

**Unincorporated Broward County
Annexation Study**

North Central County Study Area - Infill Areas

Executive Summary

February 27, 1999

Conducted by:

Community Redevelopment Associates, Inc.
10221 Taft Street, Suite 2
Pembroke Pines, FL 33026
Ph: (954) 431-7866 Fax: (954) 431-6882

*Project Team- Early Johnson (Project Manager), Jerry Kolo, W. Scott Stoudenmire,
Kathleen Gonot, Edward Ploski*

Introduction

Infill areas A-I are pockets of unincorporated areas included in the North Central County Unincorporated Areas Annexation Study. This study uses the annexation criteria and guidelines established by the State of Florida Legislature and the Broward County Board of County Commissioners to determine the annexation options for the residents of these areas. The study also addresses the questions and/or concerns identified by the residents of the Infill areas and other unincorporated areas in the County. The main purpose of the study is to bring information to the residents of the unincorporated areas about how their annexation into any of the different contiguous municipalities would affect them.

To the extent possible, the services that would be provided by different contiguous municipalities are compared to the services that residents currently receive in the unincorporated areas. However, residents of the study areas should not deduce from such comparisons that remaining unincorporated is an option for them. It is the policy of Broward County to ensure that all currently unincorporated areas be incorporated within existing or new municipal boundaries by the year 2010.

In terms of participation, residents of the study areas were as involved as possible in the different phases of this study. Many of the concerns addressed in this study were raised in public hearings and specifically from residents of the study areas and other unincorporated areas.

The study also discusses the fiscal impact of annexation on the residents of the study areas especially in terms of property tax, utility taxes, franchise fees, and service fees for public services (mainly police, fire and emergency medical services). The fiscal impact of annexation on the residents of these study areas varies with consumption of utilities as well as property taxes. Ad valorem taxes vary with total taxable value, which is the total assessed value of a property minus the amount of exemptions. On the other hand, the impact of utility taxes and franchise fees obviously varies with consumption of utilities.

In order to assist residents in making their annexation decision, specific information is provided in this study on those critical issues that residents will need to consider in making their decision. Information about these issues compares the three potential annexing cities available to residents of the study areas. The information is presented in both tabular and narrative forms, and the maps in the attached Appendix A complement the text with the intent to provide residents with a comprehensive picture upon which to base their decisions.

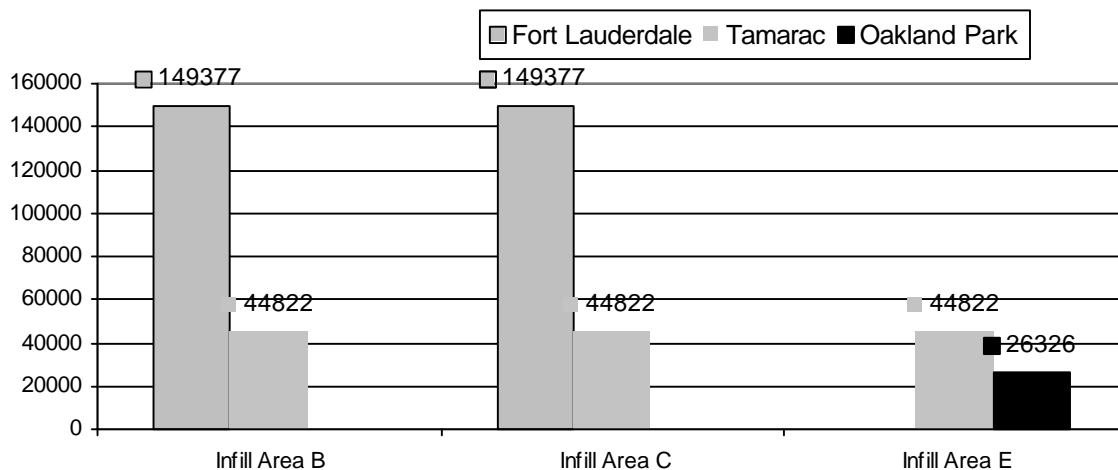
Demographic Information

Particularly important in making a decision on annexation are the similarities in demographic characteristics between the study areas and each of the Potential Annexing Cities (PACs). In 1990, there were 468 residents and 212 residential units in three of the nine infill areas - 13 residents and 6 residential units in Infill Area B, 153 residents and 56 residential units in Infill Area C, and 302 residents in 150 residential units in Area E.¹ The six other infill areas do not have any residential units and even one of these areas (Infill Area I) contains only ball fields. Figure 1 presents the populations of each of the municipalities adjacent to the three individual infill areas that contain residential units.

The City of North Lauderdale is Contiguous only with Infill Area A, which contains no residential units. The City's population in 1990 was 26,506.

Another important factor is the age distribution of the population. The "above-65" population in the PACs was 17.8%, 47.6%, 13% and 6.5% of the total populations in the cities of Fort Lauderdale, Tamarac, Oakland Park, and North Lauderdale respectively. The City of Tamarac's population is remarkably older than that of the City of Fort Lauderdale. The City of North Lauderdale's percentage of people over 65 years of age is not only the lowest of the three PACs but also at most half of the percentage in the study areas.²

Figure 1. Population of Adjacent Municipalities



¹ Data Based on 1990 U.S. Census of Population, Since Infill Area E was developed after April 1990, the data presented above for that area are projections and estimates by the Comprehensive and Neighborhood Planning Division, Department of Strategic Planning and Growth Management, Broward County.

² Data Based on 1990 U.S. Census of Population and Housing.

Discussions and Comparisons of Land Use Categories & Zoning Districts

One of the main concerns of residents and policymakers is the compatibility of the land use and zoning categories between the annexation study areas on one hand, and the Potential Annexing Cities (PACs) on the other. While this is a very important issue, the zoning and land use incompatibility by itself should not preclude PACs from annexing an unincorporated area. As detailed below, there are many options to allow municipalities to accommodate an unincorporated area in case the two codes are not compatible.

There are at least three options available to PACs in order to accommodate the study areas in situations where the codes conflict between the annexing city and the annexed area:

1. PACs have the option of administering current Broward County zoning for the study areas. In certain situation, a municipality may choose this option as an interim measure, waiting to amend their own code at a later date.
2. PACs may amend existing zoning district or, where appropriate, create a new district to accommodate existing development within the study areas. This option will eliminate all non-conforming issues under the City's Zoning Code.
3. PACs may also apply the municipality's zoning district that most closely resembles the County's zoning district. This option will include formally acknowledging any existing non-conforming uses at the time of annexation. In case of non-conforming uses, a number of alternative options are available to residents. One option is for residents to negotiate, at the time of annexation, for a legally acceptable solution with the annexing municipality. A second option would be for the municipality to adopt new zoning standards that would accommodate the properties that would be non-conforming otherwise. In either case, a non-conforming use might pose a problem to residents only in cases where the annexing municipality chooses to be inflexible in accommodating the non-conforming uses. It is important for residents to note that this inflexibility might pose a problem to residents only in case they need to rebuild or redevelop their property. However, it is customary for municipalities to make rules regarding the re-developing of such properties when they are declared non-conforming or at the time of annexation.

There are two main points that need to be kept in mind when reading the following comparisons of different land use categories and zoning codes. First, inconsistencies would be a problem only if the annexed areas already have structures that would become non-conforming in case of annexation into a municipality. Second, there are multiple options that are listed above on how PACs would deal with these incompatibility issues if they arise.

For each infill area, there could be one or two PAC. This primarily has to do with legislative restrictions on the annexation of areas only by contiguous municipalities. The following Table 1 shows what infill areas could be annexed by which municipality.

Table 1. Contiguity between the Each Infill Area and the different PACs

PAC / Infill Area	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
A	4		4	
B	4	4		
C	4	4		
D				4
E		4		4
F	4	4		
G				4
H				4
I				4

A comparison of land use categories and zoning districts for the infill areas and the different PACs shows that land use varies from one infill area to another. Therefore, the Land use and zoning analysis will be separate for each of the infill areas.

Area A:

Area A is located along the east side of the Florida Turnpike, immediately south of Cypress Creek Road. This area is designated for limited agricultural purposes. The existing Broward County Land Use classifications included within the Infill Area A is “Utilities (U). This category provides land area to ensure the availability of land necessary to provide adequate level of utility service. The Broward County Zoning Code included within this Infill Area is “A-1” or Limited Agricultural. According to Table 1 and location maps in Appendix A, North Lauderdale and Fort Lauderdale are the only two areas that are contiguous with Infill Area A.

Land Use classifications, as defined within Future Land Use Plans for the City of North Lauderdale and the City of Fort Lauderdale, are appropriate for the Infill Area A, and if applied, will not create a non-conforming land use situation in either municipality. Therefore, no modifications and/or additions to the Future Land Use Plan are necessary to accommodate Infill Area A.

In terms of zoning inconsistencies, the annexation of Area A into North Lauderdale is not expected to yield in any major regulatory inconsistencies. Permitted uses and dimensional requirements are consistent with those of the County’s zoning district. One potential inconsistency between Fort Lauderdale’s Utility District and that of the County relates to height.

The County's Zoning District includes a maximum height of 500 feet, while the City's U District has a maximum structure height of 60 feet. However, existing development in this area would be consistent with the City of Fort Lauderdale's U district. The administrative remedies already outlined above may also be engaged to deal with these inconsistencies that may arise.

Areas B and C

Area B is bounded on the north by W. Prospect Road and W. Perimeter Road, on the east by NW 26th Avenue, on the south by a multi-family development in the City of Fort Lauderdale, and on the West by 31st Avenue. The area consists of a small residential development, an industrial Park, a church, a lake and an open space. Area C includes a small residential development along NW 53rd Street.

There are two adjacent municipalities to Infill Areas B and C: Fort Lauderdale and Tamarac. Land use classification, as defined within Future Land Use Plans for these two municipalities are appropriate for the Infill Areas B and C, and if applied, will not create a non-conforming land use situation in the municipality. Therefore, no modifications and/or additions to the Future land Use Plan are necessary to accommodate the annexation of these two areas.

The Broward County Land Use classifications included within the Infill Areas B and C are Residential (16 DU/AC (M) which permits up to 16 dwelling units per gross acre), Office Park (O which provides land area for planned office complexes and corporate headquarters), Industrial (I which provides land area for industrial uses), and Community Facilities (CF which provides a full range of regional and community uses for education, governmental, religious, and other community activities).

As for current zoning districts in the two Infill Areas, there are 6 different zoning districts:

1. Low Density Multiple R-3 District - this District is intended to provide a variety of residences and complimentary uses which conform to the density requirements of the Broward County Land Use Plan.
2. Residential Multiple Family RM-16 District - this district is intended to encourage the location of planned office complexes and corporate headquarters.
3. I-1 Institutional-Educational District - this district is intended to apply to areas to be used for school and educational institutions and other related activities by establishing and providing the proper environment for educational facilities through the grouping of educational. Cultural and technological measures. In addition, this district is intended to be used for the location of religious institutions.
4. M-1 Light Industrial District - this District is intended primarily for the manufacture of small articles and non-objectionable products not involving the use of any materials, processes or machinery likely to cause undesirable effects upon nearby or adjacent residential or business property.
5. Open Space S-2 District - this district is intended to preserve areas designated or used for active or [passive recreation and to preserve open space.

While the City of Fort Lauderdale's RS-8 category is similar to Broward County's R-1C category in specifying a 35-foot minimum height requirement, the County's code allows buildings to have towers or any form of other standing objects that could extend for up to 50 feet. The same problem exists in the City's RD-15 which compares with the County's R-2 and R-2U zone. Our analysis revealed no potential problems in Infill Areas B and C that could arise from this minor incompatibility. Another incompatibility issue is between the City's and the County's Community Facility category. The City's code has more height restrictions (60 feet maximum) than the County's (100 feet maximum). Again, this seems to pose no problem to the already existing properties. The administrative remedies already outlined above may also be engaged to deal with these inconsistencies that may arise.

Area D

Area D is located south of NW 44th street, consisting of a small recreational area. The current Broward County Land Use Category included within this Infill Area D is Community Facilities (CF). This category provides a full range of regional and community uses such as education, medical, governmental, religious, civic, cultural, judicial and correctional facilities. This area is zoned as A-1 Limited Agricultural District. The only municipality that is adjacent to this area is Oakland Park.

The City of Oakland Park closely resembles, except for a few minor inconsistencies, the County's zoning and land use categories. In this case, there are no likely inconsistencies that would arise.

Area E

Area E is bounded on the north by NW 46th Street, on the east by NW 31st Avenue, on the south by NW 44th Street, and on the west by multi-family development in the City of Oakland Park. The area consists of multi-family development and commercial property along NW 31st Avenue. The Broward County land Use classifications included within the Infill Area E are Residential (5 DU/AC (L-5) which permits up to five (5) dwelling units per gross acre), and Commercial ((C) which provides land area for planned office complexes and corporate headquarters.

The Broward County Zoning districts included within the Infill Area E are: RM-5, which is intended to provide a variety of residences and complimentary uses which conform to the density requirements of the Land use Plan, and general business (B-2 District), which is intended primarily to meet the shopping and limited service needs of several neighborhoods or a substantial territory.

The two adjacent municipalities to Infill Area E are Tamarac and Oakland Park.

Tamarac's Land Use and Zoning categories seem compatible with the County's with a few exceptions. The City's R1C zone requires a maximum height of 35 feet while that of the County requires a maximum height of 30 feet only. In the Business category B3, the County requires no minimum plot size and plot measure restrictions while Tamarac's B3 category requires a minimum plot size of 1 acre and a lot width of 200 feet and depth of 200 feet. The County's R-2 Zoning District restricts building height to a maximum of 35 feet and requires a minimum lot area of 6,000 square feet. The City's R-2 district restricts building height to a maximum of 30 feet and requires a minimum lot area of 10,000 square feet. The County's R-2U Zoning District requires a minimum lot area of 6,000 square feet, while the City's RD-7 district requires a minimum lot area of 10,000 square feet. The County's A-3 Zoning District includes a maximum structure height of 500 feet, while the City's SU District has a maximum structure height of 130 feet, which only applies to communication towers. The County's S-2 Zoning District has no required minimum plot size, while the City's S-1 district requires a minimum lot width of 100 feet and a 10,000 square foot plot area.

The City of Oakland Park closely resembles, except for a few minor inconsistencies, the County's zoning and land use categories. The County's R-1C Zoning District includes a broader list of permitted uses. However, the existing uses in this area of Infill Areas A-I would be consistent with the City's R1 District permitted uses. Further, the County's R-1C Zoning District restricts building height to a maximum of 35 feet and requires a minimum lot area of 6,000 square feet. The City's R1 district allows building height to a maximum of 35 feet also and requires a minimum lot area of 6,000 square feet. The County's R-2 Zoning Districts restrict building height to a maximum of 35 feet and requires a minimum lot area of 6,000 square feet. The City's R2 district restricts building height to a maximum of 26 feet and requires a minimum lot area of 6,000 square feet for a one-family dwelling and 8,000 sq. ft. For a two-family dwelling. Height requirements are likely to be an issue only for those existing units that are higher than the maximum of 26 feet. The County's S-2 and the City's OS Zoning Districts have no required minimum plot size.

Area F

Area F is located at the northwest intersection of Commercial Boulevard and NW 31st Avenue consisting of a small commercial development. The existing Land Use classification within the Infill Area F is Commercial (C). This category provides Land use for business, office, retail, service and other commercial enterprises which support the residents and tourist populations of Broward County. The Broward County Zoning district is General Business (B-2 District) which is intended primarily to meet the shopping and limited service needs of several neighborhoods or a substantial territory. Fort Lauderdale and Tamarac are the two municipalities adjacent to Area F.

For Fort Lauderdale, the current land use classifications, as defined in the City's Future Land Use Plan, are appropriate for this Infill Area F and if applied, will not create a non conforming land use situation. Therefore, no modifications and/or additions to the Future Land Use Plan are necessary to accommodate this Infill Area. Tamarac's Land Use and Zoning categories seem compatible with the County's

Areas G, H, and I

Areas G and H consist of small pockets of commercial property along the south sides of Commercial Boulevard. Area I consists of recreational uses. Area I is bounded on the north by Headway Office Parklands in the City of Lauderdale Lakes, on the east by multi-family development in the City of Oakland Park, on the south by NW 44th Street, and on the west by a commercial development in the City of Lauderdale Lakes. The adjacent city is Oakland Park.

The Broward County Land Use classifications included within the Infill Areas G, H and I are Residential (5 DU/AC (L-5) which permits up to 5 dwelling units per gross acre, and Commercial ((C) which provides land area for business, office, retail, service and other commercial enterprises which support the resident and tourist populations of Broward County.

The Broward County Zoning Code districts included within the Infill Areas G, H and I are Commercial (C-1) District and General Business (B-1) district. The C-1 District is intended for certain repair and other services, wholesale, storage, and warehouse uses, and sales of large or heavy machinery and equipment. It serves large sections of the county rather than nearby residential areas and does not cater to pedestrian trade. The B-3 district is intended to apply to arterial streets and traffic ways where business establishment primarily not of a neighborhood or community service type may properly locate to serve large sections of the City's metropolitan area.

The City of Oakland Park closely resembles, except for a few minor inconsistencies, the County's zoning and land use categories. The County's R-1C Zoning District includes a broader list of permitted uses. However, the existing uses in this area of Infill Areas A-I would be consistent with the City's R1 District permitted uses. Further, the County's R-1C Zoning District restricts building height to a maximum of 35 feet and requires a minimum lot area of 6,000 square feet. The City's R1 district allows building height to a maximum of 35 feet also and requires a minimum lot area of 6,000 square feet. The County's R-2 Zoning Districts restrict building height to a maximum of 35 feet and requires a minimum lot area of 6,000 square feet. The City's R2 district restricts building height to a maximum of 26 feet and requires a minimum lot area of 6,000 square feet for a one-family dwelling and 8,000 sq. ft. For a two-family dwelling. Height requirements are likely to be an issue only for those existing units that are higher than the maximum of 26 feet. The County's S-2 and the City's OS Zoning Districts have no required minimum plot size.

Fiscal Impact

The fiscal impact of annexation is another major concern that residents should consider when looking at different PACs. Overall, the fiscal impact of annexation for the residents of the study areas varies with consumption of utilities as well as property taxes. Assessment fees generally do not vary by property value or income. Ad valorem taxes vary with property value. The impact of utility taxes and franchise fees varies with consumption of utilities. Therefore, the overall fiscal impact needs to be determined by each individual depending on their own living standards and consumption patterns.

The fiscal impact information shows cost-differentials for the various PACs. The rate for ad valorem taxes may be higher in one jurisdiction than in the others. However, that same jurisdiction with the high ad valorem taxes may have lower non-ad valorem taxes than the other PACs. The total fiscal impact, therefore, may be determined only by a careful examination of all taxes and fees. The different municipalities assess different ad valorem and non-ad valorem taxes. In looking at the amount of taxes, residents need to carefully consider the amount of services provided by each municipality. The direct comparison of total costs of taxes and fees is the only way to make a truly relevant evaluation of the options.

Fort Lauderdale is the only PAC that has a higher annual garbage fee (\$340.8) than what the residents of the study areas are currently paying (\$297). Conversely, the City of Fort Lauderdale's annual EMS assessment is considerably lower (\$30.38) than the \$237.38 Fire and EMS Fee currently paid by the residents of the study areas. Fort Lauderdale's EMS fee does not include fire fees. The fire services are funded through ad valorem or other revenues. The cities of North Lauderdale and Tamarac assess \$170.34 and \$79.55 respectively. The City of Oakland Park charges no such fee.

Generally, based on taxable value of \$25,000 increments up to \$200,000, residents of the study areas now pay considerably less property taxes (\$53 - \$427) than they would in other municipalities/PACs. The fiscal impact of annexation in this regard would be higher in the City of Tamarac (\$137 - \$1,097) and the City of Fort Lauderdale (\$142 - \$1,135), than it would be in the City of North Lauderdale (\$112 - \$896) and the City of Oakland Park (\$124 - \$994). The range of \$53 to \$427 for unincorporated Broward is at least half of the ad valorem taxes they would pay in any of the PACs.

There was no concrete data to enable a valid comparison of the non-ad valorem tax impact on commercial and industrial property in case of annexation by any of the PACs. Such fees tend to depend on formulas that vary from one commercial property to another depending on size, function and amount of waste produced. The ad valorem taxes paid by commercial properties are much easier to identify than impact and assessment fees. The average taxable value of commercial property in the North Central County Unincorporated Area is \$707,428, while the

industrial is \$953,510. The taxes due for commercial properties with such a taxable value (\$707,428) vary from \$3,314 in the City of North Lauderdale to \$4,013 in the City of Fort Lauderdale. The taxes due are \$3,881 for the City of Tamarac and \$3,517 for the City of Oakland Park. Commercial taxpayers in the unincorporated areas pay a total of \$1,516 for the same taxable property. The industrial ad valorem taxes on the average property value quoted above would increase from \$2,043 (on average) to \$5,230 in the City of Tamarac, \$4,469 in the City of North Lauderdale, \$4,740 in the City of Oakland Park, and \$5,410 in the City of Fort Lauderdale. Not all the study areas have commercial and industrial properties. Therefore, those areas with no such properties should treat impact on industrial and commercial properties as a non-issue.

Exhibit 2.2.1 outlines the different ad valorem and non-ad valorem taxes that are assessed in each of the PACs. The current millage rates paid by the residents of study areas (2.134 per \$1000 taxable value) are at least half of those that would be assessed by any of the PACs (4.482, 5.4855, 4.9715, or 5.6733 per \$1000 taxable value in the cities of North Lauderdale, Tamarac, Oakland Park and Fort Lauderdale respectively). On the other hand, the annual Fire/EMS fee that the residents of the study areas (\$237.38) currently pay is the highest among the different PACs (\$0.00, \$30.38 (EMS only), \$79.55, or \$170.34 depending on the PAC). The Garbage fee is comparable, with the exception of that for the City of Tamarac, between the County and the other PACs. Exhibit 2.2.1 outlines the above fees.

Exhibit 2.2.1. Fiscal Impact	Broward County	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
Property Tax (Annual) (Total Taxable Value equals Total Assessed Minus Amount of Exemption)					
\$ 25,000	\$ 53.35	\$ 141.83	\$ 137.14	\$ 112.05	\$124.29
\$ 50,000	\$ 106.70	\$ 283.67	\$ 274.28	\$ 224.10	\$248.58
\$ 75,000	\$160.05	\$ 425.50	\$ 411.41	\$ 336.15	\$372.86
\$100,000	\$213.40	\$ 567.33	\$ 548.55	\$ 448.20	\$497.15
\$125,000	\$266.75	\$709.15	\$ 685.7	\$ 560.25	\$ 621.45
\$150,000	\$320.10	\$850.98	\$ 822.84	\$ 672.3	\$ 745.74
\$175,000	\$373.45	\$992.81	\$ 959.98	\$ 784.35	\$ 870.03
\$200,000	\$426.80	\$1134.64	\$1,097.12	\$ 896.4	\$ 994.32
Current Millage	0.002134	0.0056733	0.0054855	0.004482	0.0049715
Garbage (Annual)	\$297	\$ 340.80	\$175.20	\$ 240.48	\$ 266.40
Total Utility Taxes (percentages)					
a. Electric	10%	10%	0%	10%	10%
b. Telephone	7 %	7%	0%	10%	7%
c. Water	0%	10%	0%	10%	5%
e. Fuel Oil	0%	\$0.04/Gal	0%	0%	10%
f. Natural Gas	0%	10%	0%	10%	10%
Total Franchise Fees (percentages)					
a. Electric	5.5%	6%	6%	6%	6%
b. Telephone	0%	1%	1%	1%	1%
c. Cable TV	5%	5%	3%	5%	5%
d. Garbage/Recycling	0%	0%	varies	15%	0%
e. Natural Gas	0%	6%	0%	0%	0%
Annual Fire/EMS Assessment	\$237.38	\$ 30.38 (EMS only)	\$ 79.55	\$ 170.34	\$ 0.00

The requirement of providing sample utility bills for three representative housing types was difficult, perhaps unrealistic to gauge. The practical reason for this is that per capita consumption or use of utilities, and the size of a housing development determine the bills that individual persons and developments pay. The only figures available were the ones used by Broward County to do its own comparisons of taxes and fees across its different municipalities. These example figures are \$120, \$20, \$27, and \$30 for electricity, water, cable, and telephone respectively. The same figures were cited for both single and multi-family housing types.

In order to enable residents to calculate the total taxes and fees that they would be paying in case of annexation into any of the PACs, this study provides a working sheet in Table 2. Residents of the study areas may use this Table to make comparisons based on their own utilities' consumption patterns. Table 2 below provides a working sheet for residents to determine the total fiscal impact for them.

Table 2: Working Sheet for Calculating Total Fiscal Impact (All Figures are Annual)

	Unincorporated Broward	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
Taxable Value	A x 0.002134	A x 0.0056733	A x	A x 0.004482	A x 0.0049715
Garbage Fee	\$297	\$340.80	\$175.20	\$240.48	\$ 266.40
Utility Taxes					
Electric	B x 0.1	B x 0.1		B x 0.1	B x 0.1
Telephone	B x 0.07	B x 0.07		B x 0.1	B x 0.07
Water		B x 0.1		B x 0.1	B x 0.05
Fuel Oil		# gallons X 0.04			B x 0.1
Natural Gas		B x 0.1		B x 0.1	B x 0.1
Total Utility Taxes					
Franchise Fees					
Electric	B x 0.05	B x 0.06	B x 0.06	B x 0.06	B x 0.06
Telephone		B x 0.01	B x 0.01	B x 0.01	B x 0.01
Cable T.V.	B x 0.05	B x 0.05	B x 0.03	B x 0.05	B x 0.05
Garbage/Recycling				\$240.48 0.15	
Natural Gas		B x 0.06			
Total Franchise Fees					
Fire / E M S Assessment	\$237.38	\$30.38	\$79.55	\$170.34	\$0.00
Total Annual Taxes					

A = Total Taxable Value = Total Assessed Value - Homestead Exemption

B = Annual Utility Cost = (Average Monthly Utility Bill Before All Taxes) multiplied by 12

The example is for a home with a Total Assessed Value of \$125,000 and a homestead exemption of \$25,000. This means that the Total Taxable Value is \$100,000. Utility taxes and franchise fees are estimated based on a monthly \$120 electric bill, \$20 water bill, \$30 telephone bill, and \$27 cable bill. These are the estimates used by the County in its Generalized residential Fees for the Municipalities and Unincorporated Area of Broward County, FY 1999. These figures do not represent averages but are rather mere examples used to make the comparisons more meaningful. Note that all figures used in this example are for illustration purposes only.

For the homeowner with a total assessed property value of \$125,000 and a utility consumption pattern consistent with the above example, the total taxes could rise from the current \$1,012.38 in unincorporated Broward to \$1,050.95 in the City of Oakland Park, \$1,205.29 in the City of North Lauderdale and \$1,237.97 in the City of Fort Lauderdale. Conversely, the total taxes may drop to \$903.03 in the City of Tamarac.

Exhibit 2.2.2 highlights the differences in the Total Fiscal Impact on residents of the study areas in case of annexation by any of the three different PACs. This exhibit also shows the potential impact for homeowners with different property values. Since no sample utility bills for consumption of homeowners in different categories/brackets were available, we will continue to use the utility bills example cited by the County.

Exhibit 2.2.2.

Costs to property owners assessed or charged by the County and the potential annexing municipalities:

	Broward County	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
Total non-property taxes (Residential) as estimated by the County's Generalized Residential Fees for the Municipalities and Unincorporated Areas of Broward County - FY 1999	\$798.98	\$670.58	\$354.47	\$757.09	\$553.80
Total Fiscal Impact for Residential Home Owners (Annual). Below are different Scenarios for home with different Taxable Values (Total Assessed Value - Exemptions):					
\$ 25,000	\$ 852.33	\$ 812.41	\$ 491.61	\$ 869.14	\$ 678
\$ 50,000	\$ 905.68	\$ 954.25	\$ 628.75	\$ 981.19	\$ 802
\$ 75,000	\$ 959.03	\$ 1,096.08	\$ 765.88	\$ 1,093.24	\$ 927
\$ 100,000	\$ 1,012.38	\$ 1,237.91	\$ 903.02	\$ 1,205.29	\$ 1,051
\$ 125,000	\$ 1,065.73	\$ 1,379.73	\$ 1,040.17	\$ 1,317.34	\$ 1,175
\$ 150,000	\$ 1,119.08	\$ 1,521.58	\$ 1,177.31	\$ 1,429.39	\$ 1,300
\$ 175,000	\$ 1,172.43	\$ 1,663.39	\$ 1,314.45	\$ 1,541.44	\$ 1,424
\$ 200,000	\$ 1,225.78	\$ 1,805.22	\$ 1,451.59	\$ 1,653.49	\$ 1,548
Taxes Due for commercial property by Municipality (average taxable value = \$707,428)	\$1,516	\$4,013	\$3,881	\$3,314	\$3,517
Taxes Due for industrial property by Municipality (average taxable value = \$953,510)	\$2,043	\$5,410	\$5,230	\$4,469	\$4,740

The existing municipal debts and long term liabilities in the PACs are \$234.7 million for the City of Fort Lauderdale, \$26.9 million for the City of Tamarac, and \$3.6 million for the City of North Lauderdale. Each of these figures should be examined or weighed in light of each municipality's population, budget/revenues and other criteria, such as credit rating, quality of infrastructure, etc.. In relative and more real terms, based on the City of Fort Lauderdale Comprehensive Annual Financial Report (September 30, 1997), the City's debt amounts to \$1,530 per capita. Recent comments from the City of Fort Lauderdale suggests that this debt has been reduced by \$71 per capita as a result of paying-off some of the said debts. This figure includes general long-term debt, enterprise funds, internal service funds, and trust and agency funds.³ Using the same criteria used to determine the City of Fort Lauderdale's per

³City of Fort Lauderdale's Finance Director suggested that the figure will be substantially lower (\$640) if we were to include only the long terms debts that would be payable from the general fund.

capita debt, the City of North Lauderdale's debts amount to \$132 per capita and those of Oakland Park amount to \$172 per capita. The City of Tamarac's debt amounts to \$553 per capita. Another important point to consider when looking at the above numbers is that cities often borrow money to fund economic growth projects. For instance, while the redevelopment of a downtown may cause the municipal government to borrow money, through bonds and otherwise, the economic payoffs of a vibrant downtown area could stimulate employment and investment in that municipality, and in the long run, residents may be better off.

The City of Fort Lauderdale reported several hundred pending lawsuits and other potential liabilities. They are included in Appendix E. Many of these suits get either dismissed or settled out of courts for amounts much lower than what would be initially proposed. The cities of North Lauderdale and Tamarac provided no information on pending lawsuits. The City of Oakland Park Finance Director indicated that there are no significant lawsuits that are pending against the City.

Analysis of Adopted and Proposed Capital Improvement Programs

Neither the City of Fort Lauderdale nor any of the other PACs has any capital improvements scheduled in the five-year capital improvement plans for the study areas. This is expected since the PACs are not certain that they will annex the study areas. It is likely that the PACs will incorporate some projects in their capital improvement plans after the annexation. The general expectation among the PACs is that any improvement proposed for the study areas would be funded either exclusively by the County, or jointly with the annexing municipality through some special funding arrangement.

Due to the cost and time dimensions of providing capital improvements, PACs were non-committal to any special treatment for the study areas in the event of annexation. However, each PAC seems committed to a fair and equitable treatment of these areas in meeting their infrastructure needs and treating it in the same manner as any other neighborhood within that PAC. None of the PACs' staff suggested that they would be proposing any special assessments on a city-wide basis or for residents of the study areas, in the event of annexation.

According to various conversations with different PAC staff, in the event of annexation, each of the PACs will ensure a fair balance of capital improvements between the study areas and all the other neighborhoods in the annexing municipality.

Enclosed in Appendix D is the memorandum that outlines these issues. Given that we had no input from the other 2 PACs on this matter, we will continue to use our original criteria in determining the per capita debt.

Levels of Service Analysis

A meaningful comparative analysis of the levels of service (LOS) for the PACs requires the cooperation of the three PACs. For that reason, a letter requesting LOS information was sent to the three municipalities on August 14, 1998. Unfortunately, the PACs either did not provide the adequate information to conduct the analysis or simply did not respond to our requests for information. From the LOS data provided by the PACs, it is evident that the scope and level of each service is directly related to the population of the municipality, the revenues/budget of the municipality, the size or volume of demand for services, the age of the area (neighborhood) where service is provided, and a host of other criteria in the municipal budgetary process. The LOS for each PAC will apply to the annexation areas in the event of annexation. It must also be noted that some capital facilities, such as roads and parks are provided as a matter of requirement under the State of Florida's 1985 Growth Management Act.

For Fire/EMS service, the City of North Lauderdale has a fire station on Hampton Avenue about 0.75 miles away from most of the infill areas. The closest Fort Lauderdale fire station is 1.5 miles away from the study areas. The current response time according to City estimates is approximately 3 minutes. The City of Tamarac has a fire station that is located about 1 mile away from areas. There is a planned expansion of this station to add one additional unit. There are 62 full time certified fire fighters of whom 25 are paramedics and 33 are Emergency Medical Technicians. The new rescue unit is likely to add 12 new firefighter paramedics. The Fire Rescue Department responds to over 8,000 requests for assistance from the community each year. Currently, the study areas are serviced by the Broward County Fire Station #34 located at Bailey Rd. and Hwy 441.

The Emergency Medical Services Bureau in the City of Fort Lauderdale coordinates the training and certification of the 31 first responders, 115 emergency medical technicians and 146 paramedics. The City intends to hire 60 additional paramedics by October, 1999. The bureau also develops medical protocols in conjunction with the most current techniques and information available; makes purchasing recommendations with regards to consumable medical supplies and equipment; and monitors the day-to-day delivery of emergency medical care to the residents of the City.

Currently, the study areas are serviced as part of the Tamarac District patrol zone by the Broward Sheriff's Office. The Fort Lauderdale Police Department is an organization of 471 sworn and 262 civilian personnel, with an annual operating budget of \$45,627,164. The Department responds to 200,000 calls for service every year. The City of Fort Lauderdale would provide police services to the study areas from its police sub-station at the executive airport, on the north side of Commercial Boulevard halfway between Powerline and NW 31st Avenue. The City of Tamarac's police services are currently provided by the Broward County Sheriff's Office - Tamarac District. The main station is located at City Hall in the City of Tamarac and is

approximately 4 miles away. The District currently has 103 employees and it already services the study areas. If the City of Tamarac annexes the study areas, it is most likely that the current level of police services in the study areas will be maintained. The City of North Lauderdale has two police stations. The closest station to the study areas would be the one located on SW 71st Avenue (Rock Island Rd).

In terms of parks, each of the three municipalities have existing parks that are within the vicinity of the study areas. Some of these parks are already open for use by the use of all county residents and visitors. Aside from a few activities open only to the residents of a particular municipality, most parks are open for use by all residents of the County. The cities of Fort Lauderdale and North Lauderdale have an adopted level of service standard of 3 acres of parks per each 1000 residents. The City of Fort Lauderdale's existing supply of parks, 4.5 acres per 1000 residents, exceeds that level of service standard. The City of Tamarac has adopted a level of service standard that is consistent with 2 acres per 1000 residents. The City currently has four parks that total in excess of 104 acres.

In terms of drainage and storm water, all three municipalities have levels of service that at least meet the minimum levels of service standards for drainage as set by the South Florida Water Management District. These minimum standards include a 25-year frequency and 72-hour duration for allowable discharge, 10-year frequency storm and 24-hour duration for the minimum road crown elevation, and 100-year frequency storm and 24-hour duration for minimum finished floor elevation.

The three PACs have comparable LOS standards for the maintenance of roads. The City of Fort Lauderdale has an adopted level of service of "C" for residential collectors and a "D" or 110% maintain for arterials, major collectors, or local collectors. The cities of North Lauderdale and Tamarac have adopted LOS standards of "D" for all expressways, major arterials, minor arterials, collectors, or local roads.

Garbage is collected twice a week and recycling is collected once a week in Broward County and the three PACs. It should be noted that all unincorporated areas are afforded use of Trash Transfer Stations, as are residents of the City of Fort Lauderdale (County and City operate their own facilities). The cities of Tamarac and North Lauderdale do not provide that service.

While compiling this study, County officials indicated that a major concern is the continuing of delivery of solid waste generated by the study areas to the County Resource Recovery System. Of the three study options available to residents, annexation into Fort Lauderdale or North Lauderdale are of no concern because both the City of Fort Lauderdale and the City of North Lauderdale are presently parties to the Inter Local Agreement among cities within the County Resource Recovery System. All waste generated within areas annexed by either Fort Lauderdale or North Lauderdale would automatically continue to be captured by the Resource Recovery System.

Public Policy Analysis

The PACs share a common characteristic, that is, a commission-manager (or council-manager) system of government, of all the public policy issues identified for comparison. In the event of annexation, the number of registered voters in the study Areas will be added to the annexing City of Fort Lauderdale's 83,405 registered voters, the City of Tamarac's 36,573 registered voters, the City of Oakland Park's 14,280 registered voters, and the City of North Lauderdale's 12,627 registered voters. There are currently no redistricting plans in any of the PACs. In the event of annexation, however, the annexing city will have to commission the study necessary to incorporate the study areas into the municipal voting districts.

Several public policy issues were addressed in this study. First, the County is governed by a board of seven commissioners, who represent single districts but are elected countywide on a four-year staggered term. The City of Fort Lauderdale is governed by a board of four commissioners who are elected by district and one mayor who is elected citywide every three years. The City of Tamarac is governed by five commissioners who are all elected by district on a 3-year staggered term. The City of North Lauderdale elects its council members on a three-year staggered term. . The City of Oakland Park has 5 commissioners who are elected for 4-year terms. Exhibit 2.6 outlines the different advisory boards that are involved in the policy making process in each of the PACs.

Exhibit 2.6. Advisory Boards

	Broward County	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
Administration and Government	Municipal Services	Budget Charter Revision Citizen Review Community Services Insurance	Budget Public Hearings 18 volunteer boards and committees including a charter revision board	Public Hearings	Budget Public Hearings Annual Town Meetings
Building and Development	Board of Adjustment Broward Beautiful Code Enforcement (Building Permits) Code Enforcement (Land Use) Minimum Housing Code Rules and Appeals Zoning	Board of Adjustment Code Enforcement Community Appearance Planning & Zoning Unsafe Structures & Housing Appeals	Code Enforcement Community Development (planning and zoning functions) and Building Development (building permits and code enforcement functions)	Community Improvement Code Enforcement Planning & Zoning	Department of Community Development determines land use and zoning issue. Building Department issues building permits
Economic Development	Community Development Economic Development	Economic Development Beach Redevelopment Downtown Development NW Progresso-Flaggler Heights CRA	Community Development	Economic Development	Community Development
Housing	Housing Authority	Housing Authority	Housing Authority	Housing Authority	Housing Authority
Recreation and Culture	Cultural Affairs Library Parks & Recreation	Citizen Board of Recognition Historic Preservation Parks, Recreation, & Beaches Performing Arts	Parks and Recreation Department and Parks and Recreation Board	Recreation and Arts	Beautification Advisory Board Parks and Recreation Municipal Library
Facilities Management		Aviation Cemeteries	Public Works		Public Works
Employee Affairs	Personnel	Civil Service General Employees' Retirement Police and Firefighters' Retirement	Personnel	Civic Service	Human Resource Department
Other Boards	Emergency Medical Services Regional EMS Council Marine	Education Marine	18 voluntary boards	Youth Affairs	Annual Town Meetings Beautification Board

Exhibit 2.6. Advisory Boards

	Broward County	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
Form of Government	Strong Administrator	Commission/Manager	Commission/City Manager	Council/City Manager	Commission/City Manager
Legislative Power	Board of County Commissioners	City commission	City Commission	City Council	City Commission
Composition	7 single member districts elected countywide	Mayor elected at-large 4 commissioners elected from districts	5 commissioners	5 commissioners	5 commissioners
Terms of Office	4 years (staggered terms)	3 years	3 year terms (staggered)	3 years (staggered)	4 years
Commission Meetings	Weekly; Tuesdays at 10 AM	2 meetings each month; 1st Tuesdays at 8 AM & 11 AM; and 3rd Tuesdays at 8 AM & 6 PM	2nd Wednesday of month at 7 PM and 4th Wednesday at 9 AM	2nd & last Tuesdays at 7:30 PM	1st and 3rd Wednesdays of each month
Location	Governmental Center 115 South Andrews Ave. Fort Lauderdale, FL 33301	City Hall 100 N Andrews Avenue Fort Lauderdale, FL 33441	City hall 7525 NW 88th Avenue Tamarac 33321	North Lauderdale Municipal Complex 701 SW 71 Avenue North Lauderdale, FL 33068	City Hall 3650 N. E. 12th Avenue

Special Concerns Analysis for Study Areas

Residents of the study areas raised several issues of concern. Residents wanted to get information on the agency that would be responsible for the maintenance of lakes and waterways (canals) in the unincorporated. Each of the PACs would have an agency handling the maintenance of the waterways and canals in the study areas.

Another concern of residents is the number of code enforcement officers in each PAC. Each PAC has a full-time code enforcement division, which monitors and enforces code compliance across the municipality. Each PAC is divided into code enforcement or inspection zones and, in the event of annexation, The study areas will either be added to an adjacent inspection zone, or be added as a new separate zone. In each PAC, code enforcement is conducted in response to reports of violations, or through "sudden sweeps" to address specific urgent problems. The City of Fort Lauderdale will add the study areas to one of the four existing inspection territories, or a new territory will be created for the study areas and a code inspector, a building inspector and an occupational licensing inspector will be assigned. Inspection in the City of Fort Lauderdale is conducted daily from 8 a.m. to 3 p.m., and stems from complaints received in the office. There are 14 code inspectors in the City. The City of Tamarac has 4 residential and 2 commercial Code Enforcement Officers. The City conducts proactive enforcement. The City of North Lauderdale will have a transition period in which the annexed property would come under the jurisdiction of the City codes and ordinances. There are 2 code inspectors and one supervisor in the City of North Lauderdale.

The City of Fort Lauderdale has a police sub-station at the executive airport, on the north side of Commercial Blvd halfway between Powerline and NW 31st Av. The City's main police station is located in downtown Fort Lauderdale on Broward Avenue. Fort Lauderdale's closest fire and rescue station is approximately 5 miles away from the areas. The City of Tamarac's nearest fire station is one mile away from study areas. There is a planned expansion of this station to add one additional unit. The City of Tamarac's police services are provided by the Broward County Sheriff's Office, Tamarac District. A City of North Lauderdale fire station is located at the SW corner of Hampton Blvd about 0.75 mile from study areas. The City provides police service out of its station located on SW 71st Ave (Rock Island Rd).

Each PAC has a parks and recreation department that provides, supervises and maintains public parks according to standards that are fairly consistent across the County. The consistency is due to the County's oversight role in municipal planning and capital programming.

Finally, each PAC has a variety of summer youth programs, which are offered either independently/directly or indirectly through public-private partnerships. The following exhibit highlights how different PACs deal with the mentioned residents' concerns.

Exhibit 2.10.1. Response to Resident Concerns

	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
a. Agency responsible for the lake and waterway (canal) maintenance	a. Public Works - Sanitation Division	a. Public Works - Storm Water Division	a. The North Lauderdale Water Control District	a. Public Works - Storm Water Div.
b. Agency that will maintain neighborhood parks	b. Parks & Recreation Department	b. Parks & Recreation Department	b. Parks & Recreation Department	b. Parks & Recreation
c. Priority to area residents to use area parks	c. No Answer	c. No Answer	c. No Answer	c. No Ans.
d. Handling of code enforcement upon annexation. Number of code enforcement officers in adjacent municipalities and their frequency visits;	d. 14 Code Enforcement Officers. Proactive enforcement and sweeps	d. 4 residential and 2 commercial Code Enforcement Officers. Proactive enforcement only	d. 2 Code Inspectors and 1 Supervisor. City will have transition period for study areas.	d. City codes will cover the annexation study areas
e. What is the availability of summer recreation programs for youths in annexing cities;	e. Many programs	e. No summer youth programs near the study areas. Identifying new potential parks within the neighborhood might lead to the introduction of new programs.	e. Many programs	e. Parks and Recreation has summer programs No
f. Do annexing cities provide neighborhood planning services;	f. Yes	f. No	f. Yes	f. Not Clear
g. Will County and annexing city continue to work toward converting the County property near McNab Road and Rock Island Road into a neighborhood park	g. Not Clear - City is developing a 4-acre park on NW 21 st Av.	g. Yes	g. Yes	g. No Answer
h. Distance of area to be annexed to closest police, fire/EMS station;	h. The City has a police sub-station at the executive airport, on the north side of Commercial Blvd. Halfway between Powerline and NW 31 st Av. Fire-Rescue Station is approximately 5 miles away.	h. The nearest fire station is 1 mile away from study areas. There is a planned expansion of this station to add one additional unit. Police services are provided by the Broward County Sheriff's Office, Tamarac District.	h. A City of North Lauderdale fire station is located at the SW corner of Hampton Blvd about 0.75 mile from study areas. The City provides police service out of its station located on SW 71 st Ave. (Rock Island Rd)	h. No Answer

	Fort Lauderdale	Tamarac	North Lauderdale	Oakland Park
i. Address feasibility of maintaining fire house/EMS at existing location (US 441 and Bailey Road);	i. The City has no objection to maintain Broward County Fire-rescue Engine Co. 34.	i. City objects to maintaining this fire station.	i. No Answer	i. No Answer
j. Proposed land use or zoning changes for properties within one (1) mile of the neighborhood;	j. None	j. None	j. None	j. No Ans
k. Will the annexing city continue to provide the same number of guarded school crossings in the same locations;	k. No Response	k. Although City is committed to provide the necessary number of guarded school crossings, there is no specific commitment to maintain the exact same number that exists now.	k. Yes	k. Possible
l. Would annexing city assume responsibility for maintenance of R-O-W plantings, the berm and fence along McNab Road, and the construction of curbs around existing medians;	l. City will most likely introduce an assessment fee in affected area.	l. City will not assume responsibility for maintenance of R-O-W plantings, the berms and fence along McNab Road or the construction of curbs, around existing medians	l. City will most likely introduce an assessment fee in affected area.	l. No Answer
m. Would annexing city complete the area's sidewalk system and increase the number of fire hydrants;	m. No Answer	m. No Answer	m. No Answer	m. No Answer
n. Brownfield sites and status of mitigation efforts	n. No Site identified	n. No Site identified	n. No Answer	n. No Answer