duties, and responsibilities under the state constitution and state laws now assigned to the Board of County Commissioners and other county agencies and officials, both elective and appointive, should be transferred to and vested in the new Metropolitan Miami government together with such other authority and functions as may by charter be assigned it.

To move forward from these conclusions to an action program for their implementation, three steps are necessary. First, a determination must be made as to a suitable and proper distribution of functions between the proposed metropolitan government and the municipal governments in Dade County. Second, given the functions which the metropolitan government should perform, a suitable structure must be devised assuring that the new government may be made adequately representative of the people it is to serve and assuring that the functions assigned it may be properly accommodated within a sound administrative structure conducive to their efficient and orderly execution. Third, attention must be given to the constitutional, statutory, and fiscal problems that creation of a new metropolitan government and transfer and allocation to it of functions, authority, and property involve.

Distribution of Functions Between Metropolitan and Municipal Governments

The distribution of functions between metropolitan and municipal governments should be made largely on the basis of their regional versus their local importance, but in some instances economy and efficiency of administration will determine whether a function should be performed locally or on a metropolitan basis. Recommendations as to the appropriate distribution of functions

TABLE 3

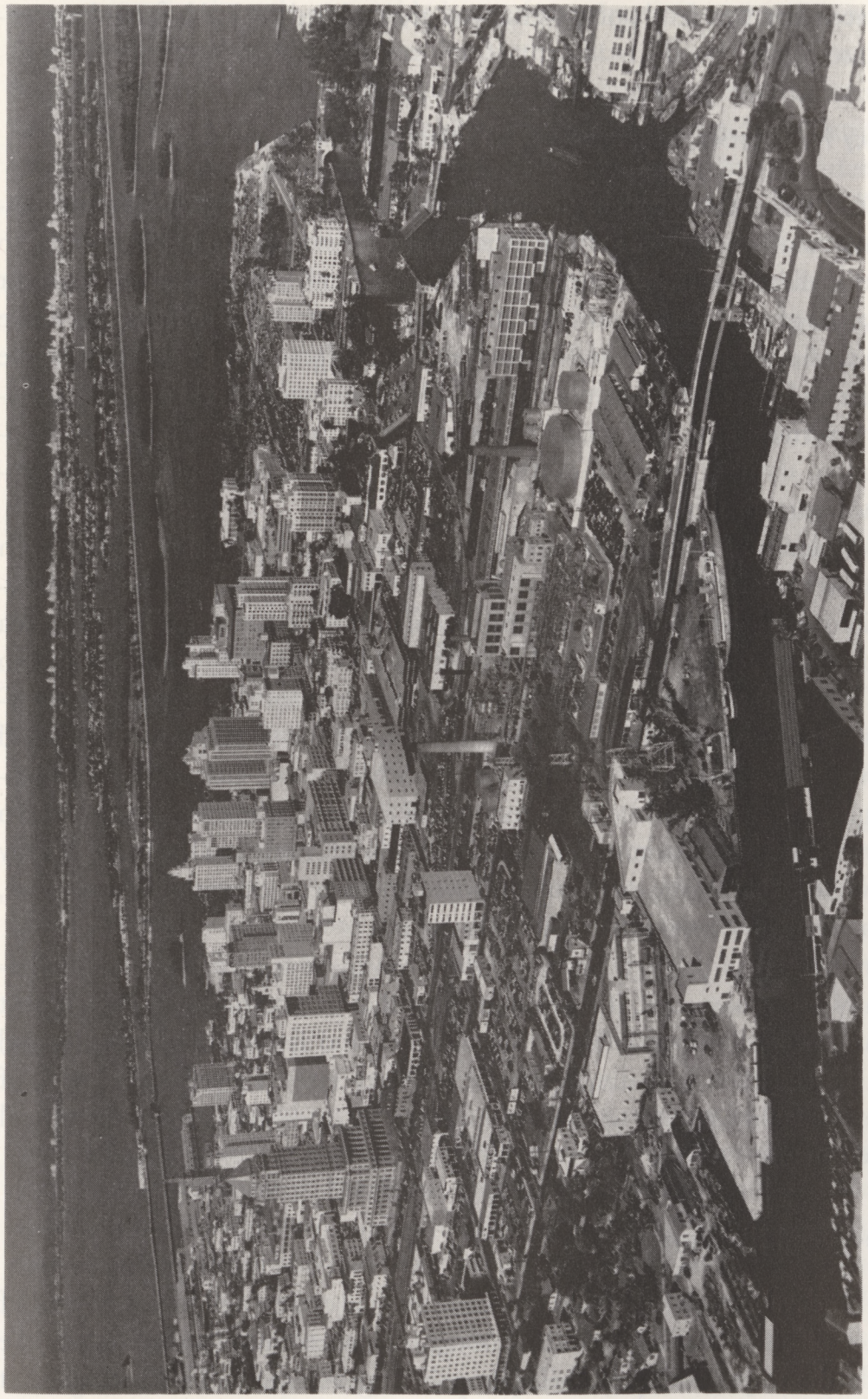
PROPOSED DIVISION OF FUNCTIONAL RESPONSIBILITY
BETWEEN METROPOLITAN AND MUNICIPAL GOVERNMENTS

METROPOLITAN GOVERNMENT	MUNICIPAL GOVERNMENTS
Policy Formulation	
Policies affecting Metropolitan Miami.	Policies concerning local affairs.
Executive Management	
Management of metropolitan government.	Management of municipal governments.
Planning	
Metropolitan planning; technical assistance to municipalities.	Municipal planning within the framework of metropolitan plans.
Financial Administration	
Financial administration for metropolitan government. Property assessment and property tax collection and distribution for all local governments.	Financial administration for municipal governments.
Personnel Administration	
Personnel administration for metropolitan government; technical assistance to municipalities.	Personnel administration for municipal governments.
Legal Services	
Legal services to metropolitan government.	Legal services to municipal governments.
Streets and Highways	
Development and maintenance of arterials and major off-street parking facilities; construction, maintenance, cleaning, and lighting of local roads and streets in the unincorporated area.	Construction and maintenance of local municipal streets and of secondary off-street parking facilities. Street cleaning and lighting within corporate limits.
Traffic and Transportation	
Master traffic engineering plan for Metropolitan Miami. Traffic control devices on all arterials and on local roads and streets in the unincorporated area. Development and operation of air, water, rail, and bus terminals. Regulation and control, and discretionary authority to operate public transportation systems.	Traffic engineering for local municipal streets. Traffic control devices on local municipal streets.
Building and Zoning	
Uniform building and related technical codes for Metropolitan Miami; enforcement in unincorporated area, and review of enforcement in municipalities. Examining and licensing of building contractors. Development and enforcement of zoning regulations for unincorporated area.	Enforcement of uniform building code and development and enforcement of more rigid requirements within municipal boundaries. Development and enforcement of municipal zoning regulations within the framework of metropolitan land-use plan.
Public Housing, and Urban Renovation and Conservation	
Administration of metropolitan housing authority; technical guidance to local authorities. Development and supervision of urban renovation and conservation programs for Metropolitan Miami.	Administration of local housing authorities. Local renovation and conservation within the framework of metropolitan programs.

TABLE 3—*Continued*

PROPOSED DIVISION OF FUNCTIONAL RESPONSIBILITY
BETWEEN METROPOLITAN AND MUNICIPAL GOVERNMENTS

METROPOLITAN GOVERNMENT	MUNICIPAL GOVERNMENTS
Flood Control and Surface Drainage	
Cooperation and liaison with federal and regional agencies. Development and maintenance of subsidiary works including major storm sewerage systems. Construction and maintenance of local storm drains in special assessment districts of unincorporated area.	Construction and maintenance of local drainage facilities within municipal boundaries.
Sanitary Sewerage and Sewage Disposal	
Full authority to regulate or operate.	
Water Service	
Full authority to regulate or operate.	
Refuse Collection and Disposal	
Refuse collection in the unincorporated area. Full authority to develop and operate refuse disposal facilities within the metropolitan area.	Refuse collection within municipalities.
Light and Power Utilities	
Discretionary authority to operate. Regulatory authority in the metropolitan area.	Discretionary authority to operate. Regulatory authority within municipal boundaries.
Health and Welfare Services	
Basic authority to provide uniform health and welfare programs for metropolitan area.	Discretionary authority to increase standards within municipalities.
Education, Recreation, and Library Services	
Development and administration of a public education system for Metropolitan Miami. Development and operation of a metropolitan system of major parks. Administration of a comprehensive library program for metropolitan area.	Discretionary authority to provide facilities supplemental to those of the metropolitan system. Basic authority for municipal park and organized recreation programs. Discretionary authority to provide local library services.
Law Enforcement	
Minimum patrol and traffic control throughout the metropolitan area; provision of full patrol services, at cost, in municipalities which choose to abdicate their basic authority. Development and administration of central training, communications, records, crime investigation, jail and stockade facilities and services.	Basic authority to provide full patrol and traffic control services within municipalities. Supplemental police training; maintenance of local police records; discretionary authority to investigate crimes committed within municipalities; operation of detention cells.
Fire Protection	
Development of uniform fire code for metropolitan area and execution of minimum fire prevention program. Development and administration of central fire training and communications facilities and services. Fire fighting on a cost basis within fire service districts of the unincorporated area.	Discretionary authority to increase standards and to administer supplemental fire prevention programs. Supplemental training for fire personnel. Fire fighting within corporate limits.



DOWNTOWN MIAMI, THE URBAN CENTER OF METROPOLITAN MIAMI, WITH MIAMI BEACH IN THE BACKGROUND

between the two levels of government are outlined in Table 3 and are explained below.

Policy Formulation, Management, and Management Services

Clearly the metropolitan government should have full local legislative authority to adopt policies in those functional areas assigned to its jurisdiction, to enact ordinances in the general public interest, and to prescribe penalties for violation of local codes and laws. It should have legislative authority to create and abolish departments and offices for the management of its administrative affairs and to transfer functions among such departments and offices. Municipal governments should retain similar authority as provided in the state constitution, statutes, and local charters to legislate regarding, and to manage assigned municipal functions.

Both levels of government should be empowered to provide themselves with necessary management aids in terms of planning, finance, personnel administration, and legal services. In order to avoid jurisdictional confusion in the area of planning administration, and in order to fill the void which now exists in this important functional area, it is recommended that the metropolitan government be given responsibility for the formulation and enforcement of broad plans for the development of Metropolitan Miami and that municipal planning be conducted within the framework of the broader metropolitan plans. In the areas of both planning and personnel administration particularly, it may prove desirable for the metropolitan government to render technical assistance, upon request, to local municipal governments.

In the field of property taxation, where considerable confusion and duplication of effort now exist, it is recommended that the metropolitan government be assigned full responsibility for the appraisal and assessment of property and for the collection and distribution of property taxes. Property tax levies, of course, should continue to be within the province and authority of the several governments.

Streets and Highways

The development and maintenance of arterial streets and highways and of major off-street parking facilities throughout the metropolitan area should be made the responsibility of the metropolitan government. This arrangement

appears to offer the only reasonable hope of securing an integrated system of thoroughfares and related facilities for Metropolitan Miami. The metropolitan government should also be responsible for constructing and maintaining rural roads and other local access streets. However, purely residential streets in unincorporated areas should be constructed and maintained by the metropolitan government on the basis of special assessment or street districts. Local streets within corporate limits should remain the responsibility of the respective municipal governments. Similarly, the municipal governments should retain authority for the development, maintenance, and operation of secondary off-street parking facilities, and for the cleaning and lighting of streets, both local and arterial, within their corporate limits.

Traffic and Transportation

The metropolitan government should have authority to develop and enforce a master traffic engineering plan for Metropolitan Miami. In addition, it should be responsible for the installation and maintenance of traffic control devices and markings, including special lighting, on arterial streets and highways, and on principal local streets and roads in the unincorporated area. Traffic engineering performed by municipal governments should be confined to local municipal streets and should be conducted within the framework of the metropolitan traffic engineering plan.

The metropolitan government should be empowered to regulate and coordinate, and as necessary operate, public transportation systems. It should also have authority to develop and operate or regulate air, water, rail, and bus terminal facilities.

Building and Zoning

The development and review of enforcement of uniform building and related technical codes for Metropolitan Miami should be responsibilities of the metropolitan government. Municipal governments should be directly responsible for the enforcement of uniform codes within their corporate limits, but their execution of this responsibility should be subject to review by the metropolitan government. Municipal governments should have discretionary authority to develop and enforce more rigid building standards within their corporate limits than are required by the metropolitan government in its uniform

codes. The enforcement of building standards within the unincorporated area should be a metropolitan function. The metropolitan government should be assigned exclusive control over the examining and licensing of building contractors and building tradesmen in Metropolitan Miami.

Zoning regulations for the unincorporated area should be developed and enforced by the metropolitan government. Within corporate limits this function should be performed by municipal governments—but municipal zoning should conform, and should be conducted within the framework of the metropolitan land-use plan developed at the metropolitan level.

Public Housing, Urban Renovation, and Urban Conservation

The metropolitan government should be empowered to organize and administer a metropolitan housing authority and to render technical guidance to local housing authorities. Additionally, it should have authority to develop and supervise urban renovation and conservation programs for Metropolitan Miami. Municipalities should retain discretionary authority to organize and administer local housing, urban renovation, and urban conservation programs within the framework of the broader metropolitan programs.

Flood Control and Surface Drainage

Cooperation and liaison with federal and regional agencies on flood control and related matters should be a metropolitan function. The metropolitan government should also be responsible for the development and maintenance of subsidiary works including a metropolitan system of major storm sewers. The construction and maintenance of local storm drains in the unincorporated area should be undertaken by the metropolitan government only within special improvement districts. Within corporate limits the construction and maintenance of minor drainage works should be a municipal responsibility.

Sanitary Sewerage and Sewage Disposal

The metropolitan government should be assigned full responsibility to develop, maintain, and operate, or to regulate and control all sewerage systems within Metropolitan Miami including collection systems, interceptor sewers, and treatment and disposal works. Municipal governments and private operators should be removed from this field of operation.

Water Service

The metropolitan government should have authority to regulate and control, or, in its discretion, to develop, maintain, and operate water pumping, treatment, and distribution systems in Metropolitan Miami. Municipalities and private operators should be removed from this field of operation. The metropolitan government should be authorized to meter, bill, and collect for the water services which it provides.

Refuse Collection and Disposal

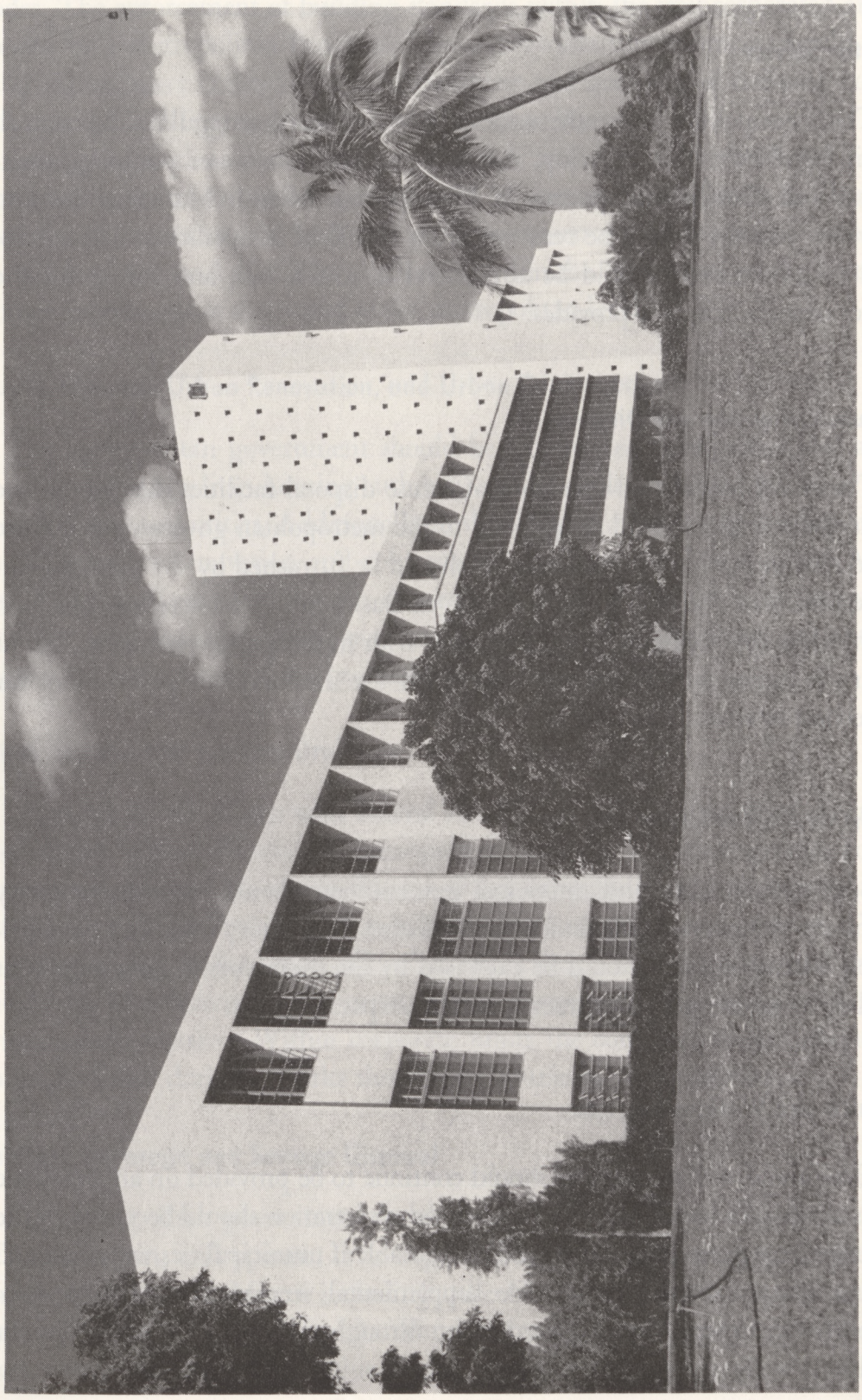
The development and operation of refuse disposal facilities throughout the metropolitan area should be assigned to the metropolitan government. Refuse collection in the unincorporated area should be furnished by the metropolitan government on the basis of service charges. Basic authority for refuse collection within incorporated areas should remain with municipal governments, but at their discretion they might negotiate with the metropolitan government for collection services.

Light and Power Utility Services

Both metropolitan and municipal governments should have discretionary authority to operate light and power utilities. Regulatory authority over privately owned utilities should be exercised by the metropolitan government as well as by municipal governments within corporate limits.

Health and Welfare Services

Health and welfare services should continue to be provided on an area-wide basis. Although basic authority for their administration should be vested in the metropolitan government, it would be desirable if municipalities were assigned discretionary authority to provide supplemental services beyond those provided by the metropolitan government through the operation of their own health or welfare programs.



MERRICK BUILDING, ONE OF THE FINE STRUCTURES OF THE UNIVERSITY OF MIAMI CAMPUS

Education, Recreation, and Library Services

Public education should continue to be administered on an area-wide basis. Municipalities, however, should be permitted to provide kindergartens or other facilities not provided by the metropolitan school system.

The metropolitan government should be responsible for developing and operating a regional system of major parks, and it would be desirable if it were authorized to provide organized recreation services, on a cost basis, in unincorporated areas. Municipalities should continue to have basic authority with respect to municipal parks, recreation facilities, and organized recreation programs within their corporate limits.

The metropolitan government should be empowered to develop and operate a metropolitan library system either separately or in conjunction with the school system. Municipalities should retain discretionary authority to provide local library services.

Law Enforcement

Municipalities should retain basic authority to provide patrol and traffic control services within their corporate limits, but the metropolitan government should be responsible for conducting a minimum program of patrol and traffic control throughout the metropolitan area. Should any municipality choose not to exercise its basic authority with respect to these services, or if it should abdicate this responsibility, the metropolitan government should have power to supplement its minimum program of patrol and traffic control for the municipality on a contractual or cost basis.

The metropolitan government should be responsible for the development and administration of a central police communication program, and of central facilities for police training. It should operate central jails and stockades. Municipalities should have authority to provide police training supplemental to that furnished by the metropolitan government and to operate detention cells for the temporary custody of prisoners.

Authority should be vested in the metropolitan government to develop and prescribe police records and reporting systems for the entire metropolitan area and it should operate a central records system. Additionally, it should provide central crime laboratory facilities and it should be responsible for the development and administration of a criminal investigation program for Metropolitan

Miami. Municipal police should be required to execute and submit records and reports in accordance with requirements of the metropolitan government. Although municipalities should retain discretionary authority to investigate crimes committed within their corporate limits, basic authority for criminal investigation should vest with the metropolitan government.

Fire Protection

Firefighting within corporate limits should continue to be the responsibility of municipalities. In the unincorporated area such services should be provided only on a cost basis by the metropolitan government. For this purpose the metropolitan government should be empowered to create fire service districts and to levy taxes therein for the support of firefighting services.

The metropolitan government should be responsible for the development of a uniform fire code for the metropolitan area and for the conduct of an area-wide fire prevention program. Municipalities should have discretionary authority to supplement the metropolitan fire prevention program within their corporate limits and to prescribe and enforce more rigid standards than those of the general government.

The Government of Metropolitan Miami should develop and operate a system of fire communications for the entire metropolitan area. It should also conduct the basic training program for the area's fire personnel, but municipal governments should have discretionary authority to supplement this training with local programs.

Recommended Organization of the Metropolitan Government

The general organization of the Government of Metropolitan Miami should be based on tested and accepted standards of good government. As a guide to development of sound organization, a number of principles should be emphasized—principles evolved through years of trial and demonstration in local government.

1. *Full policy-making authority should be vested in a legislative body representative of the people of the entire metropolitan area.*

Politics is and should be involved in the process of policy determination. It should also be concentrated there. The introduction of political considerations

into the selection and conduct of purely administrative officers is clearly to be avoided.

2. *The direction of the administrative activities of the government should be entrusted to a chief executive or administrative officer.*

The election of administrative officers or their separate and individual responsibility to the legislative body leads to irresponsibility in governmental affairs, prevents coordination of activities, and tends to defeat the real substance of democratic control by citizens of their government in that it diffuses responsibility for conduct of programs and execution of government policies.

3. *Administrative officials should be selected on the basis of competence and ability.*

This principal should go without saying. There is no other way of assuring effective and efficient administration of government programs.

4. *Boards and commissions should not be established for administrative purposes.*

A board is not a suitable agency for the conduct of administrative functions. Since policy matters should be resolved by the metropolitan legislative body, and since that body should have general legislative authority over all matters entrusted to the metropolitan government, there is no call for creation of other quasi-legislative bodies. Advisory boards, on the other hand, may be very helpful in the conduct of metropolitan affairs and their utilization should be encouraged.

5. *Similar functions should, insofar as possible, be grouped into a reasonable number of administrative units directly under the supervision of the chief administrator.*

Grouping functions which are similar in nature and requirements in a single administrative organization permits better coordination in planning and executing a comprehensive program and provides better opportunities for specializing the work of individual units and persons in that organization.

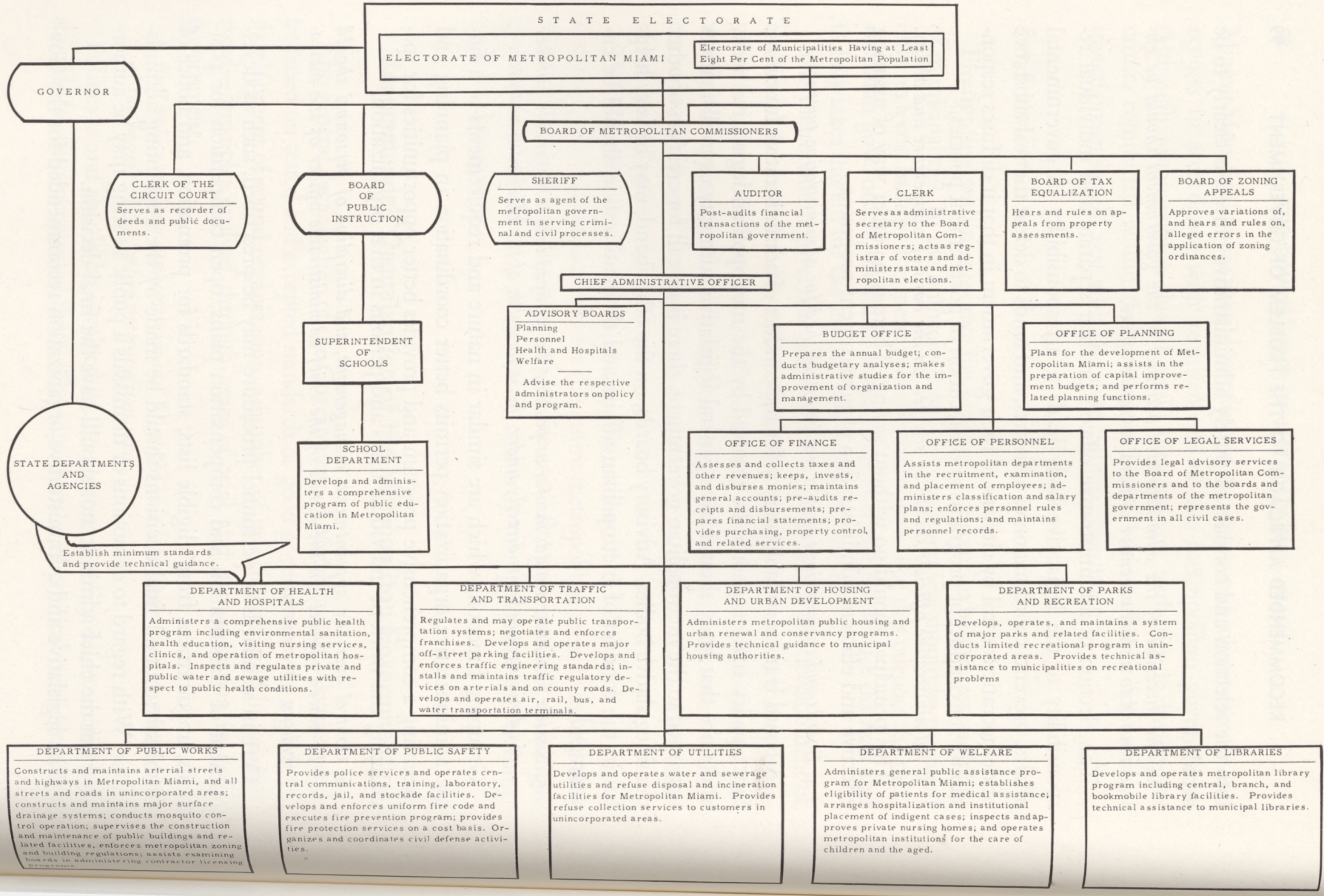
6. *Control over the appointment, management, and discipline of personnel should be placed squarely in the hands of the chief administrative officer of the metropolitan government.*

Certain standards of personnel procedure may be prescribed, such as development of classification and compensation plans, open competition for positions, appointment from eligible lists, standards for promotion, and notice of dismissals; but all final decisions should be made by the appointing administrator. With regard to demotions or dismissals a public hearing may be authorized but the chief administrator should have the final decision.

The legislative and administrative organization recommended for the Gov-

METROPOLITAN MIAMI : Proposed Legislative and Administrative Organization of Metropolitan Government

EXHIBIT 5



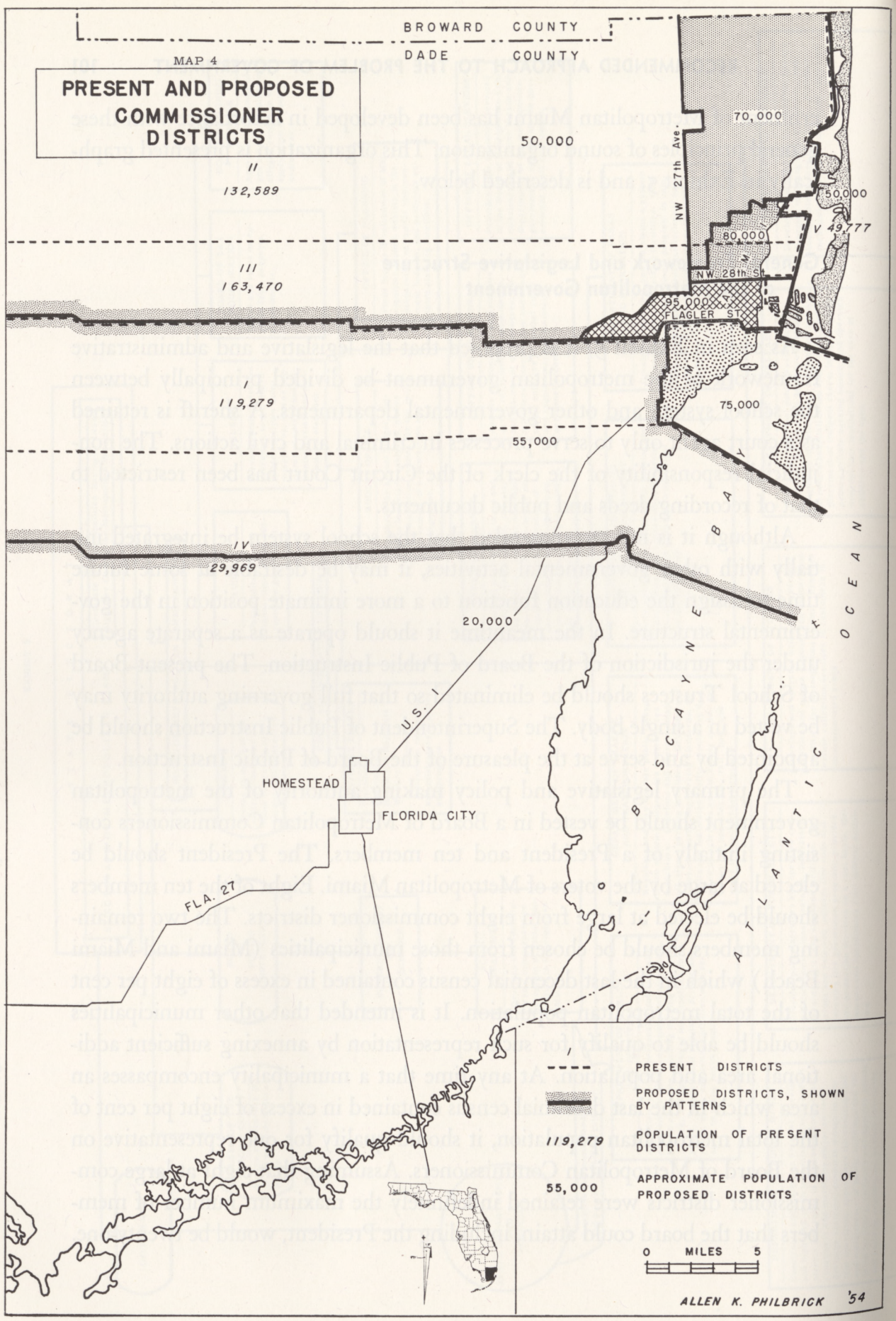
ernment of Metropolitan Miami has been developed in accordance with these general principles of sound organization. This organization is presented graphically in Exhibit 5, and is described below.

General Framework and Legislative Structure of the Metropolitan Government

As seen in Exhibit 5, it is proposed that the legislative and administrative framework of the metropolitan government be divided principally between the school system and other governmental departments. A sheriff is retained as a court agent only to serve processes in criminal and civil actions. The nonjudicial responsibility of the clerk of the Circuit Court has been restricted to that of recording deeds and public documents.

Although it is not recommended that the school system be integrated initially with other governmental activities, it may be desirable at some future time to assign the education function to a more intimate position in the governmental structure. In the meantime it should operate as a separate agency under the jurisdiction of the Board of Public Instruction. The present Board of School Trustees should be eliminated so that full governing authority may be vested in a single body. The Superintendent of Public Instruction should be appointed by and serve at the pleasure of the Board of Public Instruction.

The primary legislative and policy making authority of the metropolitan government should be vested in a Board of Metropolitan Commissioners consisting initially of a President and ten members. The President should be elected at large by the voters of Metropolitan Miami. Eight of the ten members should be elected at large from eight commissioner districts. The two remaining members should be chosen from those municipalities (Miami and Miami Beach) which in the last decennial census contained in excess of eight per cent of the total metropolitan population. It is intended that other municipalities should be able to qualify for such representation by annexing sufficient additional area and population. At any time that a municipality encompasses an area which in the last decennial census contained in excess of eight per cent of the total metropolitan population, it should qualify for one representative on the Board of Metropolitan Commissioners. Assuming that eight at-large commissioner districts were retained indefinitely the maximum number of members that the board could attain, including the President, would be twenty-one.


MAP 4
PRESENT AND PROPOSED COMMISSIONER DISTRICTS
BROWARD COUNTY
DADE COUNTY
II
132,589
50,000
III
163,470
I
119,279
55,000
IV
29,969
70,000
NW 27th Ave.
50,000
V 49,777
80,000
NW 28th St.
95,000
FLAGLER ST.
75,000
20,000
U.S. 1
HOMESTEAD
FLORIDA CITY
FLA. 27
BISCAYNE BAY
ATLANTIC OCEAN
PRESENT DISTRICTS
PROPOSED DISTRICTS, SHOWN BY PATTERNS
119,279 POPULATION OF PRESENT DISTRICTS
55,000 APPROXIMATE POPULATION OF PROPOSED DISTRICTS
0 MILES 5
ALLEN K. PHILBRICK '54

It is improbable, however, that the population of Metropolitan Miami would ever become so evenly distributed between municipalities that this theoretical maximum would be reached.

It is recommended that commissioner districts be rearranged at least decennially so that an approximate balance of population among them will be maintained. A suggested arrangement of the initial commissioner districts, along with the approximate 1950 population in each, is shown on Map 4. For comparative purposes there is superimposed upon this exhibit the present boundaries of the county commissioner districts, together with the 1950 population in each. Authority to reapportion commissioner districts should be vested in the legislative body of the metropolitan government.

It should be clear that in the future the Board of Metropolitan Commissioners might consist of either an even or an odd number of members. For this reason it is proposed that the President cast a vote only in the event of a tie. The President should be the presiding officer of the board, and in addition should be the principal official of the metropolitan government for ceremonial and related purposes.

The Board of Metropolitan Commissioners should appoint an auditor to post-audit financial transactions of the metropolitan government and a clerk to serve as its administrative secretary. The latter officer should also be registrar of voters and be responsible for the administration of state and metropolitan elections. Two quasi-judicial bodies should likewise be appointed by the board. A Board of Tax Equalization should have final authority to hear and rule upon appeals from property assessments, and a Board of Zoning Appeals should have final authority to approve variances and to hear and rule on alleged errors in the application of zoning ordinances.

Executive Management and Staff Agencies

Primary responsibility for the management of administrative affairs of the metropolitan government should be vested in a Chief Administrative Officer. This official should be appointed by the Board of Metropolitan Commissioners and should serve at the board's pleasure. He should be chosen on the basis of his demonstrated managerial competence in the area of public administration and he should be held accountable for carrying out the policies established by the board and for the conduct of all administrative matters of the metropoli-

tan government. All staff and operating departments of the government (other than the school system, which was explained earlier) should be responsible to this executive and he should have ultimate authority with respect to personnel transactions in the executive branch of government.

The Chief Administrative Officer should have available for advice, consultation, and assistance in several functional areas, advisory boards consisting of outstanding citizens of the metropolitan community. Planning, personnel, health, and welfare advisory boards would be especially helpful. Appointment to these boards should normally be by the Board of Metropolitan Commissioners upon nomination by the Chief Administrative Officer. The latter official should have the authority to select the membership of less formal boards and committees for special and temporary purposes. Both the temporary and more permanent boards and committees should have advisory powers only, and they should be organized to serve, principally, the Chief Administrative Officer.

A full complement of auxiliary agencies, including offices for planning, budgeting, finance, personnel, and legal services, should be created to serve the Chief Administrative Officer in a staff capacity and to serve operating departments with respect to common services. The Office of Planning should be the principal planning agency for Metropolitan Miami. It should be responsible for the preparation of long-range plans for the development of the metropolitan community and it should assist in the correlation of such plans with capital improvement budgets. The Budget Office, in addition to assisting management in the development of annual budgets, should also conduct continuing administrative studies for the improvement of organization and management throughout the metropolitan government. The Office of Finance should provide full fiscal services to the metropolitan government and should also make property valuations and assessments and collect and distribute property taxes for all governments both metropolitan and municipal. The Office of Personnel should generally assist management and operating departments to systematize personnel processes and to improve, through the application of merit principles, the quality of public service in the metropolitan government. The Office of Legal Services, as the principal legal agency of the government, should provide legal advisory services to both legislative and administrative officials, and it should represent the metropolitan government in all civil actions.

Operating Departments

It is recommended that operating functions of the metropolitan government be distributed among nine major departments. Separate departments are proposed for the administration of health and hospital services on the one hand and welfare services on the other. The Department of Health and Hospitals should administer a comprehensive public health program for Metropolitan Miami as well as operate all metropolitan hospitals. It should also be responsible for the conduct of testing programs for the control of diseases among cattle and dairy herds. The Department of Welfare should administer the general public assistance program for Metropolitan Miami and operate metropolitan institutions for the care of children and the aged and for the custody of juveniles. Additionally, it should administer the Uniform Support of Dependents Act.

The design, construction, and maintenance of streets and roads, drainage works, and public buildings within the authority of the metropolitan government should be performed by the Department of Public Works. This department should also develop and enforce metropolitan building and zoning regulations and be responsible for the examining and licensing of building contractors. Mosquito control operations of a public works character should be performed by this department. It should also provide building and equipment maintenance services to other departments of the metropolitan government.

The Department of Utilities should develop and operate water and sewerage utilities and refuse disposal and incineration facilities for Metropolitan Miami, and it should provide refuse collection services in the unincorporated area and elsewhere as required.

Traffic engineering responsibilities of the metropolitan government, as well as the development of major off-street parking facilities, should be performed by the Department of Traffic and Transportation. This department should guide the development and regulate, and as necessary operate, public transportation systems in the metropolitan area. Additionally, it should develop and have authority to operate air, water, rail, and bus terminals.

Law enforcement and fire protection services of the metropolitan government should be provided by a single Department of Public Safety. This department should operate all central public safety facilities and services for the metropolitan area including training, communications, criminal records, crim-

inal investigation, and fire prevention facilities and services. It should also conduct safety programs within the metropolitan government and it should organize and coordinate civil defense activities for Metropolitan Miami.

The Department of Parks and Recreation should be responsible for the development, operation, and maintenance of the metropolitan park system and for conducting organized recreation programs undertaken by the metropolitan government.

The development and operation of the metropolitan library system, including the provision of central, branch, and bookmobile library services, should be a responsibility of the Department of Libraries or this function should be assigned to the metropolitan school system.

The Department of Housing and Urban Development should administer public housing and urban renewal and conservancy programs of the metropolitan government and should provide technical guidance and assistance to local housing authorities.

Constitutional, Statutory, and Fiscal Problems Associated with the Establishment of Metropolitan Government

A government of Metropolitan Miami with the form and powers described above cannot be established without amending the Florida Constitution. The new government cannot be rendered substantially immune from state control and attain a desirable degree of autonomy, efficiency, and economy in the conduct of metropolitan affairs unless its powers emanate ultimately from the constitution; and only through constitutional processes is it possible to sweep away the plethora of elective officials which now clutter the metropolitan scene. That which Metropolitan Miami needs, therefore, and that which it must have, is a grant of authority by the constitution to institute home rule. Under such a grant of authority the people of Metropolitan Miami could determine, through adoption of a home-rule charter, the form, functions, and powers of their government.

A suggested constitutional amendment authorizing home rule for Metropolitan Miami is presented in Exhibit 6. This amendment, or a substantially similar provision, should be introduced at the 1955 session of the state legislature and be submitted for ratification by the people of Florida at the earliest practicable date. Efforts of the citizens of Metropolitan Miami in this

EXHIBIT 6

Proposed Constitutional Amendment Authorizing the Establishment of a Home Rule Charter Government for Metropolitan Miami

The electorate of Dade County shall have power to establish, alter, or abolish a municipal corporation to be known as Metropolitan Miami, extending territorially throughout the present limits of Dade County, in the place of any or all county or district governments, boards, bodies, and officers, constitutional or statutory, legislative, executive, judicial, or administrative. Said municipality shall operate under a charter ratified by a majority vote of the electorate of Dade County which shall provide for the jurisdiction, powers, duties, and functions for such municipal corporation, its legislative, executive, judicial, and administrative departments and its boards, bodies, and officers, and for the division of functions which shall exist between said municipal corporation and municipalities created pursuant to state law. The municipal corporation established under this section may exercise all of the powers of a municipality created pursuant to state law and shall also be recognized as one of the legal political divisions of the state with the duties and obligations of a county and shall be entitled to all the powers, rights, and privileges, including representation in the state legislature, which would accrue to it if it were a county. In the establishment or alteration of the government of Metropolitan Miami no county office shall be abolished or consolidated with another office without making provision for the performance of all state duties now or hereafter prescribed by law to be performed by such county officer. All property of Dade County shall vest in the government of Metropolitan Miami when it is established as herein provided, and provision shall be made in its charter for the fair and just compensation of other local governments, or bond holders or creditors thereof, for properties acquired in the exercise of powers, duties, or functions authorized by said charter. The charter of the government of Metropolitan Miami, as ratified or amended by a majority vote of the electorate, shall have the force and effect of law and it may not be altered, amended, or modified, or otherwise contravened by special act of the legislature.

direction, and of their elected representatives, should not cease until constitutional authority for home rule has been secured.

The charter adopted by the electorate of Metropolitan Miami pursuant to this amendment would have the force and effect of law and its provisions would supersede and take precedence over special acts of the legislature. Since numerous special acts govern operations of county and municipal governments it is obvious that the metropolitan charter must be a carefully drawn document. It need not be lengthy, for the Metropolitan Government will fall heir to the powers granted to counties and municipalities by the general laws of the state, but it must be extremely precise. This is especially true with respect to those provisions which define the demarcation between metropolitan and local municipal functions. The recommended division of functions presented earlier in this chapter should provide the point of reference when these provisions are being drafted. Additionally, care must be exercised to assure that the charter protects and provides for the rights and just compensation of municipal governments, their bondholders and creditors, when municipal properties are acquired in the exercise of metropolitan powers, duties, or functions. For this purpose machinery should be established through charter provision for the appointment of an evaluation commission to determine the fair value of property acquired by the metropolitan government. Such a commission might be composed of three qualified appraisers appointed respectively by the Metropolitan Government, the municipal government involved, and by a Judge of the Circuit Court.

Possible Interim Improvements Pending Metropolitan Home Rule

Inasmuch as amendment of the Florida Constitution is essential to creation of the kind of metropolitan government recommended for the people of Dade County, a definite time element enters into the governmental improvement program. Not only is time required for amending the constitution, but any proposed amendment must secure approval of voters throughout the state. A successful effort to bring about change upon which the citizens of Dade County and the state legislature are agreed must therefore be based upon an adequate public information and education program. This will require considerable effort as well as time. Consequently, it would be both naive and unwise to assume that the only possibility for improvement lies in biding time until the constitutional amending process runs its course. It is even possible that initial

efforts may encounter discouraging setbacks and delays, although the likelihood of this misfortune will be reduced by the extent to which other metropolitan communities of the state are brought to see the advantages and wisdom of the changes sought for the Miami area. The fact remains, however, that there exist real possibilities for improving the local government structure through immediate local action and through support from the state legislature in its next session.

These possibilities for immediate improvement involve steps to utilize the governmental structure of Dade County for performance of those functions which are best approached on an area-wide basis and which may be made the responsibility of the county by statutory enactment. It should be emphasized that such improvements can result in only a substitute—indeed a very poor substitute—for a full-fledged metropolitan government based on home rule. Furthermore, the adoption of partial expedients carries with it the real danger that temporary resolution of problems in particularly critical service areas would allay citizen anxiety and weaken the effort to attain the far more important objective. It is almost a certainty that expected improvements to be derived from county conduct of particular functions may prove somewhat illusory, for the county government structure is ill-suited to the role it would be asked to perform. Any disillusionment resulting from this eventuality is more than likely to dampen somewhat the enthusiasm for moving the long step further toward a true metropolitan government effectively constituted and organized to perform metropolitan functions. These are dangers to be foreseen and guarded against.

Nevertheless, circumstances may dictate that the very real risks be taken and that immediate solutions to particular governmental problems be sought even though such solutions are but partial ones. If constitutional home rule is long delayed, something must be done in any case; and it would be far better to approach the problem through county reorganization and expansion of functions than by other less desirable means which the politically impetuous might propose.

General Objectives and Adjustments

The general objective of any partial reform should be to make the county government, by means of special legislation, conform as closely as possible to the proposed metropolitan government. Suitable adjustments involve both the

assignment of powers and functions and the improvement of governmental structure.

Existing laws providing for the establishment of the Dade County Port Authority, with the Board of County Commissioners ex-officio commissioners of the Port Authority and with administrative responsibility of the authority lodged in a single director, provide a possible pattern for the statutory assignment to the county of metropolitan functions. Legislation should be sought which, under suitable administrative arrangements, authorizes the county to undertake the broad metropolitan functions not now performed, or performed separately by the various municipalities, and which would be assigned the metropolitan government upon adoption of a home-rule charter. Pending adoption of such a charter, however, the necessary legislation should not affect existing municipal programs beyond authorizing transfer of functions by mutual agreement of the jurisdictions concerned.

Interim Organization of County Government

Some appreciable improvement is possible without constitutional amendment in the arrangement of operating agencies for conduct of part of the present and proposed county government programs, but little change is possible with respect to the numerous and independent elective administrative officials. Many of the existing boards and independent offices were established by the constitution and are beyond the power of special legislation to eliminate. Thus it is that the Board of School Trustees must be retained and the Superintendent of Public Instruction continued as an elected official rather than being appointed by, and serving at the pleasure of the Board of Public Instruction. Similarly, the offices of tax assessor, tax collector, surveyor, and those of constable and sheriff must be retained. The purchasing agent and the supervisor of registration, however, are statutory offices and should be abolished. The fiscal duties of the clerk of the Circuit Court should be transferred to an appropriate administrative officer. Basically, however, the fragmentation of county government is constitutionally ordained and no statutory enactment can bring about the complete unity in policy formation and executive leadership essential in a government deriving its powers from and responsible to the people it serves.

There is great need for the consolidation of administrative responsibility for county functions in a chief administrative officer to coordinate and direct those

programs over which the county board has direct control. Such an executive official should also become the focal point for location of such managerial functions as budget preparation, personnel administration, purchasing, accounting, and planning. The county board should seek legislation granting it authority to appoint a county executive officer. Such an official would not in any sense assume policy functions of the board, but would rather act as its agent in providing continuous management and supervision of the business and operational functions for which the board is responsible.

In general, it is desirable that county activities under the jurisdiction of the board be grouped in major functional departments in accordance with the pattern recommended for a Government of Metropolitan Miami. Not only would this be conducive to more effective performance of the affected functions, but it would simplify the problem of transition once a constitutionally authorized metropolitan government is created.

Such a program of county government improvement as that just described can serve two purposes. First, it can strengthen somewhat the county structure and enable it to develop nucleus programs in those fields eventually to become primary responsibilities of the metropolitan government. Second, it can serve to improve and render more efficient and effective the conduct of those programs and activities for which the county board is already responsible. It is clear, however, that not too much should be expected from this limited improvement program. Truly significant results depend upon the people of Dade County creating and operating a structurally sound and adequately empowered metropolitan government.

APPENDIX I

County Government

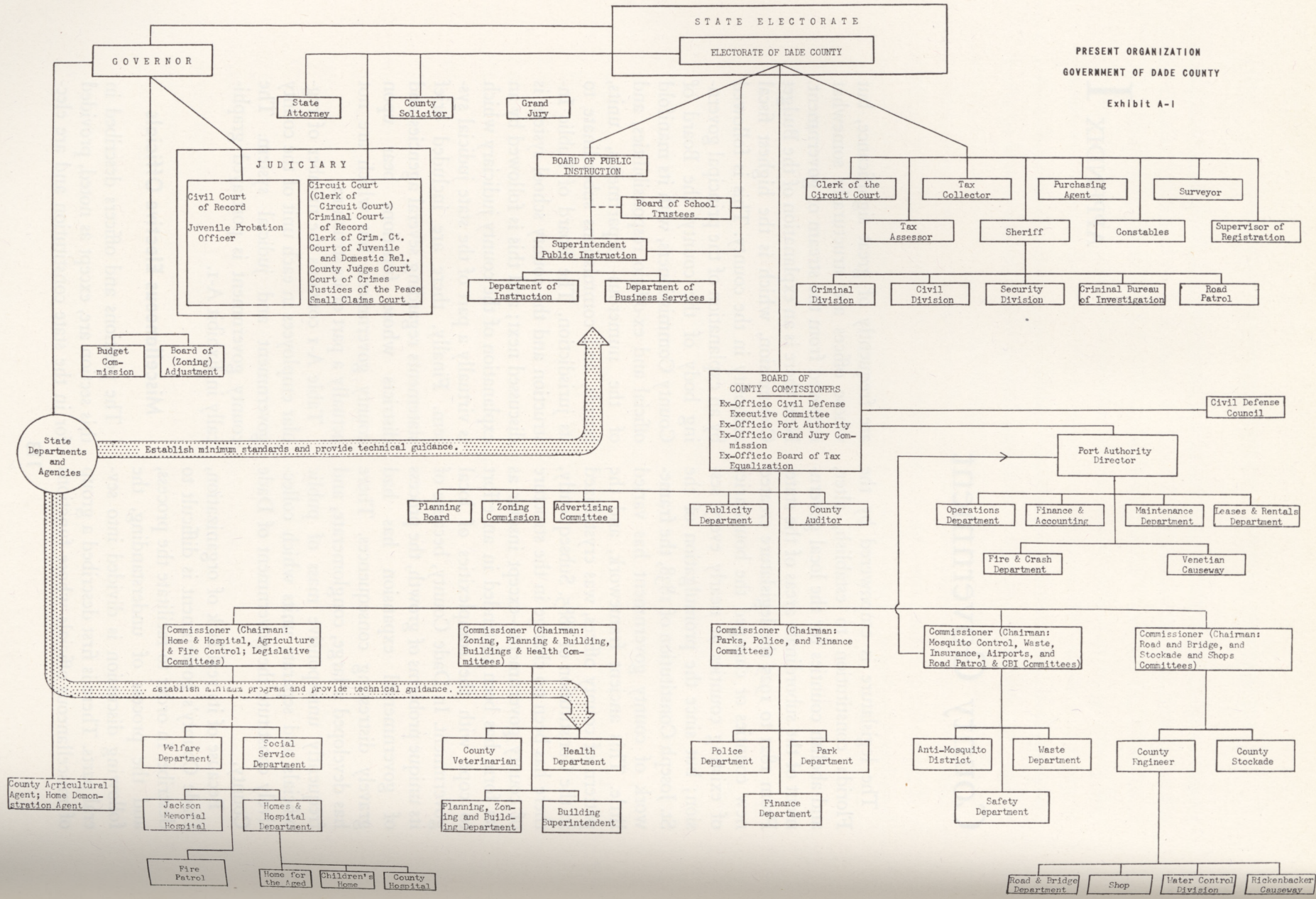
The legislature is empowered by the Florida constitution to establish, alter, and abolish counties for the local government of the subordinate areas of the state. From 1821 to 1925 the legislature created new counties or changed the boundaries of existing counties at nearly every session; but since the promulgation of the St. Joseph Constitution of 1838, the framework of county government has varied little. This ancient framework, and the pattern of county offices, was crystallized in the Constitution of 1885. Subsequently, there has been no change in the structure of county government—except insofar as its form has been distended in an effort to cope with the complexities of local government. In Dade County, because of its unique problems of growth, the process of governmental expansion has had gravely distressing consequences. There has developed a large, conglomerate, and frequently unresponsive mass of public officials and separate units which collectively constitute the government of Dade County.

Because of its real lack of organization, Dade County's government is difficult to describe. In order to facilitate the process, and the process of understanding, the following discussion is divided into several parts. There is first described a group of miscellaneous officials whose functions are frequently of great significance, but whose offices are structurally somewhat removed from the stream of government. Next there is an explanation of the Budget Commission, which is the highest fiscal authority in the county. This is followed by an explanation of the principal governing body of the county, the Board of County Commissioners, with its manifold official and ex-officio responsibilities, and of the numerous departments, units, boards, and commissions subordinate to its jurisdiction. The Board of Public Instruction and the county school system is discussed next; and this is followed by an explanation of the county judiciary which is virtually a part of the state judicial system. Finally, there are included brief statements regarding several agencies and districts whose functions bear upon county government, but which are not actually a part of its structure.

Table A-1 contains the number of regular employees in each unit of the county government and judicial system. The county government is portrayed graphically in Exhibit A-1.

Miscellaneous Elective Officials

The positions and officers described in this section are, except as noted, provided for in the state constitution and are elec-



PRESENT ORGANIZATION

GOVERNMENT OF DADE COUNTY

Exhibit A-1

tive for a four-year term. They are frequently fee officers, which means that compensation is derived from fees collected for the services rendered; but a maximum limit is ordinarily prescribed for the amount of such fees that may be retained.

Clerk of the Circuit Court

By law, the clerk of the Circuit Court is responsible for varied services to the Circuit Court and for clerical and financial services to the Board of County Commissioners. In the latter function, the clerk is in the nature of a finance director for the county government. He has a number of other statutory duties including service as county recorder, delinquent tax collector, and secretary to the Budget Commission.

Tax Assessor

The tax assessor is responsible for assessing all real and personal property in the county as a basis for county ad valorem taxation. His office also processes and prepares the county tax roll.

Tax Collector

This official is responsible for the collection and deposit of county taxes, the collection of taxes for special districts, and the collection of automobile license fees for the state.

Purchasing Agent

This is a statutory office and became elective in Dade County in 1947. The purchasing agent heads a central purchasing unit for the county government.

Supervisor of Registration

This is a statutory office which carries responsibility for the registration of voters and the maintenance of voter rolls for federal, state, county, City of Miami, and City of West Miami elections.

Sheriff

The sheriff is the principal law enforcement officer of the county. His staff of 225 employees is organized into criminal, civil, and security divisions, the road patrol, and the criminal bureau of investigation.

The criminal division is responsible, principally, for the investigation of noncapital crimes committed in the unincorporated areas of the county. It also has jurisdiction in municipalities, but it exercises such jurisdiction largely with respect to vice cases.

The civil division provides bailiff services to the Circuit Court and Civil Court of Record, collects for judgments levied on real and personal property, serves criminal warrants, collects traffic and other fines, serves witness subpoenas and criminal and civil jury summonses, maintains dockets, and performs miscellaneous clerical functions.

The security division is responsible for the operation of the county jail and for the booking, care, custody, feeding, and transfer of prisoners.

The road patrol was established in 1938 by special act of the legislature and is principally responsible for police and traffic patrol services in the unincorporated areas of the county. The unit also has personnel assigned to mechanical maintenance, accident investigation, and safety education.

The criminal bureau of investigation was established in 1951 by special act and it has investigative jurisdiction over all felonies committed in Dade County. In reality it attempts to investigate only capital and similar cases. It is organized into investigative, laboratory, identification, and medical sections.

TABLE A-1

NUMBER OF REGULAR DADE COUNTY EMPLOYEES BY ORGANIZATIONAL UNITS 1954

Units of County Government	*No. of Employees*
Miscellaneous Elective Officials	
Clerk of the Circuit Court	117
Tax Assessor	93
Tax Collector	100
Purchasing Agent	13
Supervisor of Registration	9
Sheriff	225
Constables	5
Surveyor	1
TOTAL	563
Budget Commission	
TOTAL	3
Board of Public Instruction	
TOTAL	4800
Judicial System	
Circuit Court	20[b]
Criminal Court of Record	17
Civil Court of Record	6
County Judges Court	28
Court of Crimes	2
Small Claims Court	5
Justices of the Peace	13
Juvenile and Domestic Relations Court	21
Grand Jury	2
State Attorney	13
County Attorney	32
Law Libraries	5
TOTAL	164
Board of County Commissioners	
Commissioners and Secretaries	8
Finance Department	16[a]
Auditor	4
Advertising Committee	0
Publicity Department	1
Port Authority	209
County Engineer	222
Planning, Zoning and Building Department	68
Building Superintendent	66
Waste Department	192
Park Department	487
Police Department	60
County Stockade	10
Safety Director	1
Fire Patrol	21
Jackson Memorial Hospital	1876
Homes and Hospital Department	325
Welfare Department	14
Social Service Department	54
Health Department	172
Anti-Mosquito District	51
Veterinarian	1
Agricultural Agent	7
Home Demonstration Agents	6
TOTAL	3871

[a] These employees are included in the total shown for the Clerk of the Circuit Court.
[b] Does not include staff of the clerk of the Circuit Court who are assigned directly to the Circuit Court.

Historically the sheriff's department, as practically all other departments of the county government, has operated under a "spoils system." In 1953 special legislation was secured establishing a civil service system for the department. The new system will operate under a five member board appointed by the Board of County Commissioners and employees of the department.

Constables

There are five constables in the county elected in as many districts. They are fee officers and are principally concerned with serving summonses and warrants.

Surveyor

The surveyor is a constitutional officer and is required by law to make surveys of county lands upon the request of individuals or upon orders of the courts. There are no such requests or orders in Dade County and the surveyor performs no function.

Budget Commission

The County Budget Commission was created by the Legislature in 1943. The five members are appointed by the governor from commissioner districts for a four-year, over-lapping term. The commission receives and reviews budget requests, holds hearings at which departmental officials and the public are heard, and approves the county budget and all budgetary account transfers. The Clerk of the Circuit Court serves as ex-officio secretary of the Budget Commission. Its regular staff of three employees includes a budget advisor who does much of the preliminary work associated with budget review.

Board of County Commissioners

The Board of County Commissioners consists of five members—one from each of five commissioner districts—nominated and elected by the county at large. The members serve a four-year term and their powers and compensation are fixed by law. Their total compensation is at present $12,000 per annum, and this total results from several of their functions. Deliberations of the whole board are supervised by a chairman or vice-chairman who is selected by the board. Its decisions are promulgated through the adoption of resolutions, codes, rules, and regulations. Additionally, the board serves in several ex-officio capacities. It constitutes a port authority for the development and supervision of airport and related facilities; it serves as a grand jury commission for the certification of candidates for the "blue ribbon" grand jury; it constitutes the board of the Anti-Mosquito District; with the mayors of the larger cities in Dade County, it composes the Civil Defense Executive Committee; and it sits as a board of tax equalization.

The board is responsible for budget development for county departments under its jurisdiction, and it incorporates requests from other departments and officials into a consolidated county budget; but final authority over county appropriations rests with the Budget Commission.

For purposes of administration, the Board of County Commissioners arranges itself into a number of committees (presently seventeen), and the chairman of each such committee becomes responsible for a segment of county operations. Individual commissioners serve as chairman of from two to five of these operating committees. In this manner the jurisdiction of the commissioners extends to nearly 4,000 employees, and to over twenty major units or departments. These units are described below.

Finance Department

In his capacity as clerk of the Board of County Commissioners, the clerk of the Circuit Court is responsible for the accounting and payroll processes of the county. These operations are conducted under the supervision of a deputy who also assumes responsibility for recording minutes of the board. Accounting for all departments under the board is centralized except for Jackson Memorial Hospital and the Port Authority. The Department of Finance is organized into accounting, payroll, and recording sections.

Auditor

This officer is appointed by and is responsible directly to the Board of County Commissioners. With three assistants he performs an internal auditing function and makes periodic analyses of departmental receipts.

Advertising Committee

This is a newly created committee of five members appointed by the Board of County Commissioners, and it will be responsible for national advertising and publicity of the county.

Publicity Department

This is a one-man unit responsible directly to the Board of County Commissioners for local information and publicity, news releases, and speech preparation.

Port Authority

As has been noted, the Board of County Commissioners is ex-officio the Port Authority. It was created by special act in 1945 and is responsible for the operation and development of the Miami International Airport, the Venetian Causeway, and any other properties which may be acquired pursuant to the act. The 209 employees of the authority are organized under a director into departments of airport operations, finance and accounting, maintenance, leases and rentals, fire and crash, legal, and Venetian Causeway.

The operations department is responsible for the care and safe operation, maintenance and protection of the operational areas of the airport. The finance and accounting department is a central accounting facility for the authority. It also coordinates purchasing; receives, stores, and issues supplies; collects and deposits parking meter revenues; and maintains property control and personnel records. The maintenance department is responsible for the maintenance of airport buildings, operates the sewage disposal plant at the airport, repairs automotive and related equipment, and maintains airport lawns and grass areas along runways. All rentals and leases at the airport are prepared by the rentals and leases department which also prepares and submits bills to tenants, and collects rents. The fire and crash department is responsible for fire prevention and protection at the airport, including especially the extinguishment of airplane fires. The legal department represents the Port Authority in all litigation, prepares contracts, resolutions, legislation, and opinions, and provides legal advice to the authority.

The staff assigned to the Venetian Causeway is responsible for toll collection, bridge operation, and causeway maintenance.

County Engineer

This is the principal engineering official of the county. He has jurisdiction over 200 employees organized into a road and bridge department, county shop, water control division, and the Rickenbacker Causeway division.

The road and bridge department consists of a technical engineering staff which designs roads and structures, acquires rights-of-way, reviews subdivision plats, and maintains engineering maps and records. Additionally, the department has field forces for the maintenance and operation of county bridges and for the maintenance and construction of county roads.

The principal responsibility of the county shop is to repair and service automotive, construction, and other equipment of the road and bridge department and the water control division; but it performs similar work for several other county departments.

The water control division is responsible for the construction, maintenance and operation of water control and conservation works of the Dade County Water Conservation District. The district was created by statute in 1945 and is now supported by appropriations from the county general fund. Flood control work consists of levee construction, maintenance, and patrol; canal cleaning and enlargement; and the development and dissemination of information to prevent the construction of homes in areas subject to flooding.

Rickenbacker Causeway was constructed under special legislative authority granted in 1937. By law the causeway was undertaken as a self-liquidating project and was financed by two bond issues totaling $5,785,000. It operates under a trust agreement for safeguarding the interest of bondholders, and the county engineer provides supervision of maintenance and operation for the Board of County Commissioners.

Planning, Zoning, and Building Department

This department is organized into separate divisions and staffs for planning, zoning, enforcement, and building inspection. These units operate in conjunction with, and in service to, various boards and commissions.

The planning staff assists the Planning Board in the development of recommendations to the Board of County Commissioners respecting land use, zoning, right-of-way, and other matters affecting the physical development of the county. The Planning Board itself was created in 1942 but its status was not formalized by law until 1951. It consists of seven members appointed by the Board of County Commissioners. This board has fostered the creation of still another body, the County Coordinating Planning Council, with an invited membership from all municipalities in Dade County. The council holds meetings at irregular, and increasingly infrequent intervals.

The zoning staff is principally concerned with the enforcement of zoning regulations approved by the Board of County Commissioners. It renders staff assistance to the Zoning Commission and the Board of Adjustment. The Zoning Commission is a fact-finding body of nine members appointed by the Board of County Commissioners. It considers all applications for change of zone classifications and for amendments and modifications of zoning regulations and technical building codes. It has advisory powers only. The Board of Adjustment consists of five members appointed by the governor and it considers applications for variances to zoning regulations. The actions of this board are final unless appealed to the Board of County Commissioners within 30 days.

The staff of the enforcement division sends out notices and summonses to violators of various technical codes and regulations, and when necessary files information with the county solicitor for prosecution.

The building inspection division consists of separate units for the enforcement, through inspections, review of plans, and issuance of permits, of the building, electrical, plumbing, and industrial codes and related regulations. Three examining boards of contractors, appointed by the Board of County Commissioners, work in conjunction with this division. They give examinations periodically in their respective areas of activity, and issue certificates to successful candidates.

Building Superintendent

This official is responsible for janitorial, elevator, and building maintenance services in the court house. He provides sim-

ilar, but usually more limited services, in eight other county-owned or rented buildings.

Waste Department

This department was created by the Board of County Commissioners in 1943 to provide waste collection, on a fee basis, in the unincorporated areas of the county. In addition to collecting garbage and trash, the department operates dumps for the disposal of waste, does the billing for garbage and trash collection, and operates a garage for the maintenance of its own equipment.

Park Department

This department is responsible for the operation and maintenance of six major parks, a county auditorium, county museum (Vizcaya), zoological garden, target range, group camp, and various wayside parks and parkways. The department's 487 employees are organized into principal divisions of plans and design, construction and maintenance, and operations.

Police Department

This department was created by a special legislative act in 1947. The department is responsible for policing properties owned and operated by the county, including airports, parks, causeways, hospitals, and museums.

County Stockade

The stockade is located on Galloway Road and was constructed in 1930. White men, colored men and colored women are kept at the stockade. The work program includes kitchen and laundry details and maintenance of the adjoining county cemetery, but convicts are used principally for labor on county roads and parks.

Safety Director

This office was created by the Board of County Commissioners in October, 1953. The safety director conducts a program of safety investigation, instruction, and recommendation designed to reduce accidents to county employees.

Fire Patrol

This department was organized in 1932 as an agricultural area fire unit in the Redlands district. During the intervening years it has expanded, and now, still with limited resources, it endeavors to provide fire protection for the whole unincorporated area of the county. The patrol has eight stations distributed in built-up areas of the county.

Jackson Memorial Hospital

This hospital was acquired by the county from the City of Miami in 1949. It operates under an executive director and its staff of 1,876 regular employees is organized into medical service, finance, personnel, and maintenance divisions.

Homes and Hospital Department

Under the direction of a homes and hospital administrator, this department operates and maintains the county hospital, children's home, and home for the aged.

The county hospital renders general hospital service to non-paying and part-paying patients who live south of Eighth Street.

The home for the aged houses and cares for the aged, senile, and incurably ill.

The superintendent of the children's home reports to the administrator of homes and hospitals on budget and maintenance matters but to the county board of visitors, appointed by the juvenile court judge, on operating policies and personnel matters. The home is re-

sponsible for the care of children and juveniles committed to its custody by the Juvenile Court. The school program at the home is conducted by the Board of Public Instruction.

Welfare Department

Under a welfare director, this department is organized into general assistance and convalescent nursing home sections. The general assistance section provides direct relief principally to long term welfare cases and provides case work incident to the admission of persons to the county home for the aged. The convalescent nursing home section is responsible for inspecting private nursing homes, investigating eligibility, and placing cases in private nursing homes.

Social Service Department

This department establishes eligibility of patients for free, or part-pay medical assistance; operates five clinics in the county; refers patients to out-patient clinics of county hospitals; arranges hospitalization and treatment of TB and mental patients; places indigent aged and mentally ill children in homes and schools; and provides limited home nursing services.

Health Department

This department was organized on a voluntary basis in 1942 and was legally established for the whole of Dade County the following year. It is supported by county, state, and federal funds, with the county contributing 80 per cent of the total. All expenditures must be approved by the State Board of Health and personnel of the department are under the state merit system. The departmental program includes communicable disease control, public health nursing, environmental sanitation, and nursing services in public schools. It also compiles and reports vital statistics.

Anti-Mosquito District

This district was organized under general laws of the state and is supported by county, state, and federal funds. It is concerned with the control of mosquitoes, sand flies, and house flies, and its forces are organized into salt marsh, adult spray, and domestic work divisions. The Board of County Commissioners is ex-officio the Anti-Mosquito District Board.

Veterinarian

This officer conducts a cattle testing program in the county for the control of TB and other diseases, principally in dairy herds. The program is supported by county appropriations, but reports of the veterinarian are rendered to the state Department of Public Health.

Agricultural Agent

This agent and his staff provide practical instruction, and disseminate information to 4-H Clubs, farmers, and citizens generally with respect to modern agricultural practices. The program is supported by county, state, and federal funds. Appointments of personnel in this unit are made through the State Board of Control since positions are considered to be a part of the University of Florida faculty.

Home Demonstration Agents

This group of four agents provides practical instruction to 4-H and Home Demonstration Clubs in clothing, food and nutrition, home improvement, and related subjects. The program is supported by county, state, and federal funds, and the staff is appointed in the same manner as the County Agricultural Agent.

Board of Public Instruction

The Board of Public Instruction is a statutory body consisting of five members elected from districts by the county at large. Members serve four year overlapping terms and receive no compensation. The board has both policy making and administrative powers which include adopting a school program for the county and establishing school and attendance areas.

Board of School Trustees

This is a constitutional body and consists of three members elected from the county at large for two-year terms. The trustees have general advisory and recommendatory powers in matters pertaining to the welfare and needs of public schools.

Superintendent of Public Instruction

The superintendent is a constitutional officer and is elected for a four-year term. He is responsible for administering the school system, for supervising public instruction throughout the county, and he serves as secretary and executive officer of the Board of Public Instruction.

Under the superintendent, the school system is organized into a department of business services and a department of instruction.

Judicial System

The county judicial system was created under authority of Article V of the constitution. Judicial officers are usually elected and the costs of the judicial system are borne largely from county fees and appropriations, but the county judiciary is essentially a part of the state judicial system.

Circuit Court

The Circuit Court has original jurisdiction in all civil cases involving amounts in excess of $5,000, and in all criminal cases involving capital punishment. It sits also as an appellate court for cases decided in most of the lesser courts of the county and in municipal courts. Appeal from the Circuit Court is directly to the state Supreme Court, there being no intermediate appellate court in Florida. There are ten Circuit Court judges elected for Dade County (the Eleventh Judicial Circuit of Florida), and they serve a six-year term.

The clerk of the Circuit Court, insofar as his responsibilities relate directly to the Circuit Court, is responsible for receiving legal papers in the filing of cases in the Circuit Court, collecting filing, and other fees, maintaining all court records, and for assigning cases to divisions of the court.

Criminal Court of Record

The Criminal Court has jurisdiction over all felonies committed in Dade County, except capital cases. Appeals from this court likewise go directly to the state Supreme Court. There is one criminal court judge elected for a four-year term. A probation and parole officer, appointed by the governor, serves both this court and the Court of Crimes on probation matters only.

The clerk of the Criminal Court is an elective fee office. The clerk and his deputies perform clerical functions for the Criminal Court and also for the Civil Court of Record and the Court of Crimes.

Civil Court of Record

The Civil Court has jurisdiction in civil actions with values between $100 and $5,000. Appeal is possible to the Circuit Court. Candidates for the three judgeships are nominated by the electorate and

it is customary for the governor to appoint those who are so nominated.

County Judges Court

This court consists of two elective judges who are compensated from fees. The court has jurisdiction over all probate, estate, guardianship, and competency matters, as well as over such miscellaneous items as the issuance of hunting and fishing, marriage, and drivers' licenses.

Court of Crimes

This court has jurisdiction over misdemeanors committed in the unincorporated areas of the county, and consists of one elective judge.

Small Claims Court

This court consists of one elective judge who is compensated from fees. It has jurisdiction in civil matters and disputes up to the amount of $300. It was created in 1951 expressly for the purpose of obtaining quick adjudication of minor disputes.

Justices of the Peace

There are five elective justices of the peace. They have jurisdiction in their respective geographical areas over civil cases up to $100, and they perform certain duties in criminal law such as conducting inquests, acting as coroners, and serving as magistrates over persons accused of crimes. They are compensated on a fee basis.

Juvenile and Domestic Relations Court

This court has jurisdiction over all cases involving minors under the age of seventeen. A special act relating only to Dade County gives the court jurisdiction over adult (domestic relations) cases which involve children under seventeen. In effect, therefore, the court has exclusive jurisdiction over all delinquent and dependent children. In addition to one elective judge, the staff of the court includes thirteen probation officers, and an investigating attorney. The chief probation officer is appointed by the governor. He appoints his own staff subject to the approval of the juvenile court judge.

The judge appoints a board of visitors which establishes policies for the operation of the youth hall and the children's home. Juveniles are detained at youth hall pending action upon their cases. The school at the hall is operated by the Board of Public Instruction. The children's home, where juveniles are committed by the court, was described earlier under the Homes and Hospital Department.

Grand and Petit Juries

The Grand Jury is the investigative and inquisitorial body of the county. It is explained here because its work frequently results in judicial action; but actually it is separate from both the judiciary and the executive branch of government. Its function is to investigate crime and other matters that affect the morals, health, sanitation, and general welfare of the county, and to return indictments, or make presentments, render reports, and make recommendations as a result of its investigations. In Dade County, the Grand Jury is a continuous body and is called and empanelled twice a year at each term of the Circuit Court. It consists of twenty-three jurors whose names are drawn from lists prepared by the Grand Jury Commission (Board of County Commissioners, ex-officio). The Grand Jury Commission is required by law to investigate and determine the qualifications and moral fitness of persons registered to serve as grand jurors. This feature, which was commenced in 1951, accounts for the designa-

tion of this body as the "Blue Ribbon Grand Jury." The Grand Jury is served by an administrative assistant and by one or more investigators.

Jurors for Petit (or Trial) Juries are supplied to all courts by a jury commission consisting of two members appointed by the governor.

Prosecutors

There are two prosecutors for Dade County, a state attorney and a county solicitor. Both are constitutional officers and are elected for a four-year term.

The state attorney is responsible for prosecuting and defending in the Circuit Court all suits, applications, or motions, civil or criminal, in which the state is a party; for preparing bills of indictment; and for attending the Grand Jury for the purpose of examining witnesses and giving legal advice. Since 1953, the state attorney has been charged with the administration of the Uniform Support of Dependants Act. His staff includes five assistant state attorneys appointed by the governor, and two investigators.

The county solicitor has authority over all crimes except capital offenses and prosecutes felonies in the Criminal Court of Record, and misdemeanors in the Court of Crimes. His staff includes twelve assistant county solicitors, which he appoints, and one investigator, thirteen secretaries, and three reporters.

Law Libraries

There are two law libraries, one in the courthouse and one at Miami Beach. They are governed by a committee of lawyers appointed by the senior circuit court judge. This committee appoints law librarians and approves the purchase of law books. Financial support of the libraries is derived from court filing fees.

Improvement of the Judicial System

It was noted earlier that the county judiciary is virtually a part of the state judicial system. For this reason any significant improvement in its structure should be accomplished only in conjunction with state-wide judicial reorganization. A detailed investigation of the judiciary was not attempted during the metropolitan study, nor will specific recommendations concerning it be proposed. It is appropriate to point out, however, that the state judicial system has been studied by a committee of the Florida Bar Association, and it is pertinent to include here a summary of its findings and proposals.

After careful study the Constitution Committee of the association drafted a Judicial Article for a Proposed Constitution of Florida. The article was approved by the bar association and would have the following effect:

1. Limit the types of courts to four—the Supreme Court, circuit courts, county courts, and juvenile courts.
2. Recognize the right of the Supreme Court to make rules of practice and procedure for all courts.
3. Empower the chief justice of the Supreme Court to transfer judges temporarily from one court to another, thereby permitting judicial manpower to be used where needed.
4. Create nonpartisan court commissions for the selection of judges.
5. Place all judges on a salary, and abolish the fee system.
6. Provide for the election of only one prosecuting attorney in each circuit, who would, himself, appoint his assistants.

Miscellaneous Agencies and Districts

The several agencies and districts which are described below are not a part of the

county government but their functions and operations intimately affect the county. They are included in this chapter for that reason.

Civil Defense Council

The Civil Defense Council is organized pursuant to federal law, and the Board of County Commissioners and the mayors of the larger cities in Dade County constitute this council. The civil defense program is conducted under an unpaid director and a paid manager. Major division heads are City of Miami executives. The operation includes some 16,000 to 17,000 volunteers of whom about 1,000 are active. A master plan has been developed to deal with disasters; and training programs are conducted in various aspects of disaster and defense work.

Central and Southern Florida Flood Control District

This district comprises all or part of seventeen counties in central and southern Florida and includes 1,400 square miles within Dade County. Its governing board of five members is appointed by the governor. The district was created by the legislature in 1949 to fulfill the requirements of federal law with respect to participation in a broad, cooperative, flood control and water conservation project. The United States Corps of Engineers is responsible for the planning and design of necessary works in this project; for supervision of construction; and for maintenance and operation of works for navigation and for control of water. The federal government bears 85 per cent of the costs. The State of Florida defrays 15 per cent of construction costs and grants money to cover land acquisition and road and bridge relocation costs. The Flood Control District furnishes lands for right-of-way, except for water storage areas; performs all land acquisition operations; and is responsible for the maintenance and operation of completed works except those maintained and operated by the corps of engineers. Funds required by the district are derived from taxes assessed upon the property owners within the area of the district.

Local Drainage Districts

Local drainage districts may be organized under the general laws of the state. Three such districts still exist in Dade County. The Little River Valley Drainage District is still active and is currently assessing one mill of taxes. The Goulds Drainage District and the Naranja Drainage District are both inactive and have levied no taxes since 1938 and 1950, respectively.

Everglades Fire Control District

This district consists of eleven counties and is organized under a Board of Commissioners appointed by the governor. The fire chief is headquartered at Belle Glade (Palm Beach County). A warden of the district is stationed at the Hialeah Central Fire Station and, with one assistant warden, is responsible for fire patrol and extinguishment in the Everglades area of Dade County. The unit has one tanker and a patrol jeep. It is principally concerned with muck and brush fires, but it renders occasional assistance to the Dade County Fire Patrol and to municipal fire departments in the vicinity of Hialeah.

Florida Inland Navigation District

This district comprises eleven counties on the east coast of Florida, including Dade County. It was created in 1931 and its governing body consists of one commissioner elected from each county. The district functions in cooperation with the

federal government in maintaining and improving the Intracoastal Waterway from Jacksonville to Miami. The federal government, through the corps of engineers, does the dredging to create and maintain navigation channels. The Navigation District furnishes to the federal government, free of cost, the rights of real estate which are required for construction, improvement, operation, and maintenance of the channel. The organizing act fixed a tax limit of 1½ mills a year for debt service and all other purposes, but the district is debt free and is not now levying taxes.

Board of Port Wardens and Pilot Commissioners of the Port of Miami

This board consists of five members appointed by the governor. It has jurisdiction over all navigable waters of the Port of Miami, including navigable sections of the Miami river. Its functions include the examining and licensing of bar pilots, the licensing of stevedore companies, and general management of the harbor with respect to unsightly features and obstructions to navigation. The board is supported by fees charged for its services, and by occasional grants from the county.

APPENDIX II

Municipal Government

The authority for municipal government in Florida, like the authority for county government, emanates from the state. Unlike a county, however, a municipality is not a subdivision of the state, nor does it have subordinate attributes of sovereignty in the performance of governmental functions. The courts have held that a municipality "is a legal entity consisting of population and defined area with such governmental functions and also corporate public improvement authority as may be conferred by law in a charter or other legislative enactment under the constitution." [1]

Municipal incorporation in Florida may be accomplished in two ways. An area may be incorporated under the provisions of the general laws of the state; or it may be granted a charter of incorporation by special act of the legislature. Under the general law method, the area to be incorporated must contain a specified minimum number of citizens (presently 150) who are freeholders and registered voters. After due notice, a meeting of incorporation is held and the freeholders: elect a mayor, from five to nine aldermen, a city clerk, and a marshall; establish the geographical limits of the town; and adopt a name and a corporate seal. After certain additional formalities, including the taking of an oath by the mayor and filing of transcripts of proceedings with the clerk of the Circuit Court, the incorporation is complete, and the city or town is endowed with all the powers granted by general law. If the resulting corporation has 300 or more registered voters, it is a city; if there are fewer than 300, it is a town. All but six of the present incorporated places in Dade County began their corporate existence under the provisions of general law, and five of them are still so incorporated.

The procedure via special act or charter is as follows: Interested citizens of the area concerned, in consultation with their legislative representatives, draft an appropriate charter. If the citizens and the legislative delegation are in agreement, the charter, in the form of a special bill, is introduced into the legislature and is automatically passed. The bill is subject to a constitutional requirement relating to special acts that it be given thirty days notice prior to enactment, or that it provide for a referendum in the affected area before becoming operative. Six municipalities in Dade County were originally incorporated in this manner, and twenty-one now have charters. Fourteen of these

[1] Tampa vs. Easton, 145 Fla. 188, 191, 198 So. 753, 754 (1940).

charters were ratified by the voters in a referendum. As a result of a special act of the legislature passed in 1949, the above described "charter" method is the only permissible means of incorporation in Dade County.

There is no system of classified charters in Florida and the designation village, town, or city, has no special legal significance; it is merely a part of the name given to a place. It should be added that there is no provision for "home rule", in the accepted sense, for Florida municipalities.

A charter municipality, like those incorporated under general laws, falls heir to all the powers granted by general laws of the state—unless some such power is specifically denied by the charter. Despite this fact, and in spite of the fact that the powers granted by general law are quite broad, it is customary to re-state in the charter all the powers which the municipality will have. This is done, presumably, for fear that general law grants of power may be withdrawn. The result is that most municipal charters are quite lengthy and detailed.

Charters also describe, usually by metes and bounds, the boundaries of the municipality; and they prescribe the form of government under which the municipality will operate. Of necessity they stipulate the legislative and top executive organization, but many of them also prescribe in some detail the internal structure of the executive branch.

A majority of the municipalities in Dade County operate under the mayor-council plan of government. A total of fourteen, including nine charter municipalities, use this plan. Under this system in Dade County, a council of from five to nine members is the legislative authority, and a mayor, selected either by the council from its membership, or directly by the electorate, serves as the executive head of the government. There are modifications of this plan, however, and two municipalities with a mayor-council form actually operate somewhat on the commission pattern—each commissioner being responsible for a segment of executive operations. Both of these municipalities, Florida City and Biscayne Park, are quite small.

Twelve municipalities in Dade County actually, or nominally, operate under the council-manager (or commission-manager) form of government. Under this system the council serves as the legislative and policy forming authority and it selects a city manager who serves as chief administrative officer of governmental operations. Traditionally in some Dade municipalities which operate under this plan, there has been a proclivity on the part of the council to reserve administrative matters to itself, to delve incessantly into administrative details, and to select non-professional city managers. The result, in such cases, has been a continuing history of governmental confusion. The fault here has not been with the council-manager form of government, but rather with a failure to adhere in practice to a system which over the years has proved entirely effective in the conduct of local government in all parts of the United States.

In addition to the twelve municipalities which have a council-manager form, there are two municipalities, Homestead and Biscayne Park, whose charters permit the appointment of a manager.

Table A-2 contains summary information regarding municipal incorporation, charters, and organizational characteristics of municipal governments in Dade County. Municipalities are arranged in this table according to population groupings. The following discussion of mu-

TABLE A-2

CHARTER AND ORGANIZATIONAL CHARACTERISTICS OF MUNICIPAL GOVERNMENTS IN DADE COUNTY

Municipalities by Population Groups	*Designation*	*Date of Original Incorporation*		*Date of Present Charter*	*Referendum*	*Form of Government*	*Council or Commission*		*Mayor Selected by:*	*Number of Full-Time Employees*
		Gen'l Law	*Special Act*				*Number of Members*	*Term (Years)*		
Over 250,000										
Miami	City	1896	1921	1925[a]	Yes	Commission-Manager	5	2 and 4	Commission	3,735
20,000 to 50,000										
Coral Gables	City		1925	1929	No	Commission-Manager	5	2 and 4	Electorate[b]	477
Hialeah	City		1925	1954	Yes	Mayor-Council	7	2 and 4	Electorate	232
Miami Beach	City	1915	1917	1917	No	Council-Manager	7	2 and 4	Council	987
North Miami	City	1926[c]	1952[d]	1952[d]	Yes	Council-Manager	5	2 and 4	Council	165
5,000 to 10,000										
Homestead	City	1913	1925	1925	No	Mayor-Council	7	2 and 4	Electorate	100
Miami Shores	Village		1931	1949	No	Council-Manager	5	2 and 4	Council	115
Miami Springs	Town	1926	1949	1949	Yes	Mayor-Council	5	2 and 4	Council	85
North Miami Beach	City	1926	1927[e]	1931	No	Mayor-Council	6[f]	2	Electorate	73
Opa-locka	City	1926	1927	1953	Yes	Commission-Manager	5	2 and 4	Electorate[b]	39
South Miami	City	1926	1927	1953	Yes	Council-Manager	5	2 and 4	Electorate	62
West Miami	Town	1947	1949	1949	No	Mayor-Council	5	2 and 4	Electorate	16
Under 5,000										
Bal Harbour	Village	1946	1947	1947	Yes	Council-Manager	5	4	Council	21
Bay Harbor Islands	Town	1947	1949	1953	Yes	Council-Manager	7	4	Council	35
Biscayne Park	Village	1931	1933	1933	Yes	Mayor-Commission[g]	5	4	Commission	18
El Portal	Village	1937	1939	1939	Yes	Mayor-Council	9	2	Council	6
Florida City	Town	1914				Mayor-Council[g]	5	2	Electorate	5
Golden Beach	Town	1928	1929	1929	No	Council-Manager	5	2 and 4	Electorate	12
Hialeah Gardens	Town	1948[h]				Mayor-Council	5	2	Electorate	0
Indian Creek	Village		1939	1939	Yes	Mayor-Council	5	2	Council	6
Medley	Town	1949				Mayor-Council	5	2	Electorate	0
North Bay	Village		1945	1953	Yes	Council-Manager	5	2 and 4	Council	16
Pennsuco	Town	1949				Mayor-Council	5	2	Electorate	0
Surfside	Town	1935	1939	1951	Yes	Council-Manager	5	2 and 4	Council	45
Sweetwater	Town	1941[i]				Mayor-Council	7	2	Electorate	2
Virginia Gardens	Village	1947		1953	Yes	Mayor-Council	5	2 and 4	Electorate	0

[a] In 1925 Legislature re-enacted the charter of 1921 which it had previously validated.
[b] Commissioner receiving highest number of votes.
[c] Incorporated originally as Miami Shores.
[d] Charter validated by Legislature in 1953.
[e] Incorporated originally as Town of Fulford.
[f] Borough system; originally seven boroughs and councilmen, but Sunny Isles withdrew.
[g] Operates somewhat on the Commission plan of government.
[h] Incorporation subsequently validated.
[i] Validated by Legislative in 1949; act abolishing town in 1951 failed in a referendum.

nicipal governmental organization is similarly arranged.

City of Miami

The City of Miami is organized under the commission-manager form of government. Reporting to the city commission are a number of advisory boards, several staff agencies, and one large operating department. Additional staff agencies, and most of the operating departments of the city government, are responsible to the city manager.

Agencies Reporting to the Commission

The commission appoints, is served by, or has established some twenty-seven special purpose boards, committees, and commissions. These miscellaneous bodies are in various stages of action and inaction and they include the following: Citizens Charter Revision Committee, Miami Long Term Capital Improvement Budget Commission, Off-Street Parking Authority (which is an advisory committee rather than an authority), and the Vehicular Traffic Commission. The Miami Housing Authority was established by resolution of the city commission and its commissioners are appointed by the mayor; but the authority operates as a non-profit corporation under the State Housing Authority Act of 1937, and is in reality a political subdivision of the state rather than of the city.

Two of the city's principal staff agencies, the Planning and Zoning Board and the Civil Service Board, report directly to the commission. Each of these agencies has a technical staff to assist in its more specialized functions. Other similar and separate units under the commission's jurisdiction include the City Clerk, Retirement Board, Board of Library Trustees, Department of Law, Right-of-Way Counsel, and Public Utilities Counsel. The Municipal Court is appointed by the commission.

One of the city's largest operating departments, the Water and Sewer Department, operates under a self-perpetuating water and sewer board.

Agencies Reporting to the City Manager

Several of the special purpose boards referred to above as having been established by the commission were created for the purpose of serving the city manager or an operating department under his jurisdiction. These consist, principally, of examining and appeal boards for building contractors and related occupations. Staff and related units under the manager's jurisdiction include separate departments and bureaus of finance, budget, internal audits, publicity, and medicine. The remaining departments under the manager are major operating agencies of the city government. In the field of public works there are departments of engineering, public service, building, slum rehabilitation and prevention, and port operations and development. Police, fire and communications operations are combined into a public safety department of which the city manager is director. Recreation services are provided by the Department of Welfare. The Department of Yacht Docks and Small Craft has, principally, recreational objectives, although some of its operations are of a public works character. The municipal library system is administered by the Department of Public Libraries.

Population Group 20,000 to 50,000

Of the cities in this population group, Coral Gables, Miami Beach, and North Miami are organized under the council-

NORTH MIAMI CITY HALL

manager form of government. Hialeah operates under the mayor-council plan.

The organizational structure of these city governments is similar. The commission or council appoints judges of the municipal court. Each city has a planning and/or zoning board, and examining boards for building contractors; and each has a city attorney and a city clerk. Practically all staff and line departments in each city are organized under the city manager, or, in the case of Hialeah, the mayor. The city clerk is commonly the principal finance officer, but his control over this activity may not be complete. Public works functions are normally dispersed among several departments. Fire and police departments usually operate separately. The situation with respect to recreation and libraries varies. The following discussion of the individual cities will highlight only significant differences in their organizational structure.

Coral Gables

Unlike the other cities, Coral Gables has a board of architects to approve design features of building plans. This city also operates a municipal bus system, and it has a separate department for this purpose. Its fire, police, and communications functions are consolidated into a single department; and it is in the process of consolidating into a single agency five separate recreation units. The library constitutes a separate city department. Coral Gables is the only city in this population group without a civil service or personnel board, but it does have a trial board to review disciplinary actions.

Hialeah

In addition to the usual boards and committees, Hialeah has a juvenile guidance committee, welfare board, and water board. The latter agency administers the water distribution system. Tax assessing is performed separately from the city clerk's functions. Fire and police are separate departments, but recreation services are provided by a single unit. The library in Hialeah is operated by the Women's Club but the city provides funds for its support.

Miami Beach

Tax assessing in Miami Beach is independent of the city clerk's fiscal authority. This city maintains separate fire and police departments and also a beach patrol. The recreation function is divided between a recreation department and two golf course managers. Additionally, there are separate departments to operate the public library, municipal auditorium, convention bureau, publicity and public relations bureau, municipal parking meter system, and a social service (welfare) agency. The Miami Beach Housing Authority operates under state law, and is not a part of the city government.

North Miami

In North Miami, the council appoints a library board which is directly responsible for library administration. There are separate offices in this municipality for city clerk and assessor-collector, and both are elective. Public works functions are consolidated into a single department, except for the water utility which operates separately. Fire and police are organized as separate departments. Recreation functions are performed by one unit of government.

Population Group 5,000 to 10,000

In this population group Miami Shores, Opa-locka, and South Miami are organized under the council-manager plan. Homestead, Miami Springs, North Miami Beach, and West Miami operate under the mayor-council form of government. Municipal operations are commonly organized under the manager or mayor, but as a matter of practical expediency, department heads in Miami Springs usually report to the mayor through the town clerk.

Municipal Courts

Each of the municipalities has one or more judges, appointed by council, who hold court once or twice a week.

Staff Agencies

Finance administration is commonly consolidated into a single department under the city clerk, manager, or a finance director. In North Miami Beach, however, separate elements of this function are distributed between the city clerk, tax assessor, and a bookkeeper. Provision is made in Miami Springs, North Miami Beach, Opa-locka, and South Miami for civil service commissions or personnel boards, but their personnel programs are in varying stages of development. Little provision is made by these municipalities for planning. Miami Shores employs a consultant on an intermittent basis to assist the village with planning and zoning problems. The charters of most of the other communities provide for planning or zoning boards. Each municipality has an attorney employed on a part-time or retainer basis to furnish legal advice and assistance.

Operating Departments

All of the municipalities have departments for conducting public works opera-

TOWN OF WEST MIAMI MUNICIPAL BUILDING, 1949

tions. Commonly there are several such departments, but in Miami Springs, South Miami, and West Miami public works operations are consolidated under a single head. Homestead owns, and operates as a separate department, a water and electric utility and a sewage disposal plant. North Miami Beach and Opa-locka each operate water utilities as separate departments. Each municipality makes provision for both fire and police services. In Miami Shores these functions are combined into a single department, but in the other communities they operate separately. Homestead, Miami Shores, and Opa-locka have municipal library departments. In Miami Springs the town contributes toward the support of a library which is owned and operated by a local Women's Club. Homestead, Miami Shores, Miami Springs, and North Miami Beach have recreation departments. Opa-locka has a part-time recreation staff for the summer months. Miami Shores, in addition to its recreation department, owns and operates the Miami Shores Country Club.

Miscellaneous Agencies

Homestead owns the James Archer Smith Memorial Hospital but it leases this facility to a hospital board which is separate from the city government. There is also a housing authority in Homestead which is organized and operates under state law.

Population Group—Under 5,000

Of the fourteen towns and villages in this population group, five operate on the council-manager plan and the other nine are organized under the mayor-council

SURFSIDE TOWN HALL

BAY HARBOR ISLANDS TOWN HALL

form of government. As mentioned earlier, two of them, Biscayne Park and Florida City, have a modified commission form in that each commissioner or alderman assumes responsibility for a segment of governmental operations.

Practically all of these communities have a town or village clerk, although he may serve part-time; an attorney, on a retainer basis; and a judge, who may be the mayor. Beyond this nucleus of officials, many of the communities are so small, or they provide so few services that they hardly have any distinguishable organizational structure. Hialeah Gardens, Pennsuco, and Virginia Gardens have no discernable operating departments and they contract for such few services as are provided. El Portal, Indian Creek Village, and Sweetwater have very small paid police units. Medley has part-time fire and police units. Biscayne Park, Golden Beach, and Florida City have small police and public works units, and the latter municipality has a volunteer fire department.

The remaining towns and villages—Bal Harbour, Bay Harbor Islands, North Bay Village, and Surfside—have a bit more clearly distinguishable structures and render fuller services. Bal Harbour has a combined police and fire department and a fairly substantial maintenance and service unit. A planning consultant is retained for this village. Bay Harbor Islands has separate police and fire departments (the latter mostly volunteer), a streets and parkway maintenance force, and a separate staff for the operation of Broad Causeway. North Bay Village and Surfside have separate police, fire, and public service units.

APPENDIX III

Management Services

The purpose of financial administration, personnel administration, legal services, and planning is to assist the legislative body and executive officials in the development, control, and execution of governmental programs and operations. These functions are commonly referred to as staff or facilitative services, for they assist or facilitate other governmental operations, but render few services directly to the public. By their very nature, staff functions are somewhat more ephemeral in character than are line operations, and their accomplishments are not so readily observed or measured. Their importance, however, should not be underestimated, for their quality, in large measure, determines the success of the total governmental program.

Planning

The advance preparation of plans for the development of public facilities to keep pace with community growth is imperative if citizens are to be adequately provided with normal public services. This planning must take into account the maintenance and operating costs of community facilities.

Planning to be meaningful and useful must be conducted in a realistic manner. It should result in the development of somewhat general long-range (say twenty year) plans, and in the establishment of a specific short-term (five or six year) program. The latter should consist of priority projects and schedules for financing them as the time for their accomplishment arrives. This specific program should be extended annually or biennially to include additional elements of the long-range plan.

County Planning

Dade County recognized the importance of planning in 1942 when its Planning Board was first created as an advisory body. Not much progress was made until after World War II, and even then the first and only progress report was issued in 1951. Objectives of the reactivated Board of 1949, as expressed in the mentioned report, included: 1) study of Negro occupation; 2) development of a comprehensive right-of-way plan; 3) study of waste disposal; 4) establishment of an industrial area plan; 5) development of a comprehensive county control plan; 6) organizing a regional planning "Advisory Committee"; and 7) promotion and recommendation of appropriate legislation.

Considerable progress has been made

toward the attainment of these objectives during the past five years. Included among the accomplishments are the development of highway, zoning, and land use plans; a schools and recreational area plan; and conduct of special studies with respect to Jackson Memorial Hospital, park development, Key Biscayne to Key Largo Causeway, rockpit development and regulation, and traffic routing and control.

In spite of this commendable work, a long-range capital improvement program has not been developed nor is the annual program for facility development tied in directly with completed studies.

Municipal Planning

City planning in a few municipalities has been more aggressive and effective than has county planning. This circumstance is reflected in the excellent public facilities and services in several municipalities. Coral Gables was developed according to a plan conceived to make it "The City Beautiful", and its planning board provides excellent guidance and advisory assistance to management. Bal Harbour was planned as a model village and a planning consultant is still retained by the development company to guide its physical development. A similar situation obtains in Miami Shores.

The planning board of Miami Beach was not established until the latter part of 1949. By 1951, however, it had developed, with the assistance of a consulting firm and a citizens committee, a comprehensive "Plan for Miami Beach" contemplating an expenditure of some $34 million, to be financed principally by general obligation, special assessment, and revenue bonds, but partially from surplus and budgeted funds in an unspecified period. This plan has served as a general guide to management, but no apparent effort is being exerted to modify and project these plans in keeping with changing conditions.

Miami's planning board was organized in 1939, but aggressive planning activity has been apparent only recently. In 1952, a technical consultant was hired to direct the development of a master plan. In the succeeding months a full-time technical staff was recruited. This rejuvenated planning agency is working on a three-phase program for the development of a city plan which is expected to be in preliminary form by late 1954. This activity provides real hope for some long-needed tangible achievement in planning for Miami's development. It is possible that this hope will be short-lived, however, for funds have been appropriated to continue the agency at its present level of effectiveness only until February of 1955.

Municipalities, other than those mentioned above, have done little in the way of comprehensive planning. Most of them restrict their activity to the establishment and enforcement of the zoning plan and ordinance and only consider planning in specific areas when extraordinary needs arise.

Regional Planning and Planning Needs

The county's proposal to establish a county-wide planning advisory committee has never progressed much beyond the paper stage. A "Dade County Co-ordinating Planning Council", made up of representatives of the county and each of the municipalities, was actually established and some meetings have been held; but no effective program has been developed by the council nor has it taken any progressive planning action. One of the principal handicaps to the success of this group has been lack of continuity of membership. A further deterrent to progress has been a tendency on the part of the members to

lose perspective because of overemphasizing local problems.

In spite of this apparent failure, the effort on the part of the county was commendable, for many metropolitan problems are capable of solution only through planning on a regional basis. For this reason any proposal for the improvement of local government in Metropolitan Miami should make provision for a vigorous planning agency with appreciable area-wide authority. The presence of such an agency need not diminish the importance of municipal planning for purely local objectives. Rather, there is a great need for the strengthening of both regional and municipal planning operations.

Financial Administration

The activities generally included in financial administration are budgeting, accounting, revenue administration, treasury management, purchasing, and property control. Budgeting is concerned with the preparation and execution of an operating plan for the fiscal year, expressed in financial terms. Accounting involves the recording of revenues, expenditures, obligations, and assets; the pre-auditing of expenditures; the internal audit of receipts; the maintenance of cost accounting records; and the preparation of regular and special financial reports. Revenue administration involves the determination of real and personal property values for taxation purposes; the billing of taxes and other accounts receivable; and the collection of taxes and other revenues. Treasury management includes the receipt, custody, disbursement, and investment of monies, and debt administration. Purchasing and property control concern the procurement of goods and services; the operation of stores and service units; and the maintenance of property records.

Financial Administration in the County

Responsibility for financial administration in the county government is widely scattered. No two of the components of financial administration are integrated into a single department, and most such functions are performed piecemeal by many county units. Considering the haphazard arrangement of county departments and the strictures of constitutional and statutory provisions, it is almost inevitable that this should be so; but it is a fact that practically every accepted principle of financial administration is either violated or is unattainable in the present county organization.

Budgeting. Budget preparation is the nominal responsibility of the Board of County Commissioners. A reasonable measure of control is usually exercised for the units under the board's authority. All such units are furnished forms, pre-posted with current year appropriations, for use in preparing and submitting budget requests. Spaces for explaining such requests are provided on the forms, but in practice explanations are brief and there is little employment of measurement data against which requests might be judged. Preliminary discussions are held with departments by a part-time clerk to the board, who also serves as financial advisor to the County Budget Commission. Additionally, individual commissioners review requests of departments for which they are responsible. Requests are then considered by the Board of County Commissioners as a whole, and upon its approval, are submitted to the budget commission. This commission holds public hearings, makes such adjustments as it deems appropriate, and adopts the budget. Its action is final. After adopting the budget,

the budget commission exercises some control over budget execution through its authority to approve budgetary transfers.

The initial budget process in the Port Authority is less systematic. Budget requests for that operation are developed solely by the chief accountant of the Authority without benefit of departmental requests, explanations, or justifications.

With respect to county units outside the administrative jurisdiction of the Board of County Commissioners, their requests are submitted to the board only for inclusion in the consolidated budget document and not for the board's review.

The budget process for the Board of Public Instruction is largely governed by state requirements. Forms for expenditure estimates, with budget items computed from established formulas, are sent to principals and department heads. Staff discussions are held on all items which are not fixed by state formulas or lists. Recommendations of the staff are submitted to the Superintendent, who, after his review, submits the budget to the Board of Public Instruction for its consideration and approval. Upon the budget's incorporation in the consolidated county budget document, it is considered and approved by the County Budget Commission. The school budget must then be submitted for review and final approval as to standards by the State Department of Education.

A number of weaknesses are readily apparent in the county budget process. It is patently absurd for a gubernatorially appointed body, the County Budget Commission to be, in most cases, the ultimate authority with respect to county appropriations. The funds therefor are largely locally derived and they are appropriated for local purposes. Dade County is one of four counties in Florida in which this authority is not vested in the principal governing body.

The informality of the budget process, especially in the Port Authority, is an additional weakness, indicating a lack of real thought and planning relative to departmental operations. Good budgeting is not a process of rule of thumb, but is properly an analysis of financial need measured with reliable operational indices against carefully conceived program plans.

Administrative Management. Closely related to the development of the budget is a group of activities commonly referred to as administrative management. These include the continuous examination of governmental organization and procedures with a view to proposing improvements; the development of adequate reports for administrators, legislators, and the public; and the formulation of suitable policies and procedures in regard to retention and disposal of county records of all kinds. Such activities are not conducted in the county government at the present time, nor are facilities for performing administrative management services available.

Accounting. Accounting for county operations is partially centralized in the Department of Finance where records of most county receipts and disbursements are kept. Accounting work of this department is on a cash basis as required by the state, and no budgetary accounting controls are maintained. Accounting operations are largely mechanized. Post auditing of transactions is performed by state auditors.

Other than the Department of Finance, county units and agencies keeping separate financial records are: the Park Department, Jackson Memorial Hospital, the Port Authority, and the Board of Public Instruction. The clerk of the Circuit Court, the clerk of the Criminal Court of Record, the sheriff, the tax col-

lector, and the county judge, all fee officers, record separately their receipts in the form of fees for various services, and their disbursements for operating expenses. Remaining balances are remitted to the Department of Finance. The volume of their separate accounting systems does not justify the use of machines and practically all of their accounts are hand posted. They are subject to fiscal review only by state auditors.

Fiscal operations of the park department, Jackson Memorial Hospital, and the Port Authority are subject to review and control by the Department of Finance. Accounting at Jackson Memorial Hospital is on an accrual basis. The other two agencies operate on a cash basis, but neither has an allotment system nor maintains encumbrance accounting controls. Accounting work of all three of these agencies is mechanized.

Accounting in the Board of Public Instruction is performed according to a uniform system prescribed by the State Board of Education. Accounts are kept on an accrual basis and fiscal operations are mechanized. Post-auditing is by state auditors.

The degree to which accounting operations in the county are mechanized is commendable; but appreciable savings could be effected, both in machine and personnel expense, through a complete integration of accounting operations. Such integration would have the additional advantage of facilitating the preparation of financial reports which would reflect the financial status of the entire county government. Any improvement in the accounting system of the county should include provisions for adequate budgetary controls; and authority should be secured from the state to operate on a full or modified accrual basis rather than under the outmoded cash accounting system.

Revenue Administration. Property tax assessing is the direct responsibility of the elective tax assessor, as is tax billing; but the Board of County Commissioners sits annually as a board of tax equalization to hear appeals relating to property valuations. The collection of other county revenues is widely dispersed among various officials and agencies.

Assessing procedures for the county are prescribed by the tax assessor who is required by state law to assess all property at full cash value. Full cash value is not used in Dade County, however, nor in any other county in Florida, and the Supreme Court has consistently refused to enforce this statutory provision. The assessor maintains a limited number of personnel who constantly perform field surveys for purposes of property revaluation and equalization, and to discover and include new properties on the tax rolls. Rural land is appraised on an acreage basis with due consideration to its type. Acreage and new subdivision rates are determined from economic trends and sales prices of land in the locality, with consideration being given to the proximity of utilities, improved roads, schools, and transportation facilities. Residential and commercial land is valued on a front foot basis after economic and related factors have been weighed. Buildings are appraised at replacement value, except for multiple unit dwellings where appraisal is determined by capitalizing annual rentals. Personnel limitations of the tax assessor's office in performing appraisal work are somewhat offset by the circumstance that some cities with good assessment records, notably Miami and Miami Beach, make their records available for use by the county.

Tangible personal property is assessed

on the basis of inventories of stock and equipment as determined from returns filed by owners or corporations. Returns are analyzed by assessors, and where necessary, field visits are made, or available sources of information are checked, to corroborate the declared data. The intangible personal property tax is a state tax on bonds, securities, and stocks. The county assesses and collects this tax and retains 25 per cent of the gross.

Ad valorem taxation holds a dominant place as a source of revenue for local government. Its importance in the financial structure of the county merits insistence that it be administered with the best standards and practices that have been developed. The greatest deficiency in county assessment, however, is not in the systems employed, but rather arises from the lack of funds, technical personnel, and proper equipment for assessment purposes. In consequence, work of the tax assessor's office is so far behind schedule that uniformity and equity of assessments do not exist.

Ad valorem taxes are collected by the tax collector on the basis of bills prepared by the tax assessor. The collector also collects monies due to the state for automobile license plates, county and state occupational license fees, and taxes for special districts. The clerk of the Circuit Court collects delinquent taxes, fines and forfeitures, and sundry fees. The sheriff's office collects money judgments levied on real and personal property, state tax warrants, traffic fines, and fines for other state and county law enforcement agencies. The clerk of the Criminal Court of Record collects fees for services associated with criminal court actions, for issuing or certifying legal documents, and for other sundry purposes. The Department of Finance receives monies collected by various county departments; the Port Authority collects monies due from rents and leases, landing and passenger fees and parking fees at the International Airport; and the Board of Public Instruction collects monies from athletic events, for lunchroom services, and for student activities. Although some decentralization of the revenue collection process is necessary, this wide dispersion of responsibility is obviously inefficient and a source of confusion to the public.

Treasury Management. Responsibility for county treasury management is also widely dispersed. The fee officers collect and maintain custody of monies received, disburse these monies according to their budget, and remit excess funds to the county department of finance for deposit in the county general fund. The department of finance receives and maintains custody of monies from various county departments. The tax collector and county judge make distribution to the state, special districts, and Board of Public Instruction in cases where they share the revenues collected.

Debt management for the county government and for the Port Authority is largely the responsibility of the Department of Finance and the County Commissioners. The Board of Public Instruction, however, is subject to regulations of the State Board of Education and bond issues necessitate permissive action by the legislature.

Purchasing and Property Control. The county purchasing agent is responsible for purchasing commodities and supplies for all county departments and agencies except the Board of Public Instruction. This latter agency has its own purchasing unit. During 1952–53 the county purchasing agent bought some $5 million worth of goods and commodities. His office has developed some standard specifications for use in purchasing opera-

tions, but no attempt has been made to standardize common items of supply for all departments. Purchase requisitions are processed individually and without any special attempt at grouping, which precludes the possibility of volume purchasing. Furthermore, there is no central facility or warehouse in which items might be stored pending their use even if quantity purchasing were practiced. Nor is there any central inspecting and testing facility for the county government, and such tests as are made are the responsibility of separate departments.

The county purchasing agent is an elective office. It is unusual and certainly undesirable to fill such a highly technical and administrative position by popular election. It is unrealistic to expect an official so chosen to have the specialized knowledge and competence required to develop adequate purchasing machinery and controls for the county government.

Central property control records are maintained by the finance department. All equipment is numbered and records are arranged both by item of equipment and by department. The system is adequately conceived and maintained.

Financial Administration in Municipalities

Responsibility for financial administration in the municipalities is well defined in most charters. All facets of financial administration, except some cases of tax assessing, are integrated into a single department responsible to the mayor, city manager, or city clerk.

Budgeting. The Budget Department of the City of Miami assembles departmental requests for transmittal to the city manager for his consideration and action. When so requested, this department computes and provides additional statistical information for the benefit of department heads, the city manager, and commissioners. The budgetary functions of this department, however, are basically clerical in character, rather than analytical, and therefore fail to provide management with the kind and quality of technical budgetary service which is needed. Forms, preposted with prior budgetary experience data, are supplied to operating departments for their use in formulating requests. Explanations and justifications may accompany their requests, but more lengthy justifications are presented verbally in conference with the manager. Plans for future improvements in Miami's budgeting process include greater use of work-unit data in calculating budgetary requests and the addition of more budget justification information in the printed budget document.

In Coral Gables and Miami Beach, departmental justifications are detailed and increases or decreases over prior year appropriations are clarified through discussions with the city clerk. This official serves as a staff assistant to the manager with authority to perform a truly analytical service during preliminary states of budget development. Budget requests are then turned over to the city manager for his study and he holds additional conferences with departments relative to program needs prior to submission of the budget to the council. In North Miami budget estimates are submitted directly to the city manager who calls in the accountant and department heads for advice. In Hialeah the city clerk prepares the budget after receiving requests from departments.

Municipalities in the 5,000 to 10,000 population group follow similar procedures except that in some (Homestead, North Miami Beach, South Miami, and West Miami), no pre-posted budget estimate forms are furnished to departments, and in Opa-locka a two-phase budget is

submitted, one for necessities and the other for luxuries.

In municipalities with fewer than 5,000 population, budget preparation practice varies even more. Virginia Gardens, Pennsuco, Hialeah Gardens, and Sweetwater prepare no budgets. In most of the other towns, the town clerk prepares and submits the budget to Council without advice or consultation; but in Bay Harbor Islands more formal practices are followed and the city manager receives requests and confers with department heads prior to submission to council. The services provided by many of the municipalities in this population group are so meager that budget preparation is little more than a formality to fufill charter requirements.

Administrative Management. For practical purposes, the functions encompassed in the term "administrative management" are completely absent at the municipal level. In the City of Miami such functions are occasionally performed by the Bureau of Internal Audit upon specific request of the city manager. Its activities in this area take the form of organizational and procedural studies; but this is not the principal function of the bureau and it has not sufficient technically trained personnel to undertake such work on a continuing basis.

Accounting. Municipal accounting operations in the metropolitan area range from the most routine bookkeeping to use of the most modern accounting practices, procedures, and devices. Most of the municipalities have centralized accounting under the city clerk, finance director, or other official.

The City of Miami is the only municipality in the area which uses punch card equipment for accounting purposes. Miami Beach, Coral Gables, North Miami, Miami Springs, Miami Shores, Bay Harbor Islands, and Surfside use bookkeeping machines. The remaining municipalities either have too few transactions to justify mechanization, or they have failed to appreciate the advantages afforded by accounting machines.

Budgetary control accounting is found in Miami, Miami Beach, and Coral Gables. The remaining municipalities have no allotment or encumbrance systems, and in many cases, especially in the larger towns, this lack results in the premature exhaustion of appropriated funds, unavailable monies with which to meet incurred obligations, the necessity of budgetary transfers, and, in some cases, deficit financing.

Post-auditing of municipal accounts is invariably performed by independent public accountants selected by the municipal legislative body.

Revenue Administration. Several towns, including Hialeah Gardens, Pennsuco, Sweetwater, and Virginia Gardens levy no property taxes and therefore make no assessments. Indian Creek Village, Medley, North Bay Village, West Miami and North Miami Beach reported that they accept county assessments as a basis for levying municipal taxes. Assessment practices in Bal Harbour are similar to those employed by the county. Assessment practices in the remaining municipalities vary widely. Some use a price factor per cubic foot, and others use a per square foot factor. Still others use as a basis construction costs during the early 1940's and add a percentage which is intended to reflect inflated values since the base period. In Golden Beach an improvement is valued at $125 regardless of its cost. The per cent of assessed values to current values varies from 0 to 100 per cent depending upon the assessment system employed and the need of the municipality for funds.

The following table presents for each municipality its own estimate of the ratio between its assessments and true market values. These estimates, in many cases, are unquestionably in error since the systems employed virtually preclude the possibility of consistent valuations. They do emphasize, however, the disparate assessment practices of the several municipalities, and the need for a unifying force in assessment administration. For comparative purposes the ratio of county assessments to true value is shown in this table.

TABLE A-3

ESTIMATED RATIO OF COUNTY AND GROSS MUNICIPAL ASSESSMENTS TO TRUE MARKET VALUE

Place	*Per Cent*	*Place*	*Per Cent*
County	55	Bal Harbour	55
		Bay Harbor Island	45
Miami	50–60	Biscayne Park	80
		El Portal	50
Coral Gables	40	Florida City	40–50
Hialeah	50	Golden Beach	*
Miami Beach	40–50	Hialeah Gardens	0
North Miami	62½	Indian Creek Village	55
		Medley	55
Homestead	70	North Bay Village	55
Miami Shores	50	Pennsuco	0
Miami Springs	100	Surfside	56
North Miami Beach	55	Sweetwater	0
Opa-locka	100	Virginia Gardens	0
South Miami	50		
West Miami	85		

* A land value was placed on each parcel in Golden Beach some years ago. When a house is placed on a lot, a flat sum of $125 is added to the previous lot assessment to arrive at the new assessed valuation.

To further emphasize the disparity and confusion which exist in assessment practices, the following table presents the ratio of gross municipal assessments to estimated gross county assessments in each jurisdiction.

The preparation of tax bills for municipalities is usually performed by the municipal officer responsible for assessments and for the preparation of tax rolls. Property tax collecting is usually done by a separate municipal official who also collects other municipal revenues.

Treasury Management. In those municipalities having finance directors, treasury management, including the receipt, custody and disbursement of funds, is their responsibility; and they also advise the manager or mayor and the council regarding debt service and the investment of surplus funds. In smaller municipalities, the town clerk usually performs some or all of these functions. It is customary for municipalities to deposit their funds in one or more local banks. Some municipalities put surplus funds to work through the purchase of short- and long-term bonds and securities.

Purchasing and Property Control. The responsibility for purchasing is centralized in Miami, Miami Beach, Coral Gables, North Miami, Miami Springs, and Surfside. Of this group, Coral Gables follows accepted purchasing practices more closely than do the others and derives the greatest advantage from quantity purchasing, standardization of supplies, and central warehousing. Municipalities, other than those named above,

TABLE A-4

ESTIMATED RATIO OF GROSS MUNICIPAL ASSESSMENTS TO GROSS COUNTY ASSESSMENTS*

Place	Ratio (%)	Place	Ratio (%)
County	100.0	Bal Harbour	86.3
		Bar Harbor Islands	96.6
Miami	113.4	Biscayne Park	101.4
		El Portal	121.5
Coral Gables	95.0	Florida City	139.2
Hialeah	121.3	Golden Beach	39.3
Miami Beach	105.9	Hialeah Gardens	—
North Miami	100.9	Indian Creek Village	85.5
		Medley	204.2
Homestead	122.0	North Bay Village	84.7
Miami Shores	123.5	Pennsuco	—
Miami Springs	158.5	Surfside	110.7
North Miami Beach	91.0	Sweetwater	—
Opa-locka	155.6	Virginia Gardens	—
South Miami	72.3		
West Miami	99.4		

* Estimated gross county assessments for each municipality, and gross municipal assessments are presented in Table A-6, Appendix IV.

conduct their purchasing functions rather informally and fail to derive any of the benefits afforded by more modern procedures.

Property control records, when they are maintained, are usually kept by the finance department, but adequate property control is maintained only by Miami, Maimi Beach, and Coral Gables.

Personnel Administration

Good personnel administration contributes substantially to the success of an organization. A personnel program should have as its major objective the selection of persons qualified for work to be done and the establishment of conditions necessary to retain competent employees. Components of an effective system of personnel administration are usually considered to be a position classification plan, an equitable compensation schedule based on the classification plan, procedures for recruitment on the basis of demonstrated merit and fitness, in-service training programs, adequate promotional procedures, satisfactory and uniform conditions of employment, systematic procedures for disciplinary action, and a sound retirement system.

Personnel programs in Dade County vary considerably between the many jurisdictions. Formalized personnel programs which include either a board or a designated person with responsibility for personnel administration and procedures established for at least some of the components mentioned above exist in only ten municipalities, four county departments, and in the Board of Public Instruction.

Personnel Administration in the County Government

No single pattern of personnel administration is common to all agencies of the county government. The park department, Jackson Memorial Hospital, and the sheriff's department have formalized their personnel programs in varying degrees. Positions in the Department of Public Health are under the state merit sys-

tem. All other departments and agencies conduct their personnel functions on an informal basis. No standard procedures have been established between departments, and each department head and elected official operates independently in the recruitment and selection of personnel. Other aspects of personnel administration such as probationary periods, lines of promotion, salary and salary increases, hours of work, sick and vacation leaves, and in-service training receive the same varied approach. The only component of personnel administration common to all departments is the provision of pensions; all regular county employees belong to the Florida State Retirement Plan.

Jackson Memorial Hospital has a rather complete personnel program under the direction of a separate personnel department. Position classification and pay plans are in effect; an active recruitment program is conducted, which includes administering standardized tests for certain positions; and an orientation program for new employees and supervisors' training are part of in-service training activities. The park department has centralized classification, pay, and recruitment functions in one office. Active recruitment is limited to professional and technical jobs and no program of testing candidates has been established. In-service training has been the responsibility of the maintenance and construction division and its past efforts have emphasized industrial safety and supervisory leadership.

Enabling legislation was passed in 1953 allowing the sheriff's department to establish a merit system. The program is the responsibility of a five member board, three appointed by the Board of County Commissioners and two selected by employees. The program is still in the developmental stages, but with the assistance of an outside consulting firm personnel rules have been adopted and classification and pay plans are being readied for the board's approval. A part-time executive secretary has been hired to administer the program. It is expected that the consulting firm will develop examinations and that they will be administered by the executive secretary.

The employees of the county health unit come under the jurisdiction of the state merit system. The State Board of Health establishes and maintains classification and pay plans, administers the examination program, and establishes eligibility lists. Recruitment for professional positions is on a state-wide basis, but clerical positions are recruited within Dade County.

The Board of Public Instruction has a separate office established to administer its personnel program. This program has concentrated upon personnel processes affecting instructional employees of the school system. The personnel department is responsible for interviewing applicants for positions; verifying experience, training, and other qualifications; checking certifications; conferring with principals regarding vacancies and transfers; issuing contracts; adjusting salaries of personnel in keeping with the salary schedule adopted by the board; and confirming personnel information for trustees, the superintendent, and board members. Recently, an outside consulting firm was retained to develop a classification and pay plan for clerical personnel. The plans developed have been adopted and an active recruitment and testing program is envisioned for non-instructional personnel.

Municipal Personnel Administration

The Civil Service Board of Miami is responsible for most personnel administrative processes in this city. The board is

composed of five members, three appointed by the city commission and two elected by employees. The board appoints an executive secretary who serves as the chief administrative officer of the personnel program. The personnel office is concerned with all aspects of the personnel program except training, which is left to the individual departments. A classification and pay plan is in effect, examinations are given for all classes of work except labor, and procedures have been established to hear employee appeals from disciplinary actions.

Of the cities in the 20,000 to 50,000 population class, the city of North Miami has formalized its personnel program to the greatest extent. The North Miami Civil Service Board is composed of three members, one appointed by the city council, one by the city manager, and one elected by city employees. Responsibility for the personnel program is centered in the personnel director, with the board having advisory responsibility and authority to hear appeals from disciplinary actions. Position classification and pay plans and personnel rules are in effect. Examinations are developed and administered by an outside consultant on a fee basis.

Hialeah's Civil Service Board is appointed by the city council for six-year overlapping terms. The city clerk acts as personnel director and is responsible for administering the personnel program subject to the approval of the board. There is a pay plan for all positions, but class specifications are not in written form for all types of work.

The civil service system in the city of Miami Beach was established by legislative act. The Civil Service Commission consists of five members appointed by the city council for five-year overlapping terms, plus three non-voting members elected by city employees. The staff of the commission consists of a personnel director and two assistants. There is a pay plan, but the classification plan is not formalized or in written form. Standardized tests are used for recruitment purposes and the personnel staff develops promotional examinations.

The personnel function in Coral Gables has been almost entirely decentralized to operating departments. There is no classification plan and only police and fire positions have been assigned salary ranges. This city has a five member trial board to hear appeals from disciplinary actions.

In the population group 5,000 to 10,000, the cities of Miami Springs, North Miami Beach, South Miami, and Opa-locka have made provision for personnel boards. These boards vary in composition and discretionary authority. Formalized classification and pay plans have been developed in North Miami Beach and South Miami. All other cities in this population group as well as those cities with fewer than 5,000 population conduct personnel programs on an informal basis with either the city manager, mayor, or department heads being responsible for the selection of employees. None of these cities has an examination program, although North Miami Beach and South Miami are in the process of developing one. Fringe benefits such as sick leave, vacation, holidays, and hours of work, are individually set with no apparent pattern between cities. Many of the cities have taken advantage of the federal government's social security program and employees will receive these benefits. Action has been taken in some cities to bring fire and police personnel under state laws which provide for the assignment to pension benefits of one per cent of fire and casualty insurance written within corporate limits.

Legal Services

Provision for legal services has been made by practically all governmental jurisdictions within Dade County. The Board of County Commissioners employs an attorney to advise and assist with legal matters associated with general county business; and another to represent and serve the Port Authority. Officials of the school system receive legal advice and assistance from attorneys retained by the Board of Public Instruction.

In the municipalities, attorneys are employed either on a full-time or part-time basis to provide legal advice and assistance to the legislative body, the mayor or manager, and administrative departments. Services provided by municipal attorneys include the preparation of contracts, bonds, and other legal instruments, and representing the municipality when it is a party to civil action.

The City of Miami maintains a department of law staffed with full-time legal personnel. In addition to performing the usual legal services, it investigates civil cases brought against the city, but actual defense of the city in court is by a private law firm. The legal department is also responsible for prosecuting cases in the Miami municipal court, but in practice this function devolves upon police personnel. Legal work associated with public utility and right-of-way problems is performed by special attorneys retained by Miami for this purpose.

All the other municipalities except Pennsuco and Hialeah Gardens have made provision for legal services. In the larger municipalities city attorneys are employed on substantially a full-time basis, but in the towns and villages they are commonly retained for service as needed.

APPENDIX IV

Local Finance

The principal elements of local government finance in Dade County, including revenues, expenditures, and debts of local governments, are discussed in this section. Local revenues are derived principally from taxation and other local sources, but state and federal grants are also important. Local expenditures cover the broad expanse of local public services in Dade County. Although there is considerable variety in the services and expenditure patterns of individual jurisdictions, when local governments in the county are considered collectively practically every accepted function of local government is included in their operations and is reflected in their total expenditures. Local debt is conditioned somewhat by statutory and municipal charter limitations but the principal deterrent to general obligation borrowing has been a provision of the State Constitution.

Local Revenues

There are several factors of general significance which affect the revenue systems of local governments in Florida. The state has abandoned property taxation in favor of county and municipal governments. Although property taxes continue to be the major source of local revenue, their yield is considerably curtailed by a constitutional provision which exempts from taxation the first $5,000 of the assessed valuation of homesteads. Both state and local governments are prohibited by the constitution from levying an income tax. The state reserves to itself all sales tax revenues; and it has withheld authority from county and municipal governments to levy amusement taxes. Municipal governments may levy cigarette taxes (which are collected by the state) and utility taxes, but these sources are denied the county government. The county government receives from the state a portion of state gasoline taxes for road and bridge purposes; and county school systems which observe state standards are granted funds for educational purposes under the State Minimum Foundation Law. Both county and municipal governments receive revenues from the sale of occupational licenses, from fines and forfeitures, and from other sources. The principal sources and amounts of local revenues in Dade County during 1952–53, are presented in Table A-5. Total revenues of local governments amounted to $103 million. This total was divided $40.7 million to municipalities; $26.3 million to the

TABLE A-5

IMPORTANT DADE COUNTY AND MUNICIPAL REVENUES
FISCAL YEAR 1952–1953

(In Thousands of Dollars)

Jurisdiction	*Property Taxes*	*State Collected and Locally Shared Taxes and Grants*[a]	*Occupational Licenses*	*Fines and Forfeitures*	*Utility Taxes and Operations*	*Other*	*Total Revenues*
Miami	$ 9,266	$ 2,251	$1,447	$ 703	$ 5,907	$ 3,766	$ 23,340
Coral Gables	1,152	216	127	54	776	688	3,013
Hialeah	341	178	87	33	420	395	1,454
Miami Beach	4,215	338	747	135	1,631	748	7,814
North Miami	361	128	49	26	373	79	1,016
Homestead	120	75	24	12	456	97	784
Miami Shores	236	33	26	24	21	68	408
Miami Springs	154	74	33	15	211	75	562
North Miami Beach	92	35	24	22	347	59	579
Opa-locka	51	35	26	33	108	51	304
South Miami	48	70	15	16	41	68	258
West Miami	19	65	11	10	61	34	200
Bal Harbour	91	3	8	1	50	6	159
Bay Harbor Islands	79	1	9	—	31	4	124
Biscayne Park	53	—	3	1	5	21	83
El Portal	9	—	6	9	4	31	59
Florida City	22	10	3	1	17	5	58
Golden Beach[b]	—	—	—	—	—	—	—
Hialeah Gardens[b]	—	—	—	—	—	—	—
Indian Creek Village[b]	—	—	—	—	—	—	—
Medley	2	—	2	1	—	3	8
North Bay Village	58	9	25	12	32	3	139
Pennsuco[b]	—	—	—	—	—	—	—
Surfside	194	29	31	4	107	23	388
Sweetwater	None	2	2	6	—	6	16
Virginia Gardens	None	2	3	—	2	1	8
Total Municipalities	16,563 (40.7%)	3,554 (8.7%)	2,708 (6.6%)	1,118 (2.7%)	10,600 (26.0%)	6,231 (15.3%)	40,774 (100.0%)
County	12,453 (47.3%)	799 (3.0%)	538 (2.0%)	206 (0.8%)	— —	12,374 (46.9%)	26,370 (100.0%)
Board of Public Instruction[c]	16,176 (45.0%)	7,739 (21.5%)	— —	— —	— —	12,054 (33.5%)	35,969 (100.0%)
Total All Revenues	45,192 (43.9%)	12,092 (11.7%)	3,246 (3.1%)	1,324 (1.3%)	10,600 (10.3%)	30,659 (29.7%)	103,113 (100.0%)

Source: Financial Statements of the several jurisdictions.

[a] Includes cigarette taxes, auto transportation tax, and minimum foundation law funds.
[b] No revenue statement available.
[c] The Board of Public Instruction used property tax receipts for the tax year 1952 in its accounting for fiscal year 1952–53. Its property tax revenues for the tax year 1953 amounted to $19.7 million.

county; and $35.9 million to the Board of Public Instruction.

Property Taxes

As shown in Table A-5, property taxes constitute the largest single source of revenue for local governments in Dade County. In 1952–53, they yielded $45.1 million, or 43.9 per cent of all revenues. They constituted 40.6 per cent of municipal revenues, 47.2 per cent of county government revenues; and 45.0 per cent of revenues of the Board of Public Instruction.[1]

The property tax levy results from the product of taxable assessed valuations and millage rates established, normally, by local legislative bodies. Tax rates of the county government and of the school system are within the jurisdiction of the Budget Commission which approves the budgets and then sets a millage to cover the costs of their operations. Tax rates of municipal governments are set by city and town councils, but if municipal cigarette taxes are levied the municipal governing body may be limited as to the amount of millage which it can fix. This is true because the Revenue Act of 1949 geared local cigarette taxation to a reduction in the property tax.

Under Florida law, assessments are made at both the county and municipal level; but a municipality may use county assessments if it so desires. Assessments are required by law to be on the basis of 100 per cent of true market value; but in practice this is seldom done. The confusion and inequity which exists in assessment administration in Dade County was explained in Appendix III. The Constitutional homestead exemption was noted above. Although the homestead exemption has the desirable social objective of encouraging home ownership, it cuts deeply into the tax base of local governments, and it also places an unequal tax burden upon non-exempt property.

Details regarding property taxation in Dade County are presented in Table A-6. This table includes all property taxes levied in the county including those for the support of the Central and Southern Florida Flood Control District and of the local Little River Drainage District. The distribution of gross and taxable county assessments to the several jurisdictions (columns 1 and 2) was made, basically, from reports of the county tax assessor, but an approximate additional amount was added for railroad and telegraph assessments. These assessments are determined by the state and are reported to the county by school districts rather than by municipality.

The county and district millages shown in column 3 are an average of those actually applied in each of the several jurisdictions. There are 10 school districts in Dade County. Because of debt service requirements, millages vary between these districts. Since some municipalities are in more than one school district, the millages shown are only approximate. Of the total tax rates shown, approximately 17.5 mills are for the operation of the school system. The rates also include a one mill levy for the support of the Central and Southern Florida Flood Control District and, where applicable, an additional mill for the Little River Drainage District.

The county and district tax levy (column 4) is a straight extension of the taxable assessment and the millage (columns 2 x 3). Because the assessments and millages shown are only approximate, the same is true of the county tax levy. Column 5 of this table shows the percentage

[1] Property tax revenues for the Board of Public Instruction, as shown in Table A-5, are for the tax year 1952.

TABLE

ESTIMATED PROPERTY ASSESSMENTS, TAX RATES, AND WITH PER CENT OF TOTAL LEVY

Tax Year

Jurisdiction	(1) Gross County Assessment[a] (1000's)	(2) Taxable County Assessment (1000's)	(3) County and District Millage (per 1000)	(4) County and District Tax Levy[b] (1000's)	(5) Per Cent of Total County and District Tax Levy	(6) County and District Per Capita Tax Levy
Miami	$ 536,571	$ 373,150	$31.00	$11,568	34.5	$ 42.07
Coral Gables	85,132	62,910	30.30	1,906	5.7	73.31
Hialeah	52,821	26,570	30.30	805	2.4	24.03
Miami Beach	326,764	304,651	30.00	9,140	27.2	182.80
North Miami	42,103	19,378	30.20	585	1.7	29.25
Homestead	8,655	5,895	30.00	177	0.5	30.82
Miami Shores	30,274	20,468	30.20	618	1.8	95.08
Miami Springs	19,011	9,698	31.00	301	0.9	30.10
North Miami Beach	13,692	8,725	30.20	263	0.8	37.57
Opa-locka	7,140	3,623	30.20	109	0.3	13.63
South Miami	11,477	6,648	30.00	199	0.6	33.17
West Miami	9,739	3,757	31.00	116	0.3	23.20
Bal Harbour	11,067	10,824	30.00	325	1.0	342.11
Bay Harbor Island	7,359	6,829	30.00	205	0.6	146.43
Biscayne Park	7,574	4,176	30.20	126	0.4	50.40
El Portal	4,718	2,644	30.20	80	0.2	50.00
Florida City	1,606	1,171	30.00	35	0.1	19.44
Golden Beach	4,397	4,197	30.00	126	0.4	630.00
Hialeah Gardens	[d]	—	—	—	—	—
Indian Creek Village	1,638	1,618	30.00	49	0.1	980.00
Medley	72	70	30.40	2	0.1	11.43
North Bay Village	7,999	7,160	30.00	215	0.6	215.00
Pennsuco	[d]	—	—	—	—	—
Surfside	23,805	21,217	30.00	637	1.9	212.33
Sweetwater	[d]	—	—	—	—	—
Virginia Gardens	1,650	540	31.00	17	0.1	14.16
Unincorporated Area	304,536	195,690	30.50	5,969	17.8	32.62
TOTAL COUNTY	$1,519,800	$1,101,609	$ —	$33,573	100.0	$ 51.66

Source: County and Municipal Tax Assessors.

[a] Includes personal property assessments and approximate distribution of railroad and telegraph assessments by school districts to the several jurisdictions.

which the levy in each jurisdiction bears to the total levy for county, school, and district purposes. The City of Miami with 42 per cent of the county population receives 34.5 per cent of the levy, and cities in the 20,000 to 50,000 population group, with 20 per cent of the county population, bear 37 per cent of the property tax burden. Towns below 10,000 population with 12.3 per cent of the population are assigned 10.4 per cent of the total levy. The unincorporated area of the county contains approximately 25 per cent of the population but bears only 17.8 per cent of the property tax burden for county, school, and district purposes.

On a per capita basis (column 6) the first five highest ranking contributors to the county and district property taxes are in the smallest municipal population group. They are: Indian Creek Village, $980; Golden Beach, $630; North Bay Village, $215; and Surfside, $212. Miami Beach ranks sixth with a per capita contribution of $182. The per capita tax in the unincorporated area is approximately $32.62.

Gross and taxable municipal assess-

A-6

TAX LEVIES BY JURISDICTION,
AND PER CAPITA TAX BY JURISDICTION

1953

(7) *Gross Municipal Assessment (1000's)*	(8) *Taxable Municipal Assessment (1000's)*	(9) *Municipal Millage (per 1000)*	(10) *Municipal Tax Levy*[b] *(1000's)*	(11) *Total County District and Municipal Tax Levy (1000's)*	(12) *Per Cent of Total County District and Municipal Tax Levy*	(13) *County, District and Municipal Per Capita Tax Levy*
$ 609,623	$440,217	$22.76	$10,019	$21,587	41.8	$ 78.50
80,871	58,581	18.10	1,060	2,966	5.7	114.08
64,061	22,593	15.00	339	1,144	2.2	34.15
345,945	298,722	16.00	4,780	13,920	27.0	278.84
42,500	26,500	17.00	451	1,036	2.0	51.80
10,555	7,934	13.60	108	285	0.6	49.63
37,376	25,079	9.75	245	863	1.7	132.77
30,138	18,559	8.00	148	449	0.9	44.90
12,446	7,522	15.00	113	376	0.7	53.71
11,112	6,302	10.50	66	175	0.3	21.88
8,294	3,390	10.00	34	233	0.5	38.83
9,683	3,909	5.90	23	139	0.3	27.80
9,570	9,507	10.00	95	420	0.8	442.11
5,859	5,639	16.20	91	296	0.6	211.43
7,683	4,043	13.00	53	179	0.3	71.60
5,734	3,472	2.30	8	88	0.2	55.00
2,236	1,571	15.00	24	59	0.1	32.78
1,728	1,728[c]	30.00	52	178	0.3	890.00
[e]	—	—	—	—	—	—
—	1,400	18.69	26	75	0.1	1,500.00
—	147	15.00	2	4	0.1	22.98
6,777	5,904	10.00	59	274	0.5	274.00
[e]	—	—	—	—	—	—
26,351	23,482	9.10	214	851	1.6	283.67
[e]	—	—	—	—	—	—
[e]	—	—	—	17	0.1	14.17
—	—	—	—	5,969	11.6	32.62
$1,328,542	$976,201	—	$18,010	$51,583	100.0	$ 79.36

[b] Straight extension of taxable assessment x millage.
[c] Homestead exemption ignored.
[d] County tax assessor includes in unincorporated area.
[e] No municipal property tax.

ments as shown in columns 7 and 8 were secured from municipal tax assessors. The municipal millages shown in column 9 are only approximate averages of those actually applied. Municipalities are permitted to tax for the repayment of debts incurred prior to 1935 (the year of the Homestead Amendment) on gross rather than on net assessments, and the effect of this on average millage rates could not always be determined from municipal records. The municipal tax levy (column 10) is a straight extension of municipal millages times taxable municipal assessments. These amounts were added to the county and district levy to secure the combined levy for county, district, and municipal purposes. As shown in column 11, the total property tax levy in Dade County by all governments (county, Board of Public Instruction, districts, and municipalities) was some $51.5 million. Adjustments, cancellations, and uncollected taxes are not reflected in this total. The percentage which the levy in each jurisdiction for county, district, and municipal purposes bears to the total property tax levy is shown in column 12. The per

capita property tax in each jurisdiction for all purposes is shown in column 13. The City of Miami is subject to 41.8 per cent of the total levy. Cities in the population group 20,000 to 50,000 bear 36.9 per cent of the burden; and towns with less than 10,000 population bear 9.7 per cent of the total property tax. The unincorporated area in this comparison, because it is subject to no municipal levy, drops to 11.6 per cent of the total.

State Collected and Locally Shared Taxes and Grants

As shown in Table A-5, the total revenue derived by all governments from state collected and locally shared taxes and grants amounted to over $12 million. This represents 11.3 per cent of total revenues. In the case of municipalities, the figures presented represent cigarette tax monies. Cigarette taxes, up to five cents per standard pack, are levied by municipalities but are collected by the State Beverage Department. This agency retains 2.5 per cent of tax proceeds to pay administrative costs and returns the remainder to the municipalities. Cigarette taxes amounted to $3.5 million, or 8.7 per cent of total municipal revenues.

The $799 thousand in county revenues shown in this column consist of gasoline taxes rebated by the state, plus state and federal grants for airport and hospital improvements and for mosquito control.

State collected and locally shared taxes and grants constituted only 3 per cent of total county revenue; but the school system received over $7 million from sources outside the county and this amounted to 21.5 per cent of its total revenues. Included in this category for the school system were funds derived from the state under the minimum foundation program, and federal money for adult vocational education, school lunch, and veterans education programs.

Occupational Licenses

Practically every municipality and the county government requires a license to conduct a business or to practice a trade within its jurisdiction. Occupational license fees amounted to $2.7 million, or 6.6 per cent of municipal revenues, and $538 thousand, or 2 per cent of county receipts.

Fines and Forfeitures

Funds collected for the violation of laws, and in connection with court action, amounted to $1.1 million, or 2.7 per cent of municipal revenues, and $206 thousand, or 0.8 per cent of revenues of the county government.

Utility Taxes and Operations

Utility taxes and operating revenues, as shown in Table A-5, include franchise taxes, taxes on utility services, and funds derived from the operation of utilities. Utility operating revenues of municipalities were derived principally from water sales and services. Utility taxes and operations yielded $10.6 million, or 26 per cent of total municipal revenues. The county government does not share in this revenue source.

Other Revenues

Included in this category are various miscellaneous receipts and service charges of the several governmental units. In the case of municipalities, service charges for garbage and trash collections have been included here, as well as fees for building and related inspections, building permit fees, revenues from municipal enterprises such as auditoriums and docks, parking meter collections, and returns from investments, sales of property, and from

TABLE A-7

CONSOLIDATED SUMMARY OF EXPENDITURES BY FUNCTION
MUNICIPAL GOVERNMENTS, DADE COUNTY, AND BOARD OF PUBLIC INSTRUCTION
FISCAL YEAR 1952–1953

(In Thousands of Dollars)

Jurisdiction	*Public Works and Utilities*	*Health and Hospitals*	*Welfare*	*Law Enforcement*	*Fire Services*	*Libraries*	*Recreation*	*Education*	*Other*[a]	*Total Expenditures*
Miami	$ 8,695	$ 14	$ —	$3,451	$2,194	$683	$1,791	$ —	$ 5,881	$ 22,709
Coral Gables	1,036	—	—	252	153	25	166	—	1,008	2,640
Hialeah	738	—	5	209	118	—	11	—	200	1,281
Miami Beach	2,753	1	79	1,231	435	76	345	—	2,212	7,132
North Miami	366	—	—	107	44	7	27	—	289	840
Homestead	355	—	—	58	26	5	11	—	187	642
Miami Shores	171	—	—	88	16	24	13	—	101	413
Miami Springs	248	—	—	51	31	1	15	—	160	506
North Miami Beach	77	—	—	57	13	—	—	—	72	219
Opa-locka	118	—	—	62	10	—	6	—	95	291
South Miami	92	—	—	47	19	—	—	—	64	222
West Miami	79	—	—	28	17	—	—	—	61	185
Bal Harbour	91	—	—	15	15	—	—	—	88	209
Bay Harbor Islands	63	—	—	14	—	—	—	—	44	121
Biscayne Park	38	—	—	12	4	—	—	—	34	88
El Portal	18	—	—	24	—	—	—	—	10	52
Florida City	23	—	—	6	3	—	3	—	27	62
Golden Beach[b]	—	—	—	—	—	—	—	—	—	—
Hialeah Gardens	—	—	—	—	—	—	—	—	1	1
Indian Creek Village	4	—	—	13	—	—	—	—	8	25
Medley	—	—	—	2	—	—	—	—	5	7
North Bay Village	41	—	—	25	8	—	—	—	30	104
Pennsuco	—	—	—	—	—	—	—	—	1	1
Surfside	10	—	—	67	—	—	—	—	220	297
Sweetwater	3	—	—	7	1	—	—	—	6	17
Virginia Gardens	—	—	—	—	—	—	—	—	—	—
TOTAL MUNICIPALITY EXPENDITURES	15,019 (39.5%)	15 (0.0%)	84 (0.2%)	5,826 (15.3%)	3,107 (8.2%)	821 (2.1%)	2,388 (6.3%)	—	10,804 (28.4%)	38,064 (100.0%)
County Government Expenditures	9,397 (36.8%)	6,721 (26.3%)	1,603 (6.3%)	1,726 (6.8%)	98 (0.4%)	—	—	—	6,020 (23.4%)	25,565 (100.0%)
Board of Public Instruction Expenditures	—	—	—	—	—	—	—	36,249	—	36,249
	—	—	—	—	—	—	—	(100.0%)	—	(100.0%)
TOTAL EXPENDITURES FOR ALL JURISDICTIONS	$24,416 (24.4%)	$6,736 (6.7%)	$1,687 (1.7%)	$7,552 (7.6%)	3,205 (3.2%)	821 (0.8%)	2,388 (2.4%)	36,249 (36.3%)	16,824 (16.9%)	99,878 (100.0%)

Sources: Financial statements and questionnaires returned by respective jurisdictions.
[a] Includes general government, capital outlays, and miscellaneous expenditures.
[b] Statement of expenditures not available.

leases and rentals. These miscellaneous sources yielded $6.2 million, or 15.3 per cent of total municipal revenues.

The county received $12.3 million, or 46.9 per cent of its revenues from this miscellaneous source which included hospital service charges, park concession and operating receipts, and receipts from Port Authority operations.

Other revenues of the school system included tuition fees, racing commission funds, and returns from investments. Combined, these sources yielded $12 million, or 33.5 per cent of school revenues.

Local Expenditures

Expenditures of all local governmental jurisdictions in Dade County during 1952–53 are presented in Table A-7. Total expenditures amounted to $99.8 million and were divided $38.1 million expended by municipalities, $25.5 million by the county government, and $36.2 million by the Board of Public Instruction. In Table A-7, expenditures have been distributed between major functional classifications as follows: public works and utilities; health and hospitals; welfare; law enforcement; fire services; libraries; recreation; education; and other expenditures. Expenditures under these classifications are explained below.

Public Works and Utilities

Included in this category are expenditures for road and bridge maintenance, building maintenance, refuse collection and disposal, building inspection, water and sewer system operation, and park, parkway, and related activity costs. This functional category represents the largest expense of local government. For all jurisdictions it amounted to $24.4 million or 24.4 per cent of total expenditures. Municipalities spent about $15 million (39.5 per cent), and the county government spent over $9 million (36.8 per cent) under this classification.

Health and Hospitals, and Welfare

Expenditures for these purposes are made almost exclusively by the county government. It spent $6.7 million (26.3 per cent) of its total budget for health and hospital operations; and $1.6 million (6.3 per cent) for welfare activities. Of the municipalities only Miami, Miami Beach, and Hialeah expended funds for health, hospital, or welfare purposes, and except for the welfare program on Miami Beach, such expenditures were quite small.

Law Enforcement

Law enforcement constitutes a considerable expense to governments in Dade County. Expenditures for this function were approximately $7.5 million, or 7.6 per cent of total government expense. Municipalities spent considerably more than the county. Law enforcement expense to the municipalities was $5.8 million (15.3 per cent of their total expenses), but the county spent only $1.7 million (6.8 per cent of its total expenditures).

Fire Services

Fire services are also a significant municipal expense but are a negligible item for the county. Municipalities spent $3.1 million for this function, while the county spent only $98 thousand. These expenditures represented 8.2 per cent and 0.4 per cent, respectively, of total municipal and county expenditures.

Libraries and Recreation

These two categories of expense are exclusively a municipal expenditure item. Cities spent $821 thousand for libraries and $2.3 million for organized recreation.

In both instances the major expenditures were made by the City of Miami.

Education

Included in this category are the total expenditures of the Board of Public Instruction which amounted to $36.2 million.

Other Expenditures

Included under this category is a wide variety of operational costs such as general government administration, publicity, investment purchases, court expenses, and elections administrative costs. Capital outlays and debt service expenses are also reported under this heading. The total included in this category amounted to $16.8 million for all governments, or 16.9 per cent of total expenditures. Other expenditures of municipalities constituted $10.8 million and of the county government $6 million. These amounts represented 28.4 per cent and 23.4 per cent, respectively, of total municipal and county government expenditures.

Local Debt

Some municipalities are restricted by their charters as to the amount of general obligation bonded debt which they may incur. Such restrictions are usually phrased in terms of a percentage of their total assessed valuation. There is no legal debt limitation upon the county government. Under a constitutional provision, however, neither municipal nor county governments may issue general obligation bonds until they are approved by a majority of the votes cast in an election in which a majority of the freeholders, who are qualified electors, participate. By this provision a freeholder who stays away from the polls during a bond election is in effect casting a vote against the issue. Since freeholders in critical numbers do stay away from the polls, the constitutional provision has constituted an effective curb on local general obligation borrowing. It has also greatly impeded the financing of public improvements. Additionally, by practically forcing governments to resort to more expensive financing methods, such as revenue bond sales, the constitutional provision has appreciably increased capital improvement costs.

In this connection, it is interesting that at least one municipality in Florida (Sarasota) has a charter provision which seems to render harmless the above mentioned constitutional requirement. The pertinent charter provision in Sarasota reads as follows: "The words 'freeholders who are qualified electors residing in said city' shall include only those who are qualified electors under state law who have resided in the City of Sarasota for six months next preceding such election and who have duly registered for said election in special registration book provided for each said election." This procedure was used effectively by Sarasota for a hospital bond issue in May 1953.

Long term bonded debt of county and municipal governments are shown in Table A-8. No consideration has been given in this table to revenue bonds. In addition to the total bonded debt of each jurisdiction, the table includes the maturity date of the last issue, ratio of debt to assessed valuation, and per capita debt. Of the eight municipalities which have no bonded debt, none is above 10,000 population. The highest per capita debt is in Coral Gables ($353), and Miami Beach is second ($254). The highest ratio of debt to assessed valuation is in Homestead (12.1 per cent). Miami's recent $16 million bond issue for a sewage disposal system gives it the latest maturity date of 1993.

TABLE A-8

MUNICIPAL AND COUNTY LONG-TERM BONDED DEBT

1953

Jurisdiction	*Bonded Debt*	*Last Maturity Date*	*Ratio of Debt to Taxable Assessed Valuation (Per Cent)*	*Per Capita Debt*
Miami	$35,684,000	1993	8.1	$129.76
Coral Gables	9,203,207	1979	1.6	353.97
Hialeah	434,000	1969	1.9	12.23
Miami Beach	12,733,000	1971	4.3	254.66
North Miami	302,585	1976	1.1	15.13
Homestead	960,577	1975	12.1	167.26
Miami Shores	340,000	1965	1.4	52.31
Miami Springs	505,000	1966	2.7	50.50
North Miami Beach	505,180	1969	6.7	72.17
Opa-locka	None	—	—	—
South Miami	None	—	—	—
West Miami	86,000	1974	2.2	17.20
Bal Harbour	None	—	—	—
Bay Harbor Islands	None	—	—	—
Biscayne Park	None	—	—	—
El Portal	7,900	1971	2.3	4.94
Florida City	73,000	1971	4.6	4.06
Golden Beach[a]	—	—	—	—
Hialeah Gardens	None	—	—	—
Indian Creek Village	None	—	—	—
Medley[a]	—	—	—	—
North Bay Village	184,000	1973	3.1	184.00
Pennsuco	None	—	—	—
Surfside	594.000	1974	2.5	198.00
Sweetwater[a]	—	—	—	—
Virginia Gardens[a]	—	—	—	—
County Government	10,952,000	1974	1.1	16.85
Board of Public Instruction	17,691,000	1971	1.6	27.22
TOTAL	$90,255,449	—	—	$ —

Source: Financial statements and questionnaires returned by respective jurisdictions.

[a] No statement of debt available.

APPENDIX V

Public Works and Utilities

There is discussed in this chapter a broad group of functions which have as their common denominator the application of engineering knowledge and skill for their proper execution. Collectively, these functions are characterized as public works and utility services, and separately and collectively they pose some of the more complex problems of government. Their importance is increasingly significant in a rapidly expanding environment, and their orderly conduct and workable arrangement become especially difficult in an urban area which includes a number of separate governments.

Every one of the twenty-seven governmental jurisdictions in Dade County renders some form of public works or utility service, and many provide several such services. Most frequently the governments are concerned with street maintenance, but practically the entire range of public works and utility activities is represented in Dade County as a governmental function. That the level of public works and utility services is not uniform in all jurisdictions is readily apparent. When such services have a purely local significance—as in the case of local street maintenance—lack of uniformity, and even poor standards of performance, are of little general concern. When these services, however, vitally affect the health and economy of the whole metropolitan community, as in the case of sewage disposal, and when they are inadequately provided, then the whole community suffers.

There are several public works and utility operations, other than sewage disposal, which are of regional significance. The more notable are drainage and flood control, water supply, building and zoning regulation, urban renovation, arterial street and highway development and maintenance, and transportation. One of the more pressing problems in the Miami metropolitan area is the need to assure a comprehensive coverage of these services at high standards. It will be apparent from the following discussion that such standards and breadth of coverage are not now being achieved.

Streets, Highways, and Bridges

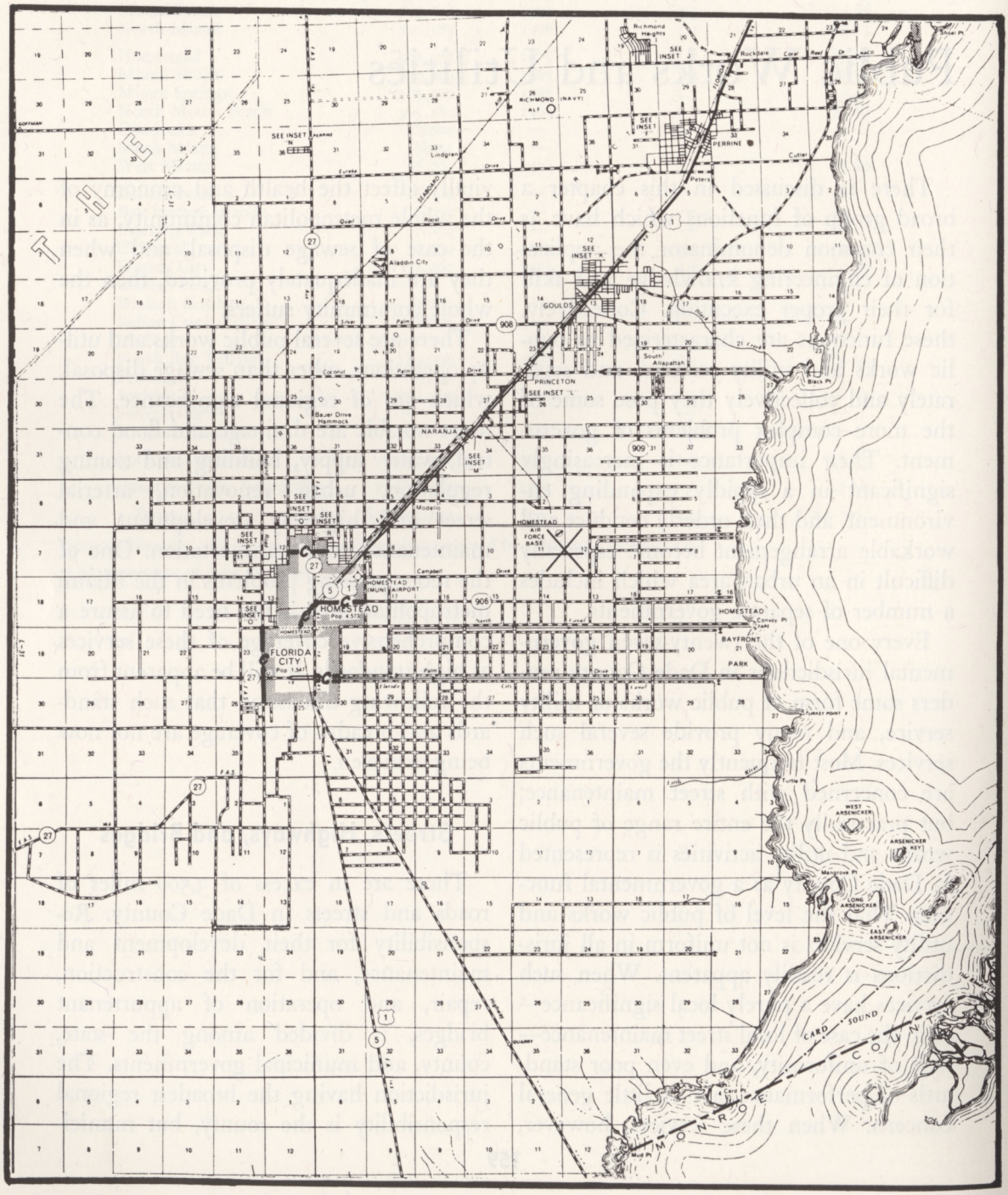
There are in excess of 3,500 miles of roads and streets in Dade County. Responsibility for their development and maintenance, and for the construction, repair, and operation of appurtenant bridges, is divided among the state, county, and municipal governments. The jurisdiction having the broadest regional responsibility is the county, but munici-

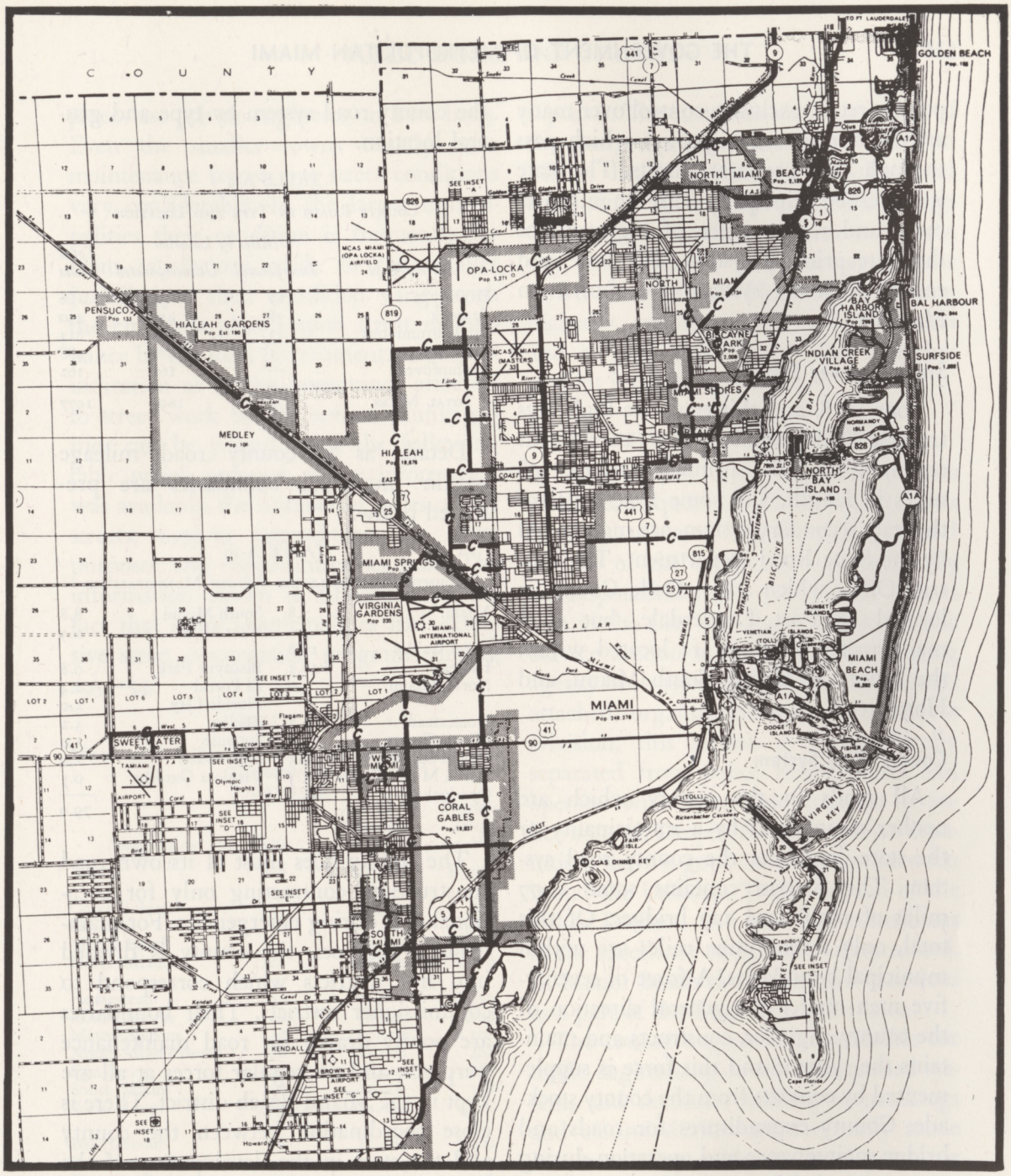
MAP A-1
STATE AND COUNTY HIGHWAY SYSTEMS
GENERAL HIGHWAY MAP
DADE COUNTY
FLORIDA

PREPARED BY THE
FLORIDA STATE ROAD DEPARTMENT
TRAFFIC AND PLANNING DIVISION
IN COOPERATION WITH THE
U. S. DEPARTMENT OF COMMERCE
BUREAU OF PUBLIC ROADS

SCALE

MARCH, 1952





GENERAL LEGEND

- DIVIDED HIGHWAY
- PAVED ROAD—HIGH TYPE
- BITUMINOUS ROAD—MEDIUM AND LOW TYPE
- GRAVEL AND STONE ROAD
- SOIL SURFACED ROAD
- GRADED AND DRAINED ROAD
- UNIMPROVED ROAD
- PRIMITIVE ROAD
- IMPASSABLE ROAD
- PRIVATE ROAD
- FA — FEDERAL AID HIGHWAY
- FAS — FEDERAL AID SECONDARY HIGHWAY
- DISTANCE BETWEEN POINTS
- 1 — U. S. NUMBERED HIGHWAY
- (77) — STATE HIGHWAY

- RAILROAD
- DOUBLE TRACK RAILROAD
- RAILROAD STATION
- GRADE CROSSING
- AIRPORT RUNWAYS
- MILITARY FIELD
- AIRPORT, COMPLETE FACILITIES
- AIRFIELD, LIMITED FACILITIES
- LANDING AREA
- SEAPLANE BASE, MILITARY
- SEAPLANE BASE, CIVIL
- WIDE STREAM
- NARROW STREAM
- POND OR LAKE
- LEVEE
- LEVEE WITH ROAD
- CANAL
- INTRACOASTAL WATERWAY
- HIGHWAY BRIDGE
- DRAWBRIDGE
- COUNTY BOUNDARY LINE

- CIVIL TOWNSHIP BOUNDARY
- SECTION LINE — U. S. GENERAL LAND OFFICE
- SECTION LINE — STATE OF FLORIDA
- SECTION LINE — SURVEYS BY OTHERS
- CORPORATE LINE
- DELIMITED URBAN COMPACT AREA
- FEDERAL PARK BOUNDARY
- STATE PARK BOUNDARY
- COUNTY SEAT
- OTHER CITY OR VILLAGE
- SALINITY CONTROL GATE
- LOCKED GATE OR FENCE
- TRIANGULATION STATION
- EXTENSION OF ROAD WITHIN CORPORATE LIMITS
- U. S. PLANT INTRODUCTION GARDEN
- FIRE TOWER
- FOREST RANGER STATION

— C — COUNTY MAINTAINED ROADS THROUGH MUNICIPALITIES

palities retain exclusive control over many arterial streets and highways which pass through their corporate limits. The state is concerned principally with the improvement and maintenance of highways of the state primary system. The state and county highway systems are shown on Map A-1.

State Highway System

Four U. S. and thirteen state highways traverse Dade County and its component communities. The primary system, 208 miles in length, and some nine miles of the state secondary system, are maintained by the State Road Department. The District Office which serves Dade County is located at Fort Lauderdale, but state maintenance facilities are located within the county at Miami, South Miami, and Homestead.

County Road System

All roads in the county which are neither maintained by a municipality or the state constitute the county road system. This system contains some 1,977 miles of roads and 127 bridges. Of this total, only seventy-nine miles are within municipal boundaries. A force of seventy-five men, under the general direction of the county engineer, constructs and maintains the system; and this force is supplemented by convicts from the county stockade. County expenditures for roads and bridge maintenance and operation during 1953–54 totaled $747,370. These funds are derived from highway user taxes rebated to the county by the state. An additional $168,743, derived from ad valorem taxes, was spent for road equipment maintenance and operation. Total expenditures on the county road system in 1953–54 were, therefore, $916,113, for an average of $463 per mile.

The following tabulation summarizes the county road system by type and general location.

TABLE A-9

COUNTY ROADS BY TYPE AND LOCATION

Surface Type	*Miles by Location*		*Total Miles*
	Incorporated	*Unincorporated*	
High type	27	39	66
Pearock	38	412	450
Sand Bituminous	13	798	811
Limerock	1	487	488
Unimproved	—	162	162
TOTAL MILES	79	1898	1977

Details as to county road mileage within municipal boundaries are presented below.

TABLE A-10

COUNTY ROAD MILEAGES WITHIN MUNICIPALITIES

Miami	7.8	South Miami	8.8
		West Miami	2.5
Coral Gables	16.8		
Hialeah	10.5	Biscayne Park	0.8
North Miami	3.0	El Portal	2.4
		Florida City	2.0
Homestead	3.3	Medley	5.2
Miami Shores	3.5	Surfside	1.0
Miami Springs	4.3	Sweetwater	2.0
North Miami Beach	2.3	Virginia Gardens	0.5
Opa-locka	2.3		79.0

The county does most of its own road construction, contracting only for occasional jobs during emergencies. For maintenance purposes, the county is divided into five districts which correspond to commissioner districts. Their boundaries are poorly drawn for road maintenance purposes, and no regular forces at all are kept in the Miami Beach district. There is close coordination between the county and the state in the development of the road program and the county acquires right-of-way for state projects.

City Streets

The municipal street network varies in amount from 700 miles in Miami to almost none in some of the smaller towns. Most municipal street construction is done by contract. The largest cities do their own engineering, but the smaller

places use private engineers on a fee basis. Even the smaller towns usually have maintenance forces, but street conditions vary considerably. In the larger municipalities their condition is frequently far from satisfactory while in the smaller jurisdictions their condition varies with the emphasis placed upon street maintenance by the local government. A general indication as to the importance attached to street work by the several municipalities can be gained from the following table which presents, where information was available, the number of miles of city streets, 1953–54 expenditures for street purposes, and expenditures per mile. The information shown is influenced by the fact that some municipalities had extensive street construction programs during 1953–54.

TABLE A-11

MILES OF CITY STREETS, AND ANNUAL AND PER MILE EXPENDITURES, 1953–1954

Municipality	*Miles*	*Annual Expenditures**	*Expenditures Per Mile*
Miami	700	$1,055,000	$1,507
Coral Gables	213	202,000	948
Hialeah	150	280,000	1,866
Miami Beach	135	489,000	3,622
North Miami	100	207,000	2,070
Homestead	40	30,000	750
Miami Shores	48	53,000	1,104
Miami Springs	40	60,000	1,500
North Miami Beach	86	42,000	488
Opa-locka	30	26,000	867
South Miami	110	13,000	118
West Miami	21	54,000	2,571
Bal Harbour	5	27,000	5,400
Bay Harbor Islands	5	44,000	8,800
Biscayne Park	17	2,000	118
El Portal	5	12,000	2,400
Florida City	17	3,000	176

* Figures rounded to the nearest thousand.

Street Lighting

Street lights are generally owned and maintained by the Florida Power and Light Company and are installed under agreements negotiated with the respective jurisdictions. There are some notable exceptions. The standards and luminaries of the comprehensive white-way system on Miami Beach are installed, owned and maintained by that city. In Miami Springs all lights are installed and serviced by the city, but current is furnished by the Power Company. In Homestead, the municipally owned electric utility installs and services street lights and furnishes current for their operation.

Traffic Engineering and Control Devices

There are few traffic engineering units of any consequence in Dade County. This function, when it is performed at a level worthy of the designation, is ordinarily the responsibility of a police unit. This is true in the City of Miami, and its Traffic Service Section is clearly the outstanding agency of its type in the county. Although attached organizationally to the Police Division, this section is geographically separated from police headquarters and operates with some independence of police control. Despite its geographical separation, there is good coordination between it and the Uniform Traffic Section of the Police Division and this fact contributes to the excellence of Miami's safety record. In Miami Beach the traffic unit functions as a part of the Engineering Division.

The county engineer is responsible for traffic engineering on the county road system, and decisions relating to markings and control devices are ordinarily made in consultation with the road patrol or county police.

Traffic signs and markings in municipalities are ordinarily installed by the traffic units or by street maintenance forces; but in the case of state highways within municipal boundaries, the state usually provides center stripes and a minimum of signs and permits the municipalities to add such other signs and markings as they deem necessary. There is con-

siderable variety in the signs and markings among the various jurisdictions, as well as in the engineering treatment of major intersections. This is attributable to the general inadequacy with which the traffic engineering function is performed, diffused responsibility for this function, and the lack of coordinative authority.

Flood Control and Surface Drainage

Because of the general flatness and lowness of the land, and because of torrential downpours during a few months of the year, flooding in Dade County is a serious problem. The Glade land is naturally swampy, and even some of the higher pine and palmetto land tends to swales. Glade land, unless it is filled, can never be fully protected from floods. The higher lands are safe under natural conditions for the porosity of their soils permits storm waters to seep quickly away. But as more and more land in the county is covered with buildings and pavement, available areas for natural seepage are reduced and flooding, even on high land, becomes more of a hazard.

Some significant steps have been taken by state, district, and county governments to protect against major catastrophies and to reduce the incidence of floods. Municipal drainage efforts have been much less significant and few local areas have really faced up to the problem with which they are now beset.

Regional Activity

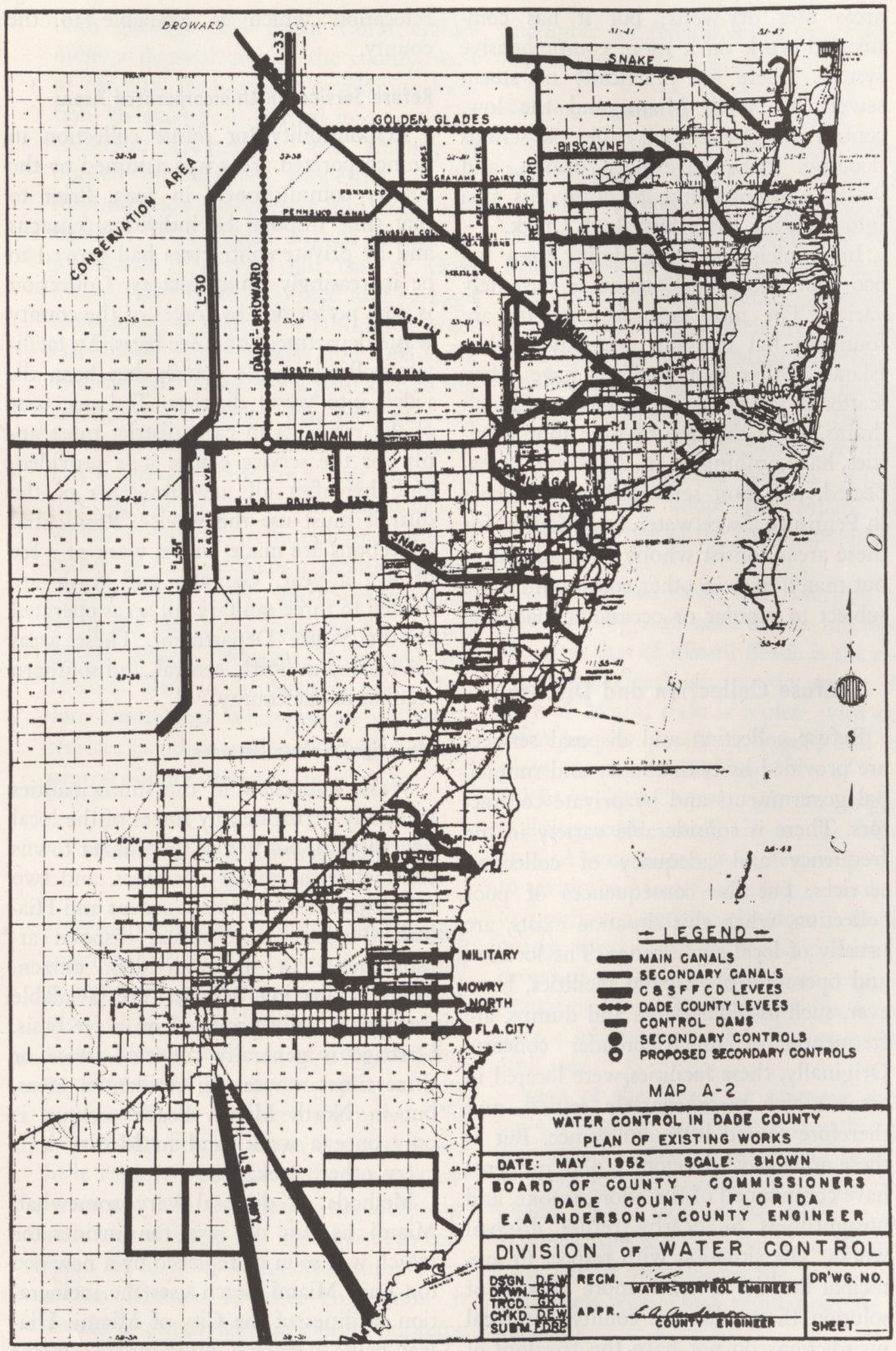
The federal government, through the corps of engineers, is planning and building major levees, canals, and related structures in central and southern Florida, including Dade County. The corps will operate and maintain major works when they are completed. The Central and Southern Florida Flood Control District, which includes much of Dade and fifteen other counties, acquires and furnishes necessary land, except for water conservation areas, and will maintain and operate those completed works which are not the responsibility of the corps of engineers.

Secondary works and facilities within the county are the responsibility of a separate water conservation district. The purposes of this district are carried out by the water control division of the county engineer's department. Some fifty miles of levees and 400 miles of canals are under the jurisdiction of this division. The works which it constructs and maintains are intended to supplement the major works constructed by the corps of engineers. It also functions in cooperation with the County Planning, Zoning, and Building Department in controlling residential development in areas subject to flooding. Gradual coordination is being effected between the county program and that of the Central and Southern Florida Flood Control District. Major and secondary flood control works in Dade County are shown on Map A-2.

There are several local drainage districts in Dade County which still have legal status, but only one, the Little River Valley Drainage District, is active. Local drainage is principally the responsibility of municipalities.

Municipal Storm Water Systems

Surface drainage facilities of municipalities are rather meagre. Miami has forty-two miles of storm drains, principally for the downtown area, and resorts to French drains in places subject to serious flooding. Miami Beach has a storm sewer system for most of the city but it needs enlargement in some places. Hialeah resorts principally to French drains. Coral Gables has an old storm drainage system for parts of its business district and in other


BROWARD COUNTY
L-33
SNAKE
GOLDEN GLADES
BISCAYNE
CONSERVATION AREA
L-30
DADE-BROWARD
PENNSUCO CANAL
NORTH LINE CANAL
TAMIAMI
SNAPPER CREEK CANAL
L-31E
MIAMI
MILITARY
MOWRY
NORTH
FLA. CITY
U.S. HWY. 1
LEGEND
MAIN CANALS
SECONDARY CANALS
C & S F F C D LEVEES
DADE COUNTY LEVEES
CONTROL DAMS
SECONDARY CONTROLS
PROPOSED SECONDARY CONTROLS
MAP A-2
WATER CONTROL IN DADE COUNTY
PLAN OF EXISTING WORKS
DATE: MAY, 1952 SCALE: SHOWN
BOARD OF COUNTY COMMISSIONERS
DADE COUNTY, FLORIDA
E. A. ANDERSON -- COUNTY ENGINEER
DIVISION OF WATER CONTROL
DS'GN. D.E.W.
DR'WN. G.K.T.
TR'CD. G.K.T.
CH'KD. D.E.W.
SUB'M. F.D.R.P.
RECM. WATER CONTROL ENGINEER
APPR. COUNTY ENGINEER
DR'WG. NO.
SHEET

areas uses dry-wells; but it has commenced work on a more comprehensive system. There are practically no storm sewers in North Miami and the low, central area of the city is subject to serious flooding. Plans have been drawn, and work is commencing, to drain this area into Biscayne River and Arch Creek.

In municipalities with fewer than 10,000 population the situation is extremely varied. The most complete systems are found in Bal Harbour and Bay Harbor Islands. Other municipalities have a few scattered storm drains, resort to French drains, or in the case of nine municipalities, have nothing at all. As would be expected, the most serious flooding occurs in Pennsuco, Sweetwater, and Medley, for these areas consist wholly of Glade land; but many areas in other communities are subject to regular or occasional flooding.

Refuse Collection and Disposal

Refuse collection and disposal services are provided by both county and municipal governments and by private contractors. There is considerable variety in the frequency and adequacy of collection services, but the consequences of poor collection, when this situation exists, are usually of local significance. The location and operation of disposal facilities, however, such as incinerators and dumps, are frequently of much broader concern. Originally, these facilities were located in areas which were sparsely settled, and therefore caused little annoyance. But as these areas have developed, new residents have complained of the odors, smoke, and unsightliness of nearby refuse disposal works. The situation with respect to municipal facilties is much more difficult of solution than with the county, for local jurisdictions do not have the freedom of relocation which is available to the county.

Refuse Services in Unincorporated Areas

Responsibility for refuse collection in unincorporated areas was assumed by the county commissioners in 1943. Prior to that time disposal by individual citizens and by private contractors had proved to be increasingly unsatisfactory. Collection is now performed by forces of the county waste department on a fee basis. To facilitate collections the county has been divided into waste districts. Ten per cent of the residents in each district must apply for the service before it is provided, and thereafter all new residents of the district must use the service. Residential collections are made once a week at a fee of $12 a year. Garbage and trash are hauled to three sanitary fill areas operated by the Waste Department. These areas are located in north, central, and southern sections of the county.

Municipal Refuse Services

Waste collection in the municipalities is usually performed by forces of the local government, but five of the smaller towns contract with private operators, and two municipalities, Virginia Gardens and Hialeah Gardens, leave refuse disposal arrangements to the individual citizen. When collection services are available they are usually provided on a fee basis. Garbage is generally collected twice or three times a week in residential areas, but in North Miami Beach pick-up is only once a week, and in Medley it is every other week.

Methods of disposal vary somewhat. Miami has an old 350 ton incinerator which will soon be replaced by a new 900 ton unit. Miami Beach uses the incineration facilities of the City of Miami. Hialeah hauls to its own dump where it burns

both garbage and trash. Coral Gables owns a disposal area in the county, west of the city, in a rapidly developing location. Its garbage is burned in an old and inefficient incinerator, and rubbish is burned on adjacent properties of the disposal tract. Sweetwater also uses these facilities. The North Miami dump adjoins and is located just east of Opa-locka. Trash there is burned and garbage is disposed of through a land-filled process. North Miami Beach and Opa-locka also use this dump. As a palliative to the citizens of Opa-locka, who have objected to the location of the dump, this community is charged only $25 a year for use of this disposal facility. North Miami Beach, which is distantly removed from the location, is charged $140 a month. Homestead, Florida City, and Surfside each owns and operates a dump in the county. Miami Shores, Biscayne Park, and Bal Harbour haul to the Surfside dump. Private contractors who provide collection services in other small towns, haul to the nearest county dump.

Building and Zoning Control and Urban Renovation

Responsibility for building and zoning regulation is divided between the county government and the several municipalities. Only a semblance of uniformity exists among them as regards building standards, and no common plan of zoning control has ever been attempted. The related function of urban renovation is a little explored pursuit of the several governments, and practically the only significant activity of this kind has been confined to a few designated slum areas within Miami. In this connection it should be noted that the Florida Supreme Court has declared public agencies to be ineligible for federal funds for urban renewal purposes.

Building Regulation

Of the larger jurisdictions, Miami, Miami Beach, and Coral Gables have adopted building and related technical codes of their own. Hialeah and North Miami have adopted the Miami code by reference; and the county government has technical codes which are adaptations of those of the City of Miami. Among the smaller municipalities it is a common practice to adopt, by reference, the codes of either the City of Miami or Miami Beach. Municipalities west of Biscayne Bay generally adopt the Miami code while those east of the bay adopt the code of Miami Beach.

Of these two codes which largely control building standards in the metropolitan area, that of Miami Beach is the more recent and clearly written document. The City of Miami code is replete with cross references, is poorly arranged, and employs obscure terminology.

Efforts have been made to improve building code standards in the Miami area. A committee was created in 1948 to revise the Miami code, but it has failed to produce a satisfactory document. Recently, the League of Municipalities has proposed a joint project, with expenses shared by the several jurisdictions, to produce a building code for the greater Miami area.

Each of the larger jurisdictions maintains a regular staff to enforce, through inspections, review of plans, and issuance of permits, the provisions of the code which it uses. Most of the smaller places employ inspectors on a fee basis. There is considerable variation in the zeal and effectiveness with which regulations are applied.

Some of the larger jurisdictions have

boards to review plans for conformance with the building code or to hear appeals from decisions of the inspection staff. In Coral Gables there is also a board of architects which reviews and approves all building plans for quality of design.

Examination and Licensing of Contractors

The county, City of Miami, Miami Beach, and Coral Gables each has separate examining boards to qualify building contractors, plumbers, and electricians. The other municipalities frequently have examining boards of their own, but they give qualifying tests only upon demand. Instead, they recognize the examinations given by Miami and Miami Beach, and frequently, also those given by Coral Gables and the county.

Electricians and plumbers actually have a somewhat less complex maze to pass through than have building contractors. For electricians there is a county-wide (except for Miami Beach) master board of examiners upon which all jurisdictions of over 5,000 population have representatives. Examinations given by this board are commonly recognized throughout the county. There is also a joint board of examiners of plumbers which prepares, administers, and grades examinations for plumbers and septic tank contractors. Practically all jurisdictions accept the examinations of this board. But practically all jurisdictions issue licenses and collect fees from both plumbers and electricians regardless of whether they have a certificate of competency from a joint board.

If a building contractor, electrician, or plumber wished to practice generally throughout the county, he would have to acquire a license from the county and from twenty-three separate municipalities. For each license he would have to present a certificate from a jurisdiction whose examinations are recognized, or from the appropriate joint board, plus a certificate of insurance and a credit report. The total cost of all these licenses to the building contractor would be $1,721.75, and to the electrician and plumber, $895.15 each.

Zoning Regulations

The county and most municipalities have a zoning ordinance and supplemental maps which prescribe the type of structures and land uses which are permitted in various locations within their boundaries. Building and special zoning inspectors, when there are such, are immediately concerned with the enforcement of these regulations. Commonly, there are also zoning boards to which appeals may be made for variances from regulations or from decisions of inspectors when differences in interpretations arise. There is considerable variety in the character of zoning ordinances and in the care with which they are enforced. Tight requirements as to land and building use, minimum lot widths and set-backs, and the provision of off-street parking areas are specified in the zoning ordinances of many of the more discriminating municipalities; and such requirements are rigidly enforced by zoning boards and zoning authorities. Other communities either have less carefully drawn, or antiquated ordinances, or their zoning boards, or ultimate zoning authorities fail to enforce requirements. Additionally, there is little uniformity in zoning requirements between adjoining communities, and there is no recourse, other than good will, when one jurisdiction authorizes a low classification adjacent to a neighbor's previously developed high class residential area. The net result of this lack of coordination, lack of uniformity, and variation in standards, is a development in which the lovely clashes abruptly with the garish and sordid, and in which the citizen frequently

lives in fear lest the value of his property be destroyed overnight.

Urban Renovation

The City of Miami, operating under an ordinance passed in 1950, is conducting a slum clearance campaign administered by the City of Miami Slum Rehabilitation and Prevention Bureau. The program of the bureau is two-fold: the immediate correction of sub-standard conditions by rehabilitation or demolition; and long term inspection and enforcement of preventive maintenance. Rehabilitation is dependent upon the enforcement of local laws concerning the use and physical condition of housing units; and re-construction, after units have been condemned and destroyed, is contingent upon the willingness of owners or other private capital to undertake such work. In an eighteen months period, 1952–1954, over 400 rehabilitations were made and some 400 structures were demolished. Private investments in rehabilitation work amounted to $10 millions. These evidences of accomplishments are significant. There is, however, no coordination between this program and that of the planning agency of Miami, and physical inspection of areas involved suggests the very real possibility that old slums are being replaced by new slums.

Although no continuing rehabilitation program is present on Miami Beach, it is notable that the housing authority of that city constructed a housing project upon the site of the principal blighted area in that city.

Sanitary Sewerage and Sewage Disposal

There is no more vital function in the field of public works than the provision of sewerage services, and this is probably the most critically deficient public works service in the Miami metropolitan area. The public health consequences of inadequate sewage disposal, especially in a heavily populated area, are tremendous. The economic consequences to an area which relies heavily upon tourism for its support could be equally grave. Yet there has been no concerted direction by the county in dealing with this problem, and the recent positive accomplishments by a very few municipalities have been long in their realization.

Sewage Disposal in the Unincorporated Area

Approximately 90 per cent of the population in the county's unincorporated area is served by septic tanks. The construction inspection of these facilities is the responsibility of the plumbing section of the County Planning, Zoning, and Building Department. Inspections for the purpose of environmental sanitation control are made by the Sanitation Division of the County Health Department.

The remaining 10 per cent of the population in the unincorporated area is served by privately developed and operated sewerage systems. There are now seven systems and treatment plants serving a population of 17,031. Eventually these plants are expected to serve 46,595 people. Three additional plants are proposed which will eventually serve a population of 16,705. Plans for these facilities require approval by the State Board of Health and regular inspections are made by the County Health Department. Details respecting private sewerage developments in the unincorporated area are shown in Table A-12 on page 170.

Municipal Sewerage Systems

Only a small part of the incorporated area is served by sanitary sewers. Partial collection systems are found in Miami

TABLE A-12

SEWAGE TREATMENT PLANTS IN UNINCORPORATED AREAS

Plant Designation	*Population to be Served*		*Estimated Cost*
	Initial	*Final*	
Existing Plants:			
West Coral Way	3,500	10,500	$ 235,000
Myrtle Grove	700	4,200	193,000
Chatlos Development	1,240	1,240	60,000
Tropical Isle Homes	1,214	2,428	100,000
Leisure City	1,407	13,227	138,049
Miami Airport	8,900	13,600	250,000
Belmont Park	770	1,400	50,000
SUB-TOTAL	17,731	46,595	1,026,049
Proposed Plants:			
South Coral Homes		10,500	$ 97,855
Nassau Subdivision		5,250	158,000
Larchmont Gardens		955	50,000
SUB-TOTAL		16,705	305,855
GRAND-TOTAL	17,731	63,300	$1,331,904

and Homestead, and complete or virtually complete systems exist in Bal Harbour, Surfside, and Miami Beach. Homestead has a new treatment plant, but sewage collected in the other systems is discharged raw into Biscayne Bay or the Atlantic Ocean.

The Miami collection system serves only about one-third of its population. At the present time it operates only a screening plant at the outfall into Biscayne Bay, but it is constructing a complete treatment plant on Virginia Key. The Homestead collection system is old and serves principally the Negro area of the city. The city plans extensions and improvements to its system which will provide complete service to the entire community. Bal Harbour and Surfside pump their sewage into the Miami Beach system which discharges into the ocean 7,000 feet off shore. Screening or treatment facilities for Miami Beach have been discussed.

In addition to the above communities which already have some existing sewer facilities, several others have plans for, or are beginning to construct sewer systems. Construction has begun on a system in Coral Gables which is intended eventually to serve the entire city. Its sewage disposal plant will be located at the University of Miami and will be shared by that institution. South Miami is planning a system which will utilize the Coral Gables treatment plant. Hialeah, North Bay Village, and North Miami have sewage treatment works under consideration. In the case of the latter community, plans have been drawn but work is being delayed by litigation.

Water Service

Responsibility for providing water service in Dade County is widely scattered. Six municipalities have supply sources and operate water plants. Private wells are common in some small municipalities and in the county, and large privately owned and operated water plants are becoming increasingly common in the unincorporated area.

Water distribution in incorporated places and in adjoining sections of the county is usually a municipal function, and fifteen cities and towns own and maintain distribution systems. There are also two privately owned distribution systems serving municipalities and adjoining areas. Many of these systems resell water which they purchase wholesale from an original producer-distributor or from secondary distributors. This is frequently the case with water produced by the City of Miami.

Any water system serving twenty-five or more people is, by definition of the State Board of Health, a public supply, and is subject to its jurisdiction through the County Health Department. This jurisdiction relates to technical design and operation only. There is no regulation with respect to rates charged by water utilities.

Miami Water

The City of Miami water system is the largest in the metropolitan area and is the source of supply for a majority of the distribution systems in Greater Miami. It includes two pumping and treatment plants and complete distribution systems in Miami, Miami Shores, and El Portal. The water plants are located in Hialeah and southwest of the city on Galloway Road. Miami water is retailed to customers on its distribution systems and is sold wholesale to Miami Beach, Miami Springs, Hialeah, and West Miami. Each of these municipalities operates its own distribution system. Miami water is also sold to the Consumer's Water Company which serves Coral Gables, South Miami and the built-up portion of the unincorporated area in that vicinity. Wholesale rates charged by the City of Miami to these municipalities and the Consumer's Water Company vary somewhat according to their distance from the principal source of supply in Hialeah. These rates are shown in the following table.

CITY OF MIAMI WHOLESALE WATER RATES PER 1000 GALLONS

Hialeah	8.1¢	West Miami	11.7¢
Miami Springs	9.0¢	Consumer's Water Company	10.4¢
Miami Beach	9.9¢		

Miami water is resold by Miami Beach to Surfside, at 20¢ per 1000 gallons and and to North Bay Village and Bal Harbour at 25¢ per 1000 gallons. Bal Harbour resells the water to Bay Harbor Islands at cost (25¢), but Surfside resells it to Indian Creek Village for 30¢ per thousand gallons. Miami Springs resells Miami water to Virginia Gardens, for 18½¢ per thousand gallons. Virginia Gardens in turn has authorized Haven Water Company to install lines and meters and bill consumers, this arrangement being necessary since Miami Springs does not sell water to private water companies.

The retail rates charged by the several municipal and private distributors of Miami water vary considerably (Table A-13).

Other Water Sources and Systems

North Miami, North Miami Beach, Opa-locka, Homestead, and Florida City each own and operate water plants and distribution systems. The North Miami system serves customers in that city and Biscayne Park, a small part of Miami Shores which lies north of Biscayne canal, and in the unincorporated area. The North Beach plant serves customers there and in Golden Beach as well as the unincorporated area south of Golden Beach, and populous unincorporated areas surrounding North Miami Beach. The Opa-locka, Homestead, and Florida City plants and systems serve customers within

TABLE A-13

RETAIL RATES CHARGED FOR MIAMI WATER BY MUNICIPAL AND PRIVATE DISTRIBUTORS

Distributor	*Rate per 1000 Gals.*[a]	*Distributor*	*Rate per 1000 Gals.*
Miami[b]	27.7¢	Miami Beach	25¢
Hialeah	30 ¢	Surfside	30¢
Miami Springs	28.6¢	Indian Creek Village	30¢
Haven Water Co.[c]	43 ¢	North Bay Village	40¢
West Miami	40 ¢	Bal Harbour	30¢
Consumer's Water Co.[d]	40 ¢	Bay Harbor Islands	35¢

[a] Figured on basis of minimum usage.
[b] In Miami, El Portal, and Miami Shores.
[c] In Virginia Gardens.
[d] In Coral Gables, South Miami and adjoining unincorporated area.

their respective corporate limits and fringe areas.

TABLE A-14

RETAIL CHARGES FOR WATER IN DADE COUNTY MUNICIPAL PRODUCER-DISTRIBUTOR SYSTEMS

Producer-Distributor	*Rates per 1000 Gallons**
North Miami	34¢
North Miami Beach	City: 38¢ Out of City: 33¢ to 38¢
Opa-locka	40¢
Homestead	City: $2 Mo. flat rate Out of City: $3 Mo. flat rate
Florida City	33.3¢

* Figures on basis of minimum usage, with exception o Homestead.

Homes in Sweetwater, Medley, Hialeah Gardens, and Pennsuco, and in many places in the unincorporated area, are served by individual wells. There are also in the unincorporated area some fifty privately owned and operated water systems serving 5,000 people. Additionally, water systems of large new developments, such as Norwood, Myrtle Grove, and Leisure City will eventually serve from 7,000 to 13,000 homes each.

Public Transportation

Water, air, and land transportation facilities and systems are of vital concern to the entire metropolitan area, and yet regional authority is exercised only with respect to airports. Docks and harbors, on the other hand, are primarily a municipal responsibility; and the mass movement of people on land is almost exclusively a function of numerous privately owned and operated bus companies. In the latter case, the situation is especially acute. The circumstance of widely dispersed single family homes and low population densities makes it difficult for transportation companies to operate profitably; and this fact is reflected in the adequacy of service rendered. In turn, inadequate bus service necessitates travel by private car which only accentuates the congestion of already crowded streets and highways.

Docks and Harbors

The Port of Miami, administered by the City of Miami, provides terminal, wharf, and storage facilities to domestic and foreign shipping. Its facilities include a cold storage plant, nine commercial dock warehouses, and seven miles of railroad track. Port traffic in 1953 consisted of 1,369 ships of which 1,245 were foreign. Cargo handled during that year amounted to some 265,000 tons of which 169,000 tons was foreign cargo. Two passenger lines served some 75,000 passengers through the port in 1953. Average revenues of the port during the past seven years have amounted to $370,000 annually as compared with average annual expenditures of $350,000. Its current debt, consisting of three issues totaling $474,000, will be paid off by 1961.

Three separate surveys of port facilities have been made since 1947. Each of these surveys (which themselves cost a total of $32,000), found port facilities in poor condition. The 1947 estimate of needed repair costs was $2 million. Only $633,000 has been expended on major repairs during the past seven years.

An effort was made during 1954 to consolidate the Port of Miami with the County Port Authority. The city and county commissioners petitioned the courts for a declaratory decree validating the contemplated merger. The Supreme Court did not rule upon the legality of the proposed merger; but it dismissed the petition, holding that there was no bona fide dispute between the parties and therefore no justiciable question.

The Miami Yacht Basin, separated from the Port in 1946, is operated by the Department of Yacht Docks and Small Craft of Miami. It provides free lights,

water, garbage disposal, and watchman services to yachtsmen at Bayfront Park, Dinner Key, MacArthur Causeway, Seminole Docks, and at city installations along the Miami River. The department also operates as unofficial post office and a waterfront weather information station, and supervises the operation of fishing and sightseeing boats.

The Miami Beach Docks Division operates and maintains several charter boat docks on MacArthur Causeway and Indian Creek. The County Park Department provides and supervises marine installations at Crandon, Haulover Beach, Homestead Bayfront, and Matheson Parks.

Dade County Port Authority

The Port Authority operates the $45,000,000 Miami International Airport, Venetian Causeway, and the small (one square mile) Tamiami Airport on "The Trail." It has the power to acquire and operate other facilities but is not expanding its holding significantly.

The Miami International Airport is a sizeable operation. During 1953 there were 276,425 flight operations (landings and take-offs), for an average of one every two minutes. Information regarding passenger and cargo traffic at the airport during 1953 is presented in the following table.

		International	*Domestic*	*Total*
Passengers	(1000's)	602	1,540	2,142
Mail	(tons)	1,500	3,200	4,700
Cargo	(tons)	42,325	15,200	57,525

The airport employs about 145 persons organized into divisions of: operations, finance, legal, maintenance, leases and rentals, fire protection, and garage. It has its own water and sanitary sewer systems, including a disposal plant. Total employment by all airlines and agencies operating at the airport approaches 20,000 persons.

Airport operating revenue for the fiscal year ending September 30, 1953, totalled almost $2,000,000. Expenditures amounted to $1,369,000 of which $264,000 was for debt service.

Bus, Jitney, and Taxi Services

Eleven bus systems, five jitney, and forty-eight taxi companies serve the Miami metropolitan area. The taxi companies are located in thirteen municipalities and in the unincorporated area, but twenty-five of the forty-eight are located in Miami and Miami Beach. Generally, they operate under certificates of public convenience and necessity issued by municipalities, but they are subject to regulation by the State Railroad and Public Utilities Commission if they operate beyond their immediately contiguous incorporated or unincorporated areas.

Four of the jitney companies provide transportation service between Miami and Miami Beach. They are issued certificates by Miami Beach only, and they have no legal status in Miami. The other jitney company operates between Miami and Liberty City and it, too, operates without a certificate from Miami. None of the jitney companies is subject to regulation by the Railroad Commission.

Two bus systems, Florida Greyhound Lines and Tamiami Trail Tours, specialize in trans-state and continental service, but they provide some local service along their routes. The only bus service available from Homestead and along distant sections of U.S. 27 and Tamiami Trail is furnished by one or the other of these companies.

The remaining eight bus systems provide urban, inter-urban, and suburban bus service in the metropolitan area. They are

TABLE A-15

URBAN, INTER-URBAN, AND SUBURBAN BUS SYSTEMS

Bus System	*Busses Operated*	*Franchises Held*	*Passengers Carried—1953 (1000's)*
Coral Gables Municipal Transportation Department	43	None	1,926
Coast City Coaches, Inc.	37	None	3,216
Haulover Beach Bus Line	4	North Miami Beach	120
Keys Transit Company	6	None	150
Miami Beach Railway Company	55	Miami Beach	14,660
Miami Transit Company	215	Miami	39,154
South Miami Coach Lines, Inc.	20	South Miami	1,194
Southwestern Coast Line	1	None	No Record

listed below together with information regarding their operational characteristics.

All of these bus systems are subject to some control by the State Railroad Commission. They are granted franchises by the cities indicated in the table, and they may hold certificates of public convenience and necessity from other municipalities in which they operate.

The Coral Gables system is the only publicly owned and operated system in the area. It serves Coral Gables and the unincorporated area west and south of that city and has one express route to downtown Miami. Coast City Coaches serves the incorporated and unincorporated area in North Dade County and has express routes into Miami and Miami Beach. Haulover Beach Bus Line operates in a loop from North Miami Beach to Sunny Isles, across Broad Causeway to North Miami, and back to North Miami Beach. Keys Transit Company provides service between Biscayne Key and Miami. The Miami Beach Railway Company serves Miami Beach and Surfside. Miami Transit Company serves Miami, Hialeah, Miami Springs, Miami Shores, and intervening unincorporated areas. South Miami Coach Lines serves South Miami and the unincorporated areas south and west of that city. It also has a route into Miami, and provides local service along that route. Southwestern Coast Line serves a small area west and south of the westernmost extremity of the City of Miami.

Most of the major traffic arteries in the metropolitan area are served by busses. As a generalization, the principal difficulty with mass transportation in the area is not in coverage but rather in the adequacy of service. Schedules on many routes provide too infrequent service to be really satisfactory, and service is not provided on most suburban lines between the hours of 12 midnight and 5:30 A.M.

The fare structure on individual lines is good and, especially in the case of suburban runs, fares are low in comparison with other parts of the country. But there is no provision for interchange or transfers between lines, and for customers who must use two lines in getting to their destinations, the double fare is high.

Railroads

The area is served by two railroads. Both provide passenger service to Miami and freight service as far south as Homestead. The main line of the Florida East Coast Railroad traverses the most heavily populated section of Miami and its passenger terminal is in the downtown business district. The Seaboard main line is at some distance from the downtown section and its passenger terminal on North-

west 7th Avenue is served by a spur from the main line. A current proposal contemplates the establishment of a union terminal for both railroads to be located near the International Airport and to be operated by the County Port Authority.

Other Utilities

Other utility services including light and power, telephone and telegraph, and gas are almost exclusively provided by private operators. Their principal significance to local governments is as a source of revenue. They are enumerated below merely to complete the description of public works and utility services.

The Florida Power and Light Company serves the entire county except for Homestead which has its own plant and distribution system. Florida Power and Light has over 200,000 residential and commercial electric customers in Dade County; and the Homestead electric utility has 2,600 customers.

The Southern Bell Telephone and Telegraph Company is the only telephone company serving the area. It has over 250,000 connections. There are seven telegraph and cable companies providing domestic and trans-oceanic service.

Two companies, the Florida Power and Light Company and the Peoples Water and Gas Company provide piped gas service in the area. Together they have over 50,000 customers. The former serves only the City of Miami, while the Peoples Water and Gas Company serves Miami Beach and part or all of nine other municipalities in northeast Dade County. It also serves parts of the unincorporated area in this section, and is a distributor of both piped and bottled gas. Approximately twenty other companies provide bottled gas service within the county.

Most of the major companies operate under franchises with the communities which they serve and pay utility taxes which vary as to rate between the several municipalities.

APPENDIX VI

Health and Welfare

Responsibility for public health and welfare services in Dade County is shared by federal, state, and county governments. Federal grant-in-aid welfare programs are administered by the State Department of Public Welfare which has field offices throughout the state. Under the state constitution and statutes, counties have mandatory responsibility for the provision of general assistance. Municipalities have permissive authority to provide it. The public health program is administered by the county, but considerable control over this program is exercised by the State Board of Health. Health and welfare services are rarely provided by municipal governments.

There are a number of volunteer health and welfare organizations in Dade County. The activities of these organizations are quite distinct from governmental programs, and are supported to a considerable extent by Community Chest funds. However, many which provide institutional and hospital care are sponsored and supported by church, fraternal, or civic organizations.

County Health and Hospital Services

Health and medical services of the county government are provided by the Department of Public Health, Jackson Memorial Hospital, County Hospital, and by medical and clinical personnel of the Department of Social Service. Each of these units operates separately and without a common coordinating head other than the Board of County Commissioners.

Public Health Services

Public health services of the county are provided by the Department of Public Health. This department was organized on a voluntary contribution basis in 1942 when the cities of Miami, Miami Beach, and Coral Gables turned over to the county funds which they had appropriated for public health purposes. Legal status was accorded the department in 1943. Departmental operations are now supported 80 per cent by county appropriations, 9 per cent by state grants, and 11 per cent by federal funds. All monies are deposited into the custody of the State Comptroller and the State Board of Health approves all disbursements. Total expenditures by the department in 1952–53 amounted to $621,787.

The Department of Public Health is headed by a health commissioner who administers the program through twelve subordinate divisions. The commissioner is advised by a board composed of the

city managers of Miami, Miami Beach, and Coral Gables, plus representatives of the American Medical Association. This board sets policies and establishes rules and regulations. The commissioner, and the Department of Public Health, receive administrative and technical supervision from the State Board of Health.

The departmental program includes communicable disease control, public health nursing, sanitation inspection, maternal and child care, dental health, laboratory services, and vital statistics registration. Public health nurses and sanitarians work in districts throughout the county. The state health code is the standard which is enforced in the unincorporated area and in most municipalities, but Miami has a separate code and Miami Beach and Coral Gables have codes which are modifications of the state code.

The department also conducts health programs in both public and private schools, and it provides visiting nurses in elementary schools and permanent nurses in high schools. Medical examinations are given school children by public health physicians, and public health sanitarians make inspections of school properties. Professional psychiatric personnel are furnished by the department for use in the school guidance program.

Hospital Services

The county owns and operates two hospitals. Jackson Memorial Hospital constitutes a separate department of the county government. The county hospital functions as a part of the Department of Homes and Hospitals.

Jackson Memorial Hospital has 678 beds and 106 bassinets. It provides complete general hospital services and maintains a psychiatric ward and facilities for the treatment of TB and other communicable diseases. Its services are available to county charge, part-pay, and private patients. The total cost of hospital operations in 1952–53 was $5,445,000. Charges to private pay patients defrayed about 47.7 per cent of this total cost, and part-pay patients 3.6 per cent. County charge or staff patients are admitted after investigation by both the social service department and the hospital's credit bureau and are required to pay something toward their hospital expenses if they are able. About 8 per cent of their service costs were collected in 1952–53. The remaining 40 per cent of hospital operating expenses was defrayed by appropriations of the Board of County Commissioners.

Jackson Memorial Hospital is well equipped and well organized to provide hospital services. Its 1,800 employees are arranged into major divisions of medical services, finance, personnel, and maintenance. The hospital personnel program is clearly the most adequate in the county government, and both its organization and personnel standards are reflected in the high level of service which the hospital renders to the public.

Dade County Hospital is much smaller than Jackson Memorial, and contains only 125 beds and 15 bassinets. With a total staff of 325 employees, including five resident physicians, it provides full general hospital services to county charge and part-pay patients who live south of Southwest Eighth Street. Eligibility for admission is established by the social service department. Operating costs in 1952–53 amounted to $705,631, and of this total only $87,985 was collected for patient services.

Clinic Services

Both of the county hospitals operate out-patient clinics and emergency room services. These facilities are staffed by

resident medical personnel. The social service department also operates general medical and specialized clinics at five locations in the county. Medical personnel who staff these clinics are employed by the social service department. Patients at social service and hospital out-patient clinics are required to pay $1.50 for clinical service regardless of their financial ability. Eligibility is established by the social service department.

Public Welfare Activities

Public assistance programs which are part of the federal aid program are administered by the state government. Dade and Monroe counties form one welfare district and county residents who are eligible for old age assistance, aid to the blind, aid to dependent children, aid to the disabled, or for child welfare services, receive this assistance through the Miami district office. Other welfare activities, both of a general relief and institutional character, have been substantially consolidated at the county level, but a few municipalities continue to provide supplemental welfare services.

Welfare administration by the county is confused by the separate organizational arrrangement of welfare functions. Both the social service department and welfare department provide similar, and occasionally duplicating, services. Welfare institutions are operated by still another county agency which is also responsible for administration of the county hospital.

Social Service Department

The county social service department is a welfare agency primarily concerned with the provision of medical social work. The activities of the department consist of establishing eligibility of applicants for free medical service, casework services to individuals with medical problems, the placement of TB patients in state hospitals, the placement of short term and emergency mental cases in local institutions, the temporary placement of patients awaiting transfer to state mental institutions, and providing transportation to clinics and to local and state institutions. Children born with mental deficiencies are placed in boarding homes maintained for this purpose or are sent to special private schools.

Branch offices of the department are operated at each of the agency's five clinics. Intake workers at these locations service and evaluate information regarding patients' income and assets. Eligibility for medical services is determined on the basis of established departmental schedules. One year of residence in Dade County is required of new applicants for medical assistance; but two years of residence is required if applicants were receiving public assistance at their last legal residence.

The total staff of the social service department consists of fifty-four employees. Statistics on the department's operations are kept on a monthly basis and an annual report is not rendered. For the month of July 1954, there were 5,939 clinic cases, 6,462 emergency cases, and about 1,200 cases which received casework service or treatment.

Expenditures of this department are not available separately from county financial reports. Together, the social service department and the welfare department which is discussed in the next section spent $1,206,299 in 1952–53.

Welfare Department

This department is responsible for granting direct assistance to needy persons and for placing eligible cases in private nursing homes and in the county

home for the aged. The total staff of the department consists of fourteen employees. In 1952–53, 4,621 families received direct aid amounting to $207,516. A total of 1,270 persons were placed in boarding and convalescent homes at a cost of $213,512.

With respect to direct assistance, the amount of assistance granted to any one individual or family is left to the discretion of the caseworker and the department director. A budget is worked out for each client and the assistance needed is provided either as a cash payment or in food and clothing orders. Applicants for direct assistance must have resided at least one year in the county.

The department does all casework necessary for the placement of eligible individuals in the county home for the aged and in thirty approved private nursing homes. Persons who are placed in such homes are required to turn over to the county any old age assistance money which they receive. This is supplemented by county funds so that a nursing home receives $90 a month for ambulatory cases, and $110 for bed cases. If there is no old age assistance money involved, the county pays $80 and $100 for each case. Private nursing homes are licensed by the public health department, but the welfare department inspects them for sanitary conditions, quality of food, and social environment.

County Welfare Institutions

Both of the county owned and operated welfare institutions, the home for the aged and children's home, are organizationally a part of the homes and hospital department. They, along with the county hospital, which is a division of the same department, are located on a large tract in the Kendall area of the county.

Home for the Aged

This home was established to care for the aged, senile, and incurably ill. The policy and program of the home is strictly one of custodial care. Aged individuals who are admitted are housed in one of four cottages. Combined, these facilities have a capacity of 130 beds. There are two cottages for ambulatory inmates, one for colored, and one for bed patients. Each cottage has its own kitchen and dining room and an effort is made to establish a home-like atmosphere. Three of the cottages are in good repair but the one for colored people is in very poor condition.

Casework incident to admission into the home is performed by the welfare department. Operating expenditures of the home in 1952–53 amounted to $219,921.

Children's Home

On matters pertaining to budget and maintenance, the children's home superintendent reports to the administrator of the homes and hospitals department, but in the areas of personnel and operational policies, he is responsible to the County Board of Visitors. Members of the board of visitors are appointed by the judge of the Juvenile and Domestic Relations Court. The board is required by law to make at least four inspections of the home each year and is responsible for the control and management of its internal affairs. On such matters, the board reports to the Juvenile Court judge. The operating cost of the children's home in 1952–53 was $188,194.

All children at the home are committed by the Juvenile Court. They range in age from babies in cribs to juveniles up to seventeen years of age. Dependent and delinquent children are kept in separate facilities at the home. There is a total of six cottages, two for colored and four for white children. Each has a house mother,

cook, and other attendants when needed for small children. Cottages are in good repair and provide a pleasant surrounding for the children. Programs of movies and other entertainment are conducted by civic groups and each cottage is equipped with a television set donated by private organizations.

Dependent children are committed to the home because of some deficiency in their family environment. A social worker on the staff maintains contact between the child and his home. After investigation has shown that the home is again suitable for the child to be returned, the social worker advises the committing Judge who releases the child. When adoption or foster home care appears to be in the best interest of the child, the social worker contacts the appropriate state agency to arrange these services.

Delinquent children are not committed for a definite period. Instead, they work under a point system whereby they must earn a fixed number of points in order to be considered for discharge. Points are awarded by house mothers and teachers on the basis of the child's conduct and cooperation.

The Board of Public Instruction conducts white and colored schools on the premises. Academic, citizenship, and craft courses are taught and full academic credit is allowed for attending the schools.

Municipal Welfare Service

In 1952–53, Miami Beach, Hialeah, and Miami Springs appropriated funds for welfare purposes. These appropriations were as follows: Miami Beach—$102,000; Hialeah—$5,000; Miami Springs—$225.

The most elaborate welfare program is obviously conducted by Miami Beach. It is administered by a Department of Social Services and includes both medical assistance and direct relief. This program is intended to supplement, for Miami Beach residents, the welfare services of the county. Most cases served are aged people with short term assistance needs. Long term cases are usually referred to the county or to private agencies. Eligibility requirements for the Miami Beach program are one year of residence in the county and six months of residence on Miami Beach.

Although such a large welfare program on the beach may be attributable partly to localism, there is a definite feeling on the part of Miami Beach officials that the county welfare program, in terms of eligibility requirements, accessibility, and adequacy of service, fails to fulfill the needs of that city.

In Hialeah, the police matron is responsible for making investigations to determine the direct assistance needs of individuals. One year's residence in Hialeah is required for eligibility. For long term or very expensive cases, an attempt is made to have the county or a private agency share in the expense.

In Miami Springs, the town clerk is permitted to use his discretion in dispensing monies to needy persons from the small fund available.

APPENDIX VII

Education, Recreation, and Libraries

The general objectives of education, recreation, and libraries are similar. Basically they are intended to provide the individual with greater economic opportunity and a fuller appreciation of life. The broader concepts of these functions are being recognized in the more progressive communities throughout the country. They are grouped together in this section in order that their interrelationship may be more readily discerned.

Education

All school districts in Dade County were consolidated by a special act of the legislature in 1945, and this action was approved in the same year by popular referendum. Since that time the public education system, with the exception of some kindergartens, has been administered by a single, county-wide unit of government. This arrangement appears to be reasonable, and it has come to be commonly accepted, all things considered, as the arrangement most likely to produce an effective education program. From the metropolitan viewpoint, therefore, the question of allocation of the educational function has been substantially resolved. The problems remaining include, principally, internal alignments, improvements in administration, and the correlation of education with other governmental functions. The following discussion of the school system is intended to clarify its present organization and operation so that logical inferences may be drawn as to its proper role and level of performance in the metropolitan community.

The Legal Structure of School Organization

State law gives wide latitude to the State Board of Education to prescribe rules and regulations and minimum standards in carrying out the provisions of the school code. The administrative agency of the state board is the State Department of Education.

Within the framework of state requirements, responsibility for public instruction in the county is vested in the Board of Public Instruction, Board of School Trustees, and the Superintendent of Public Instruction. Members of the two boards and the Superintendent are elective officials. The latter is administrative officer of the school system and is responsible for supervising public instruction throughout the county.

State Supervision and Control

In pursuance of its legal authority, the State Department of Education administers the provisions of the school code and the Minimum Foundation Law. The latter, which was enacted in 1947, authorizes state aid to county school systems. It guarantees minimum education standards throughout the state regardless of the ability of individual counties to support such a program. But counties with sufficient financial resources of their own may go beyond the minima prescribed under this program in providing educational services.

All school building plans must be submitted to the state agency for review, and its approval is required of all sites for the location of schools. The certification of school teachers is also a state responsibility. With respect to school curriculum, however, the state provides only general guidance and technical assistance; and on general administrative matters the county is permitted considerable independence.

Organization of the County School System

The Department of Public Instruction is divided into two major departments. The Department of Business Services, which has subordinate divisions of physical plant and business management, is concerned with planning, maintaining, and operating school buildings and with conducting accounting, budgeting, purchasing, and lunchroom operations of the school system. The Department of Instruction is divided into two major divisions—general education and vocational education. Under the control of the general education division are all elementary and secondary schools. The vocational education division is concerned, principally, with the operation of Lindsey Hopkins and the Negro Vocational Schools.

School Enrollment and Housing

In the past decade school enrollment has more than doubled, increasing from 40,113 in 1944 to approximately 90,000 for the school year 1953-54. These pupils were housed in over 100 school centers as follows:

TABLE A-16

NUMBER AND CLASSIFICATION OF SCHOOL CENTERS

67 White Elementary	15 Negro Elementary
19 White Junior High	4 Negro Junior High
8 White Senior High	4 Negro Senior High

At the beginning of the school year 1953-54, the school system reported an enrollment of 87,041 and a permanent classroom capacity of 62,730. The shortage of 23,311 pupil stations was made up by the use of 399 portable rooms, and thirty-two special rooms used for academic class work.

A tabulation of pupil enrollment in January 1954, a peak month of the school year, showed an enrollment of over 90,000 —so that actually there were 27,000 unhoused children at certain periods of the school year. At an average of thirty pupils per classroom, this means that 900 additional classrooms were needed. This does not include special purpose rooms such as shops, band rooms, libraries, and gymnasiums, which are considered essential to a well-rounded school plant.

The school system reported that permanent classrooms for approximately 7,500 pupils would be added to the system for the opening of the 1954-55 school year. The anticipated enrollment for 1954-55 is 93,762, and this is probably a conservative estimate. Based on this enrollment prediction and the additional classrooms available this fall, the school system will still have about 15,000 children improperly housed.

It is apparent that to provide adequate school housing for the anticipated school

enrollment of 152,000 in 1962 will require careful financial and building planning on the part of school officials.

Kindergartens

The Department of Public Instruction operates kindergartens only on Miami Beach. The expense of this program is borne by the school system, and is not financed through special levies upon Miami Beach. Miami and Hialeah are the only other areas which have pre-school programs and these are operated by recreation departments of the two cities. In both instances the programs are well attended, and in the case of Miami it is necessary to exclude non-residents and to draw participants by lots from those who register for the program.

The Peabody Report

In 1952 the Board of Public Instruction contracted with the Division of Surveys and Field Services of George Peabody College for a comprehensive survey of the school system. The resulting report evaluated and made recommendations concerning numerous aspects of public instruction in the county. The report was well received and many of its recommendations have been put into effect. The present organization of the school system, as described above, is in substantial conformance with recommendations of the Peabody Report; but its proposals regarding organization are not fully operative since certain administrative positions have not been filled.

The report was critical of differences in educational opportunity afforded by the school system in various parts of the county. It noted: the absence of school system kindergartens in all areas but Miami Beach; differences in the quality of school buildings and in the availability of library and instructional materials; and the necessity for double sessions in some areas but only one session in other areas. The report proposed the elimination of such inequities. It also recommended improved training programs for teachers and more adequate supervision of the professional staff.

Among other significant recommendations contained in the Peabody Report were the following:

1. That the Superintendent of Public Instruction be appointed by the Board of Public Instruction and be directly responsible to the Board.
2. That control of schools be vested in a single body, instead of two, by eliminating either the Board of Public Instruction or the Board of School Trustees.

Recreation

In the past two decades there has developed an increasing awareness of the importance of recreation to other governmental activities such as education, health, welfare, and law enforcement. In recognition of this fact, more and more cities throughout the country, and some counties, have established departments to provide for the recreation needs and interests of both children and adults. In urban areas, the provision of recreation services is now accepted as a fundamental responsibility of local government. In Dade County such services are provided by the county government, the Board of Public Instruction, and by a number of municipalities.

Dade County Park Department

The provision of park and recreational facilities at the county level is the responsibility of the County Park Department. It is the policy of this department to develop and administer major park and beach

areas, and other special facilities, which do not duplicate those of the municipalities. The department has not developed organized recreation programs either in conjunction with these facilities or for the unincorporated area generally. But residents of the county, since 1951, are permitted to form special assessment districts to finance playgrounds, recreation centers, and community parks with paid leadership. Should any such districts be formed, they would become the responsibility of the park department to administer.

The county park system includes six major parks on the ocean front and on Biscayne Bay, and nine lesser areas. These park facilities have a total area of 3,520 acres. The park department also operates several special facilities: Vizcaya (the county art museum), Dade County Auditorium, Tamiami Range, Crandon Zoological Garden, and Camps Greynolds and Bauer Hammock (both group camps). Together with the parks, these properties have a total value of some $47,000,000. Marinas (boating facilities) are operated in conjunction with four park areas, and the department has other income-producing facilities which it operates at most of its installations. Revenues derived from these operations amount to 42 per cent of the department's budget.

The park department is organized into three principal functional units. The maintenance and construction division is responsible for maintenance and construction activities which are too heavy and too technical for permanent park crews. It operates shops and has special crews for automotive, electrical, plumbing, painting, and refrigeration maintenance; and it has roving crews for grass mowing, tree maintenance, landscaping, and street maintenance.

The plans and design division is responsible for the development, alteration, and improvement of park grounds and buildings. It has developed master plans for each major park area to serve as a guide in park development.

The operations division is responsible for providing over-all supervision to activities and functions carried on within the parks. These are essentially the revenue-producing operations of the park system, including marinas, food concession stands, and camps. Supervision is supplied mainly through inspections to assure that established standards are being observed.

Recreation Services of the Board of Public Instruction

The county school system conducts athletic and recreational activities in conjunction with its academic program. For these purposes it principally uses school buildings and facilities, but use is also made of municipally owned swimming pools and playgrounds when they are located near schools. In such cases the school system normally leases the pool or area from the city for use during school hours; but agreements have provided for the schools to participate in the maintenance or improvement of municipal facilities.

The school system also provides summer recreation services which are separate from the school academic program. These summer activities are conducted principally at school playgrounds in areas where there is no municipally sponsored program. In the summer of 1954, thirty-nine school playgrounds were open and over 100 school teachers were employed as recreation leaders. Teaching personnel are also assigned to municipal recreation departments to assist with local programs. Additionally, the school system opens some school craft shops and libraries during the summer months for the recreational use of children; and it conducts

workshops for recreation instructors. The workshops are open to recreation personnel throughout the county. The principal financial support for the summer recreation operations of the school system derives from minimum foundation law funds.

The concept of having schools serve as community centers is of recent origin. There is evidence that school planners in Dade County are adopting this concept and that in future building programs multiple use of structures and grounds will receive more attention. There is evidence, too, that the Board of School Trustees, which is responsible for the use of school properties, is liberalizing its traditionally restrictive policies with respect to the use by municipalities of school buildings and facilities for local recreation purposes.

Municipal Recreation Services

In the City of Miami the Department of Public Welfare is principally responsible for recreational services and facilities. This department conducts recreational programs at twenty-six city parks and playgrounds, and operates seven swimming pools and an 18-hole golf course on a year-around basis. It also operates the Orange Bowl which is used for large sports events. The Publicity Department of the City operates Dinner Key Auditorium and Bay Front Auditorium. Facilities for yachts and small craft, and free lights, water, garbage disposal and watchmen services for yachtsmen, are provided in several places on Biscayne Bay and Miami River by the Department of Yacht Docks and Small Craft.

Organized recreation activities of the City of Miami appear to be well-rounded and include the usual athletic leagues and events plus a program of arts and crafts, music, organized games, and free play periods. Considerable attention is given to programs for older adults and three parks are set aside almost exclusively for their use. Non-residents are seldom excluded from recreation programs or facilities. Fees, when charged, are on an individual activity basis.

Coral Gables, Hialeah, Miami Beach, and North Miami all have formalized year-around recreation programs with a full-time director, but there is considerable variation between the programs as to size of recreation budgets, number of recreation employees, and as to the extent and quality of recreation facilities. In addition to playgrounds and recreation centers, Coral Gables and Miami Beach operate two municipal golf courses and the latter city also owns and operates a municipal auditorium. All of these cities except North Miami have municipal swimming pools with learn-to-swim and recreational swimming programs. North Miami uses a private pool for its learn-to-swim activities and is in the process of constructing a municipal pool. The recreation programs of these cities are quite broad in scope and normally include athletic leagues for children and adults, shuffleboard, ping-pong, arts and crafts, dramatics, music, and numerous special activities. Emphasis is given to providing activities for the "golden age" group of retirees. Fees are nominal even when special equipment and special instructors are required. Three of the cities base their fees on an individual activity basis, but the Coral Gables Youth Center charges annual membership dues which entitle the member to six instructional activities in each of the three seasonal programs.

As in the case of Miami, none of the other four larger cities makes any especial attempt to exclude non-residents even though there is a considerable influx of people from the unincorporated and smaller municipal areas. Coral Gables

Youth Center membership dues are a dollar a year higher for non-residents. The other departments give priority to resident children in forming athletic leagues but non-resident children are welcomed if there are vacancies on team rosters.

All but three of the municipalities with populations between 5,000 and 10,000 have year-around recreation programs. Opa-locka hires people part-time to conduct a summertime program in its municipal park, and South Miami and West Miami rely entirely on the school system to provide public recreational services. The latter city has recently approved by referendum a 1-mill tax levy for recreation and the new budget provides funds for a recreation department. The remaining communities in this population group —Miami Shores, Homestead, and North Miami Beach—have recreation departments with a small paid staff. Programs conducted by these departments are usually less broad in scope than in the larger cities. Miami Shores is the only community in this population group which owns a swimming pool or golf course and these facilities are located at the Miami Shores Country Club. This club is operated by the village and is financed through membership dues and profits from the restaurant and bar concession. Non-residents are generally allowed to participate in the playground activities of these smaller communities, although Miami Springs charges a slightly higher fee for equipment tags when purchased by non-residents; and the Miami Shores Country Club has higher dues for non-freeholders, and its board must pass on all non-resident members.

None of the municipalities with fewer than 5,000 population has a recreation department. Several of these towns have private organizations carrying on recreation programs to which the municipality makes a contribution, either through direct appropriation or by making public land available without charge. Most of these communities rely either on the school system for recreation services or upon a larger nearby municipality.

Libraries

The provision of public library services in Dade County is almost exclusively a municipal responsibility. The county government has no library program and many areas within the county, both incorporated and unincorporated, are without library facilities or services. A very few private libraries provide some service on a subscription basis, but their contribution is but a slight supplement to municipal library programs. School libraries or book collections are present in practically every elementary and secondary school, but these facilities have principally an academic purpose. Generally, the provision of free books and related library services for the cultural enrichment and enjoyment of citizens of Dade County is far from satisfactory.

Municipal Library Services

The City of Miami library system includes a main library, seven branches, and a bookmobile. Its book collection consists of 225,000 volumes. Circulation in 1953 amounted to 617,000, a figure constituting approximately 60 per cent of all the free book circulation in the county. This large circulation indicates that Miami libraries are serving a far greater area than just the city's corporate limits. Non-residents are permitted library privileges for the nominal fee of one dollar a year. City school teachers, and teachers who have city residence with teaching stations in the county, are permitted to draw books for their classrooms without charge. The Miami

library program includes, in addition to circulation and reference services, a well-balanced program of book reviews, lectures, travelogues, educational movies, music appreciation hours, and phonograph record lending and listening services.

The Miami Beach library provides service to its own residents, and to winter visitors at a charge of one dollar for six months, but it refuses service to residents of nearby municipalities and unincorporated areas. Included in the auxiliary services offered by this library are book reviews, music appreciation programs and story telling hours at playgrounds in connection with bookmobile stops. The library building is very nice but is beginning to show signs of overcrowding. The City of Coral Gables recently acquired its library from the local women's club and established it as a separate department of the city government. The library collection and building housing it are adequate, but the library offers few auxiliary services. Coral Gables provides service to nonresidents at one dollar a year for children and two dollars for adults. The city of North Miami has a new library building and a small book collection. Its rate of circulation is quite high in comparison with the size of its collection. Hialeah's library is entirely inadequate for a city of its size. The city contributes funds for library operations, but books and furnishings are owned by the local women's club. Few library records are kept and information concerning its activities was not available.

Of the communities in the 5,000 to 10,000 population group, Homestead and Miami Shores have the most adequate library services and facilities. The buildings in both of these communities were donated to the municipalities. Miami Shores circulation is very high for a village its size. Miami Springs and Opa-locka each have small libraries with part-time staffs. Neither North Miami, Hialeah, Homestead, Miami Shores, Miami Springs, nor Opa-locka provides auxiliary library services. None of the other communities in the county, other than those mentioned above, has public libraries.

Three private libraries located at Coconut Grove, South Miami, and Perrine are operated by local groups on a subscription basis. In each instance their constituency is small and is usually drawn from the immediate area in which they are located.

Table A-17 provides information regarding size of book collections, circulation, and per capita costs of municipal and private libraries in Dade County.

School Libraries

The school system operates a professional library in the Department of Education administration building for the use of school teachers. There are also library facilities in every elementary and secondary school in the county, but they vary widely as to quality of materials and adequacy of accommodations. These libraries do not constitute an integrated school library system. Each school receives twenty cents per pupil for the purchase of books and each makes its own book selections. There is no central catalog and no mechanics have been established to facilitate the exchange of books between separate libraries. Only recently has a position of library coordinator been established to advise school librarians and teachers regarding the use and availability of books and materials, but in spite of the work of a coordinator, the school libraries continue to operate with virtually complete independence.

Despite the wide variation in the quality of school libraries, and the inadequacy of many, they unquestionably render a considerable service in the academic program. Some of them make an appreciable con-

TABLE A-17

SIZE OF COLLECTION, CIRCULATION, AND PER CAPITA COSTS OF LIBRARIES IN DADE COUNTY

1952–1953

Library	*Number of Volumes in Book Collection*	*Circulation*	*Per Capita Cost*
Coral Gables	31,486	117,050	$1.63
Hialeah (No Records)			
Homestead	40,000	16,000	.85
Miami	198,338	635,716	2.19
Miami Beach	70,000	165,000	1.80
Miami Shores	17,000	50,361	4.88
Miami Springs	5,608	16,049	.20
North Miami	8,488	33,527	.64
Opa-locka	6,000	1,200	.19
Coconut Grove (Private)	22,171	18,002	—
Perrine (Private)	2,079	650	.07
South Miami (Private)	5,360	16,568	.48
TOTAL	384,359	1,052,121	$1.42

Source: Florida Library Directory and Statistics 1952-53, Florida State Library, Tallahassee, Florida.

tribution, also, to the leisure-time library and recreation needs of children during the summer months. Twenty school libraries stayed open for three months during the summer of 1954 and continued to circulate books to children. They usually included in their summer programs three hours per day of group work, principally story telling. The libraries which remained open were located in unincorporated and incorporated areas in which no other library services were available.

APPENDIX VIII

Public Safety

Police, fire, and their related services are among the oldest and most nearly universal of municipal activities. They are among the first services provided for in community organization, and may be a principal objective in the creation of local governmental jurisdictions. Our civilization, governmental institutions, and economic system depend upon the security of persons and property under the rule of law. To achieve such security is the function of the police, the fire organization, and the courts.

Menaces to the public safety seldom respect geographical boundaries, nor do they cease to operate simply because a community is ill-equipped to cope with them. The danger that conflagrations may cross jurisdictional lines or criminals obtain sanctuary in a nearby city is real, and relatively elaborate mutual aid agreements and rights of pursuit have been developed to meet it. More common, however, and much more hazardous to the community at large, is the threat posed by conditions that breed fires, crime, or vice. Such conditions in one part of an area spread themselves and their evil influences rapidly over the whole. To eliminate them is to prevent crimes and fires. It is the primary objective of public safety organizations, but is rarely approached by a group of jurisdictions with single-purposed coordination.

Public safety services are, however, traditionally functions of local government in the United States. The American system of government and, to some extent, our concept of individual freedom demand that the regulation of personal conduct shall be as close to the people, and as responsive to the public will as possible. This concept is made doubly important by the wide range of opinions that exist between jurisdictions with respect to definition of socially acceptable conduct. Such definitions are often reflected in law, but sometimes in public attitudes as they develop from local customs and needs.

The case for control of public safety services by that level of government closest to the electorate is a persuasive one, but the difficulties imposed by such an arrangement are sometimes great. Metropolitan living may exaggerate inter-city rivalry, while at the same time greatly increasing the dangers implicit in inconsistent approaches to public safety administration. If it be true that no city will willingly tolerate being policed by its neighbors, or by a superior level of government, it is equally true that each city owes its neighbors certain obligations which deny the concept that "any place

has a right to be as badly policed as it chooses." Analagous cases can be developed in the fields of fire prevention and judicial administration. To reconcile these conflicts is the chief problem of furnishing public safety services in metropolitan areas.

Police Services

There are twenty-eight police agencies in Dade County. Of these, two are county organizations and the other twenty-six are municipal police forces. Together the twenty-eight organizations employ over 1,300 persons, but individually they vary in size from the Miami police division with 568 employees to the town marshalls' offices of Hialeah Springs and Pennsuco which are one-man operations. The county sheriff, county police, Miami, Miami Beach, Coral Gables, Hialeah and North Miami together have about 90 per cent of the police employees, and no other department in the county is larger than twenty men. In addition to the police agencies themselves, certain other organizations furnish auxiliary services to the police organizations. Notably these are the Miami Communications Division, which services a number of police departments within the county, and the county stockade. Other police services are furnished by the Florida State Highway Patrol and a number of federal law enforcement agencies.

The extreme variation in size of the police departments is accompanied by an equal variation in their functions and the nature of service performed. The City of Miami and the other large municipalities of the county present a wide cross-section of most police problems and their police organizations are generally well equipped to meet them. On the other hand, some of the smaller towns in the county have practically no need for police service other than the enforcement of traffic regulations. In at least two cases, there are no duties performed by the town marshall, and the county and state police take care of whatever law enforcement is necessary within the municipal limits.

Because of the inability of most of the small town departments to provide a wide program of service, there has developed in Dade County a pattern of inter-city cooperation which has to some extent minimized the difficulties of metropolitan law enforcement. Such cooperation extends in some cases to the county organizations as well, and is chiefly represented in the furnishing of technical or staff services by one city to another. It is, however, informal in most cases and there are numerous examples of cities which participate to a very limited degree.

Patrol Service

Routine police patrol and the enforcement of traffic regulations is basically performed by local police agencies throughout the county. The only exceptions are those few communities where the access of persons to the town is limited or where the need is so small that either no patrol is performed or the county and state units can take care of it incidental to their other duties. The widest ranging patrol service is that of the sheriff's office, but it also is probably the lightest. Its principal function is traffic enforcement in the unincorporated areas, and it only partially overlaps the municipal departments' work. The Dade County police work only on county-owned property, particularly parks, and therefore do not overlap the service of any other community. Closely connected with routine patrol in most of the cities is the provision of school crossing guards and additional police personnel during seasonal peaks. Again, these are primarily municipal problems and are approached

by the cities individually with respect to their own particular needs. It is obvious that the intensity of patrol, and hence of crime prevention activity, is subject to exceedingly wide variations under the existing patterns.

Crime Investigation

Several of the smaller cities do not undertake to investigate crimes at all. For the most part, they make use of the investigative agencies of the sheriff's department or of the City of Miami. In theory, the sheriff's department has the authority and the responsibility to investigate crimes throughout the county, but its limited manpower and the good facilities which most of the larger cities possess lead to its confining itself largely to the unincorporated areas and, upon request, to the smaller cities. Both the sheriff's office and the Miami police are equipped with technical laboratory facilities which complement each other and are generally unavailable elsewhere. Wide use is made of such facilities by practically all the towns in the county. Even this arrangement, however, is more complicated than it first appears because of the fact that the sheriff's department distinguishes organizationally between capital crimes and other offences in the assignment of cases. This plan, probably a result of the similar distinction in the court system, is not ideally suited to providing service for other organizations and results in strong emphasis being laid on major crimes. This is particularly distressing inasmuch as vice and petty crimes are the most likely to be syndicated and thereby to present major enforcement problems to municipalities.

The Criminal Bureau of Investigation in the sheriff's department is charged by law with accumulating information concerning felonies throughout the county. This is a reasonable centralization of authority but as a matter of fact, it has not yet been worked out to mutual satisfaction of all agencies concerned. It is further subject to the usual variations in reporting and attitudes that are present in a metropolitan area where different customs and traditions of law enforcement prevail in different municipalities. Potentially, however, the Criminal Bureau of Investigation is one of the most useful organizations in the entire county.

Other studies of Dade County law enforcement have recommended that the Criminal Bureau of Investigation be transferred to the jurisdiction of the state's attorney. Such a step should be taken only after extremely careful consideration and almost as a last resort. Prosecution, it is true, proceeds from investigation, but the best protection of the rights of the accused and usually the soundest investigation and most effective prosecution develop from separating the two functions. Close cooperation is, of course, needed, but the very concept of law enforcement implies the investigation of crimes, and to usurp the authority of the sheriff and the police in this field is to seriously impair their effectiveness and emasculate the responsibility that should be placed in them. Further, the possibility that "competition" between agencies may develop should not be overlooked. Such has sometimes been the experience when prosecutors delve too deeply into investigations, since they are in a position to interest themselves in the prominent and publicly appealing cases, while leaving the hard and unrewarding work to the police. If the present system is ineffective the remedy lies in perfecting either the work of the police or of the prosecutors, or both.

Communications

The municipalities in Dade County have developed a system of cooperation

with respect to police communications which has greatly relieved the potential confusion that might be expected in a community with so many police forces. There are only five radio systems in the county, of which two serve the great majority of jurisdictions. The Miami Communications Division serves eight cities and two county police departments, and North Miami serves eight smaller cities. Miami Beach, Hialeah, and Coral Gables, each has its own communication system and the latter also serves the town of West Miami. Six cities do not have radio communications for their police departments. Most of the communications equipment is owned by the central operating agency and furnished on a rental basis to other cities. In all cases, however, the central city acts only as a transmitting and operating agent and has no authority over the deployment of forces within other cities.

The Miami Communications Division is a separate unit within the Department of Public Safety, and serves not only the ten police jurisdictions mentioned but also a number of other public agencies. It operates over 350 mobile units on six frequencies and has made considerable contribution to the operation of emergency services throughout the county.

The North Miami communications organization, while less complex than that of Miami, serves a wide area in a number of towns, none of which would be able to provide the service by themselves. It, too, is operated under a rental agreement, for the most part, although some of its client municipalities own their equipment.

Jails

About half of the municipalities in Dade County have their own jails. Most of those which do not are the smallest cities and they make use of the jail in a nearby community on a daily fee basis. North Miami provides such service for five other municipalities, Coral Gables for two, and there are other isolated cases, mostly designed to take care of overflow. The county jail is operated by the sheriff. The county stockade constitutes an entirely separate unit responsible to a committee of the county commission. At least four of the smallest communities apparently have no need for jail facilities at all and if such should arise they would probably use the facilities of the county.

Training

Most of the larger departments in metropolitan Miami have encouraged police training, and some have their own facilities. The Police Academy of the City of Miami is especially well staffed and equipped. On an area-wide basis, however, probably the most important single training agency is the Florida Police Academy. Most of the cities have a number of graduates of the 52-week course at the Academy as well as regular programs of participating in the two week in-service courses given annually. Several of the smaller cities send new recruits to the Miami training academy, and a number make use of the training plant possessed by the Coral Gables department. The larger cities frequently have special in-service courses given by the state police or the FBI. The problem of training police personnel in small cities is always complex and the fact that good training facilities are generally available to most of the jurisdictions in Dade County is indeed a fortunate circumstance. The question exists, however, as to the propriety of rendering the service on a gratis basis.

Fire Protection

Fire protection in Dade County is furnished by sixteen municipal and county

fire departments that employ paid firemen, and by a number of volunteer organizations. In at least three cases there is no local fire agency at all, the municipalities depending rather upon agreements or contracts with neighboring communities. In addition, there are firefighting units at military installations and airports. A total of about 830 firemen are employed by the county and municipalities, of whom over 600 are in the Miami fire division.

Firefighting Service

It is often economically impractical to provide full-time fire fighting service in small or sparsely settled communities. The need for a substantial number of personnel who are actually working one hour or less in a hundred has resulted in such communities seeking alternative answers to their fire protection problems. Two such alternatives have been used in Dade County. First, some departments are basically volunteer organizations, but include a nucleus of paid firemen. This type of organization is found in nine cities in Dade County and a variation of it is the basis for the county fire patrol. In the latter case, and in North Miami Beach, there is no organized body of volunteers, so the equipment driver depends upon such help as he can recruit at the fire scene. The other alternative to full time fire service is major reliance upon mutual aid agreements with other municipalities. Such agreements, most quite informal and none apparently having any legal standing, are very common in Metropolitan Miami. Practically every town has some obligation to assist surrounding communities and in some cases response by fire equipment across city lines is quite common.

Mutual aid, however, is seldom actually mutual. It hardly can be when one party to the agreement is a large and well equipped city and the other a small town with practically no fire protection resources. In such a case mutual aid becomes aid by the central city to the suburb without any appreciable reciprocity. Such is the case in Miami. The Miami Fire Department has one of the highest ratings of any department in the country and has historically been notably generous in making its facilities available to its neighbors. Such a policy, while morally unassailable, is not always economically defensible. Miami has the only firefighting force in Dade County able to cope with fires in some of the unincorporated areas, yet every time it makes a gratis response to such places it runs grave risks of incurring accident liability and insurance penalties as well as leaving its own citizens with less protection than they are paying for. Some years ago the national fire rating agency required that Miami cancel an agreement with a nearby community or else be graded on a population and area basis which would include the adjacent community. The plan would have cost the insured owners of Miami considerable money in terms of premiums, despite their support of a fine firefighting organization, so the agreement was cancelled. While such a condition is not typical and the lack of fire protection in the small city is not to be defended, it is symptomatic of the difficulties which communities may encounter by undue reliance upon mutual aid agreements.

The difficulty of supporting adequate fire protection in sparsely populated areas is particularly noticeable with respect to the Dade County Fire Patrol. This organization, which protects all property not within municipalities, has eight stations scattered throughout the length of the county, but is able to provide only one man on duty at any time in any one station. To the extent that its responsibilities lie in extinguishing or helping to control

brush and grass fires, the county patrol is in a fair position, since it can furnish equipment not otherwise available and can act as communication and command center at the fire site. With respect to building fires, however, neither the equipment nor manpower of the patrol is adequate to the task and the very distances involved frequently make effective firefighting impossible. Other problems are posed by the occurrence of fires on or near the municipal lines. As a matter of general policy the fire patrol and the bordering municipalities usually both respond and in this way reasonably good protection is in fact furnished. The arrangement is, however, cumbersome at best and potentially dangerous. An error in reporting the location of fires might result in no response at all.

Training

The Miami Fire Department has been of great service to the other cities of Dade County in the field of training. Its fire college is available gratis to any firemen, volunteer, or industrial employee who wishes to attend. Over the years a number of firemen have been so trained and their work has certainly tended to raise the level of fire protection in suburban communities. The cities which do not avail themselves of the Miami training facilities are in some cases able to provide their own. Miami Beach, Coral Gables, and more recently Hialeah and North Miami have rather complete training programs and have not had to depend upon the Miami institution. Other training is available at the state fire college at Ocala and practically every organized department has sent at least one, and in some cases many, of its members to that school.

Fire Prevention

A number of the larger cities have developed comprehensive fire prevention programs that exert considerable influence in reducing the incidence of fire. This activity however is characteristic only of the larger cities and understandably so. Small departments simply do not have the resources to carry out such a program because their tiny forces must be held in reserve to combat fires. Consistency between cities is absent because of the fact that there is no county-wide fire code or other standard. Many of the worst fire hazards in the county are located either in small towns or in unincorporated areas, where they are subject to practically no inspection or control and therefore constitute very dangerous situations. It is entirely understandable that the small cities and the county cannot provide great numbers of manpower and fleets of fine fire apparatus, but the lack of even legal authority to participate in fire prevention is not so readily understandable. Nor is the general fire protection of the county enhanced by the fact that Miami, Miami Beach, Coral Gables, and the other cities with good fire prevention programs are working toward varying objectives because of the differences that exist in codes and municipal policies.

The need for a consistent approach to fire prevention in Dade County is apparent. Reasonable minimum standards of construction and maintenance should apply throughout the county, complemented by a vigorous enforcement campaign. Such an arrangement would still leave the several municipalities broad latitude for establishing special standards within their own boundaries, but would pave the way for an improvement in conditions elsewhere that is the only sure approach to reducing fire hazards. It would be unfortunate indeed if a major conflagration were needed to effect the establishment of a reasonable county-wide fire prevention program.

SENATE JOINT RESOLUTION NO. 1046

A JOINT RESOLUTION PROPOSING AN AMENDMENT TO ARTICLE VIII OF THE CONSTITUTION PROVIDING FOR HOME RULE IN DADE COUNTY BY AMENDING SECTION II THEREOF.

BE IT RESOLVED BY THE LEGISLATURE OF THE STATE OF FLORIDA:

That the following amendment to Article VIII, Section 11, of the Constitution of Florida is hereby agreed to and shall be submitted to the electors of the State of Florida for ratification or rejection at the next general election to be held in November, 1956:

Article VIII, Section 11, is hereby amended to read as follows:

Section 11 (a). The electors of Dade County, Florida, are granted power to adopt, revise, and amend from time to time a home rule charter of government for Dade County, Florida, under which the Board of County Commissioners of Dade County shall be the governing body. This charter:

(i) Shall fix the boundaries of each county commission district, provide a method for changing them from time to time, and fix the number, terms and compensation of the commissioners, and their method of election.

(ii) May grant full power and authority to the Board of County Commissioners of Dade County to pass ordinances relating to the affairs, property and government of Dade County and provide suitable penalties for the violation thereof; to levy and collect such taxes as may be authorized by general law and no other taxes, and to do everything necessary to carry on a central metropolitan government in Dade County.

(iii) May change the boundaries of, merge, consolidate, and abolish and may provide a method for changing the boundaries of, merging, consolidating and abolishing from time to time all municipal corporations, county or district governments, special taxing districts, authorities, boards, or other governmental units whose jurisdiction lies wholly within Dade County, whether such governmental units are created by the Constitution or the Legislature or otherwise, except the Dade County Board of County Commissioners as it may be provided for from time to time by this home rule charter and the Board of Public Instruction of Dade County.

(iv) May provide a method by which any and all of the functions or powers of any municipal corporation or other governmental unit in Dade County may be transferred to the Board of County Commissioners of Dade County.

(v) May provide a method for establishing new municipal corporations, special taxing districts, and other governmental units in Dade County from time to time and provide for their government and prescribe their jurisdiction and powers.

(vi) May abolish and may provide a method for abolishing from time to time all offices provided for by Article VIII, Section 6, of the Constitution or by the Legislature except the Superintendent of Public Instruction and may provide for the consolidation and transfer of the functions of such offices, provided, however, that there shall be no power to abolish or impair the jurisdiction of the Circuit Court or to abolish any other court provided for by this Constitution or by general law, or the judges or clerks thereof although such charter may create new courts and judges and clerks thereof with jurisdiction to try all offenses against ordinances passed by the Board of County

Commissioners of Dade County and none of the other courts provided for by this Constitution or by general law shall have original jurisdiction to try such offenses, although the charter may confer appellate jurisdiction on such courts, and provided further that if said home rule charter shall abolish any county office or offices as authorized herein, that said charter shall contain adequate provision for the carrying on of all functions of said office or offices as are now or may hereafter be prescribed by general law.

(vii) Shall provide a method by which each municipal corporation in Dade County shall have the power to make, amend or repeal its own charter. Upon adoption of this home rule charter by the electors this method shall be exclusive and the Legislature shall have no power to amend or repeal the charter of any municipal corporation in Dade County.

(viii) May change the name of Dade County.

(ix) Shall provide a method for the recall of any commissioner and a method for initiative and referendum, including the initiation of and referendum on ordinances and the amendment or revision of the home rule charter, provided, however, that the power of the Governor and Senate relating to the suspension and remov al of officers provided for in this Constitution shall not be impaired, but shall extend to all officers provided for in said home rule charter.

(b) Provision shall be made for the protection of the creditors of any governmental unit which is merged, consolidated, or abolished or whose boundaries are changed or functions or powers transferred.

(c) This home rule charter shall be prepared by a Metropolitan Charter Board created by the Legislature and shall be presented to the electors of Dade County for ratification or rejection in the manner provided by the Legislature. Until a home rule charter is adopted the Legislature may from time to time create additional Charter Boards to prepare charters to be presented to the electors of Dade County for ratification or rejection in the manner provided by the Legislature. Such Charter, once adopted by the electors, may be amended only by the electors of Dade County and this charter shall provide a method for submitting future charter revisions and amendments to the electors of Dade County.

(d) The County Commission shall continue to receive its pro rata share of all revenues payable by the state from whatever source to the several counties and the state of Florida shall pay to the Commission all revenues which would have been paid to any municipality in Dade County which may be abolished by or in the method provided by this home rule charter; provided, however, the Commission shall reimburse the comptroller of Florida for the expense incurred if any, in keeping of separate records to determine the amounts of money which would have been payable to any such municipality.

(e) Nothing in this section shall limit or restrict the power of the Legislature to enact general laws which shall relate to Dade County and any other one or more counties in the State of Florida or to any municipality in Dade County and any other one or more municipalities of the State of Florida, and the home rule charter provided for herein shall not conflict with any provision of this Constitution nor of any applicable general laws now applying to Dade County and any other one or more counties of the State of Florida except as expressly authorized in this section nor shall any ordinance enacted in pursuance to said home rule charter conflict with this Constitution or any such applicable general law except as expressly authorized herein, nor shall the charter of any municipality in Dade County conflict with this Constitution or any such applicable general law except as expressly authorized herein, provided however that said charter and said ordinances enacted in pursuance thereof may conflict with, modify or nullify any existing local, special or general law applicable only to Dade County.

(f) Nothing in this section shall be construed to limit or restrict the power of the Legislature to enact general laws which shall relate to Dade County and any other one or more counties of the State of Florida or to any municipality in Dade County and any other one or more municipalities of the State of Florida relating to county or municipal affairs and all such general laws shall apply to Dade County and to all municipalities therein to the same extent as if this section had not been adopted and such general laws shall supersede any part or portion of the home rule charter provided for herein in conflict therewith and shall supersede any provision of any ordinance enacted pursuant to said charter and in conflict therewith, and shall supersede any provision of any charter of any municipality in Dade County in conflict therewith.

(g) Nothing in this section shall be construed to limit or restrict the power and jurisdiction of the Railroad and Public Utilities Commission or of any other state agency, bureau or commission now or hereafter provided for in this Constitution or by general law and said state agencies, bureaus and commissions shall have the same powers in Dade County as shall be conferred upon them in regard to other counties.

(h) If any section, subsection, sentence, clause or provision of this section is held invalid as violative of the provisions of Section 1 of Article XVII of this Constitution, the remainder of this section shall not be affected by such invalidity.

(i) It is declared to be the intent of the Legislature and of the electors of the State of Florida to provide by this section home rule for the people of Dade County in local affairs and this section shall be liberally construed to carry out such purpose, and it is further declared to be the intent of the Legislature and of the electors of the State of Florida that the provisions of this Constitution and general laws which shall relate to Dade County and any other one or more counties of the State of Florida or to any municipality in Dade County and any other one or more municipalities of the State of Florida enacted pursuant thereto by the Legislature shall be the supreme law in Dade County, Florida, except as expressly provided herein and this section shall be strictly construed to maintain such supremacy of this Constitution and of the Legislature in the enactment of general laws pursuant to this Constitution.

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