

Unincorporated Broward County Annexation Study

Southwest County Study Area

Executive Summary

This summary of the study focuses on the alternatives regarding annexation available for the residents of Broward County to be referred to as the Southwest County Area. The Southwest County Area includes the unincorporated portions of the County locally known as Sunshine Ranches and Southwest Ranches (the Ranches). Also included in the Southwest County Area is the portion of the Town of Davie located south of Griffin Road. This subarea, referred to as Ivanhoe-Davie in this study, would only be included in the analysis of incorporation. Based upon requests from representatives of the community, the options to be considered in this study are annexation into the City of Pembroke Pines, annexation into the Town of Davie or inclusion in the establishment of a new City. (See the Location Map.)

For the new City option, two alternatives have been analyzed. Alternative A includes only the currently unincorporated portions of the Southwest County Area. Alternative B includes deannexation of Ivanhoe-Davie and incorporating with the Ranches to form a new City.

STATED MUNICIPAL ANNEXATION POLICIES

Representatives of both the City of Pembroke Pines and the Town of Davie has stated that they would be desirous of annexing the Southwest County Area. Staff from both municipalities have presented information to the residents of the Southwest County Area and completed reports identifying the services that are provided.

FINDINGS OF THE ANALYSIS

The findings of the analysis are as follows:

- ! The Comprehensive Plans of the Town of Davie and the City of Pembroke Pines were compared against the existing land uses in the Southwest County Area as presented in the Broward County Land Use Plan. This review found no major conflicts.
- ! There are no major conflicts with the approved zoning classifications of Broward County with those of the City of Pembroke Pines or the Town of Davie.
- ! Both municipalities address most of the specific zoning code issues that are of concern for the residents of the Southwest County Area. These codes are listed in Table ES-1. The only issue of note is the inclusion of the A-1 Zoning category in the Broward County ordinances. This category permits one residential dwelling unit for every two acres. Both the City of Pembroke Pine and the Town of Davie have zoning categories that permit one dwelling unit for every 35,000 square feet of property; a more permissive regulation.
- ! The Southwest County Area has a population of 6,911 (1995) in the Ranches, which is approximately 7.9% of the current population of the City of Pembroke Pines and 12.5% of the total population of the Town of Davie. Ivanhoe-Davie has a population of 4,778 (1995), which is 8.6% of the Town of Davie. (See Table ES-2)
- ! An analysis of the total taxes and fees levied on the individual homeowners was conducted and a comparison between unincorporated Broward County, the City of Pembroke Pines and the Town of Davie was made. As Table ES-3 illustrates, the tax rate in one entity may be higher than in the other. However, fees charged for other services may be less. The only true comparison is the total taxes and fees charged to the household. Costs to the individual homeowners are approximately 30% less in the City of Pembroke Pines than in the Town of Davie for all levels of assessed value. When comparing municipal service costs against the existing cost in the unincorporated portion of Broward County, the City of Pembroke Pines is slightly higher than the County. The total municipal taxes and fees for the Town of Davie are significantly higher than those for Broward County. Table ES-10 provides the total taxes and fees cost comparison between the two municipalities and Broward County.
- ! Both municipalities also provide the opportunity for an increasing tax base. There is still a significant amount of growth in the two municipalities both in residential development and in commercial development.
- ! The current (1998) taxable value for the Southwest County Area is in excess of \$490.5 million for the Ranches and \$257.4 million for Ivanhoe-Davie.

- ! Both the city of Pembroke Pines and the Town of Davie have clearly stated that the residents of the Ranches will be treated in the same manner as the existing residents of the municipalities. All new residents will have the same access to facilities as existing residents. Commitment of personnel (such as police and fire) will be at the same level as for existing residents. Extension of infrastructure facilities to the Ranches will be completed at the request of the new residents and at their cost, just as was the case with the existing residents.
- ! The current level of service for the two municipalities and Broward County are expressed in Table ES-4.
- ! Registered voters in the Ranches equal 4,234, or about 6.3% of the current number of registered voters in the City of Pembroke Pines and 12.4% of the current registered voters in the Town of Davie. In Ivanhoe-Davie, the number of registered voters is 3,724, or 10.9% of the total number of registered voters in the Town of Davie. The voter registration data is found in Table ES-5.
- ! Both municipalities have expressed a desire to offer representation to the new residents by extending the current district boundaries into the Southwest County Area.
- ! The current number of public employees per one thousand population is 9.97 in the City of Pembroke Pines and 8.37 in the Town of Davie. This issue as well as others regarding public policy is found in Table ES-6.
- ! The infrastructure analysis completed for the Southwest County Area does not consider water and sewer service. The City of Sunrise currently holds the franchise for public utility service in the Southwest County Area. There is no expected change in this policy.
- ! The infrastructure analysis did not consider drainage service since the Southwest County Area is served by two independent drainage districts.
- ! Roadway analysis did reveal that approximately 25% of the streets in the Southwest County Area are currently unpaved. However, these streets are side roads and not arterials. Due to the rural nature of the community, the number of unpaved roads does not pose a difficulty.
- ! The other infrastructure items (lighting and sidewalks) also do not exist, at present. Inclusion on these items in the rural community is not necessary.
- ! Before the annexation process can be concluded, an interlocal agreement must be completed between Broward County and the annexing municipality. This agreement will provide for a transition of services and operations including items such as: infrastructure improvements, transfer of facilities and transfer of employees. The services that must specifically be addressed are Fire/EMS, parks and solid waste.

- ! Incorporation of a new City was also considered for the Southwest County Area. There are two options for the incorporation analysis. Alternative A includes only the currently unincorporated portions of the Southwest County Area (Ranches). Alternative B assumes that the portion of the Town of Davie that extends south of Griffin Road (Ivanhoe-Davie) would deannex and combine with the Ranches to form a new City.

- ! In Alternative A, the new City will generate revenues to the local community through non-ad valorem sources of nearly \$1.2 million annually (see Table ES-7). Annual expenditures for this new City will be over \$3.6 million (see Table ES-8). The remainder of the revenue must be raised through ad valorem taxes. The required tax rate to generate sufficient funds for the new City would be 4.870 mills.

- ! In Alternative B, the new City will generate revenues to the local community through non-ad valorem sources of over \$2.0 million annually. (see Table ES-7) Annual expenditures for this new City will be over \$6.6 million. (See Table ES-9) The remainder of the revenue must be raised through ad valorem taxes. The required tax rate to generate sufficient funds for the new City would be 6.1535 mills.

- ! After the new City becomes eligible for State Shared Revenues, the elected commission could reduce the ad valorem taxes. The reduction would be 1.3431 mills for Alternative A, and 1.4636 mills for Alternative B.

**TABLE ES-1
COMPARISON OF LAND USE AND ZONING**

| Category | Davie | Pembroke Pines | Broward County |
|----------------------------------|--|--|--|
| Land Use | Land uses are compatible with current uses. | Land uses are compatible with current uses. | Has classification for landfill and corrections institution. |
| Zoning | No industrial zoning classification exists to meet the existing Broward County M-4. Town is much more restrictive. No zoning for landfill. | Industrial zoning districts are compatible. | Has M-4 Limited Heavy Industrial District. |
| Parking of large vehicles | Restricts permitted parking areas and commercial vehicle weight. Recreation vehicle permitted, but parking area restrictive. | Restricts parking of vehicles that exceed class 33 (trucks weighing between 3,000 and 5,000 pounds). Vehicles under class 33 can park outside of carports and garages. | One recreational vehicle or boat per dwelling unit. |
| Pets | No limit on pets. No pigs and hogs in any zoning district. Horses, cattle, rabbits, goats, sheep, poultry only in RR, AG, A-1 & R-1. | No limit on pets. Livestock may be kept if lot is over 4.5 acres and in enclosure at least 50 feet from any plot line. | No limits on pets. |
| Persons/ Households | Two adults per household per bathroom. | Household definition: one person or a group of 2 or more persons equal a household. | Minimum floor area of 150 square feet for first occupant and 120 square feet for each additional person. |
| Business Hours | No sale of alcoholic beverages between 3:00 AM and 12 Noon Sunday and 2:00 AM and 7:00 AM other days. | No sales of alcoholic beverages between 3:00 AM and 7:00 AM, and between 4:00 AM and 7:00 AM at a licensed night club. | Opening hours for establishments selling alcoholic beverages 8:00 AM weekdays and 12:00 noon on Sunday. Closing is 4:00 AM everyday. |
| Adult Oriented Businesses | Separation of 1,000 feet from school, church, day care center or residential district. | No sales or rentals to anyone under 18 years. No nudity where a licensed establishment sells alcohol or beer. | Setbacks: 1,000 feet from schools and churches, 500 feet from residential districts and 1,000 feet from other adult oriented businesses. |
| Rural Life Style | Three separate and distinct zoning districts outline specifics for a rural lifestyle. | Two separate and distinct zoning districts outline specifics for a rural lifestyle. | Four separate and distinct zoning districts outline specifics for a rural lifestyle. |

Sources: Land Use and Zoning Codes, Code of Ordinances; the Town of Davie, the City of Pembroke Pines, Broward County

**TABLE ES-2
DEMOGRAPHIC COMPARISON**

| CHARACTERISTIC | MUNICIPALITY | | SOUTHWEST COUNTY AREA | |
|--|----------------|-----------|-----------------------|-----------|
| | Pembroke Pines | Davie | Ivanhoe-Davie | Ranches |
| General | | | | |
| Median Age (years) | 37.2 | 32.2 | 29.3 | 31.3 |
| % under 18 | 20.3 | 24.9 | 30.0 | 28.4 |
| % over 64 | 19.4 | 9.0 | 3.4 | 4.4 |
| Housing | | | | |
| % Built after 1980 | 53.7 | 44.5 | 100.0 | 50.0 |
| Median Housing Value | \$93,767 | \$106,623 | \$147,131 | \$180,924 |
| Occupied Housing | | | | |
| % Single Family | 51.7 | 54.3 | 99.6 | 97.6 |
| % Owner Occupied | 69.4 | 66.5 | 96.4 | 90.5 |
| Race and Ethnicity (In percent) | | | | |
| White/Non-Hispanic | 81.4 | 84.5 | 79.3 | 84.0 |
| Black/Non-Hispanic | 5.0 | 3.6 | 4.0 | 1.8 |
| Hispanic | 11.5 | 10.0 | 12.3 | 12.1 |
| Other | 2.1 | 1.9 | 3.4 | 2.1 |
| Poverty (In Percents) | | | | |
| Total Population | 5.0 | 7.7 | 4.7 | 4.2 |
| Population Under Age 5 | 5.2 | 7.4 | 6.4 | 5.8 |
| Population Under Age 18 | 5.2 | 9.0 | 2.0 | 6.0 |
| % of Population | | | | |
| % of Pembroke Pines | N/A | N/A | 3.5 | 11.1 |
| % of Davie | N/A | N/A | 4.8 | 15.4 |
| Employment | | | | |
| Median Household Income | \$37,016 | \$38,121 | \$63,405 | \$61,735 |
| Unemployment Rate (1990) | 3.5 | 4.7 | 2.5 | 1.9 |

Sources: 1990 United States Census of Population and Housing,
Broward County Planning Information Technology Division

**TABLE ES-3
COMPARISON OF MUNICIPAL RATES, TAXES AND FEES**

| Topic | | City of Pembroke Pines | Town of Davie | Unincorporated Broward |
|--|--------------------|-------------------------------|-----------------------|-------------------------------|
| Millage Rate (including debt service) | | 3.9034 | 6.0089 | 2.1340 |
| Garbage | | \$14.64/month | \$20.33/month | \$24.75/month |
| Utility Taxes | | | | |
| | Electric | 10% | 10% | 10% |
| | Telephone | 7% | 7% | 7% |
| | Water* | 10% | 0% | 0% |
| | Fuel Oil | 10% | 0% | 0% |
| | Natural Gas | 10% | 10% | 0% |
| Franchise Fees | | | | |
| | Electric | 6% | 6% | 5.5% |
| | Telephone | 1% | 1% | 0% |
| | Cable TV | 5% | 5% | 5% |
| | Garbage | 8% | 0% | 0% |
| | Natural Gas | 8% | 0% | 0% |
| Fire/EMS | | \$75.98/year** | \$37.94/year** | \$237.38/year |

* Only a small portion of the unincorporated area has water and sewer service. All of Ivanhoe-Davie is currently served with water and sewer. Only those residents receiving water service will be required to pay the Utility Tax on water.

** Fire/EMS service for the City of Pembroke Pines and the Town of Davie is partially subsidized through ad valorem taxes.

Source: Town of Davie
City of Pembroke Pines
Broward County Office of Budget and Management Policy

**TABLE ES-4
COMPARISON OF SERVICE PROVISION
AND ANNUAL COST PER CAPITA**

| SERVICE | CITY OF PEMBROKE PINES | TOWN OF DAVIE | BROWARD COUNTY |
|--------------------------------------|--|--|--|
| Building/Zoning/ Planning | Provided by City \$56.23 | Provided by Town \$74.42 | Provided County-wide \$27.02 |
| Solid Waste/ Sanitation* | Franchised \$175.68/single family residence | Franchised \$240.60/single family residence | Franchised \$297.00/single family residence |
| Parks And Recreation | Provided by City \$69.87 | Provided by Town \$72.10 | For area park \$9.84 |
| Code Enforcement | Provided by City \$4.48 | Provided by Town \$6.90 | Provided County-wide \$19.00 |
| Police | Provided by City \$168.97 | Provided by Town \$124.36 | Provided District-wide \$156.11 |
| Fire/EMS | Provided by City \$139.92 | Provided by Town \$118.81 | Provided District-wide \$66.06 |
| Transit | Not provided | Not provided | Provided County-wide \$40.18 |
| Right Of Way Maintenance | Provided by City \$6.83 | Provided by Town \$12.64 | Provided District-wide \$21.86 |
| Drainage | Provided by independent drainage district | Provided by independent drainage district | Provided by independent drainage district |

* Sanitation/Solid Waste costs are provided on a per household basis.

Source: City of Pembroke Pines, Town of Davie, Broward County

**TABLE ES-5
REGISTERED VOTERS
BY JURISDICTION**

| Area | Registered Voters | % of Davie | % of Pembroke Pines |
|-------------------------------|-------------------|--------------|---------------------------|
| Town of Davie | 33,087 | N/A | N/A |
| City of Pembroke Pines | 66,289 | N/A | N/A |
| Ranches | 4,234 | 12.4% | 6.3% |
| Ivanhoe-Davie | 3,724 | 10.9% | N/A |

Source: Broward County Supervisor of Elections, November 30, 1998

**TABLE ES-6
PUBLIC POLICY ISSUES**

| Topic | Town of Davie | City of Pembroke Pines |
|--------------------------------------|--|---|
| Representation of Area | Current-Four Councilmembers and Mayor elected Town-wide, Commissioners must live within districts. Future-redistrict existing boundaries | Current-Four commissioners from single-member districts. Mayor elected at large. Future-extend existing boundaries |
| Number of Voters | 34,087 | 66,289 |
| Municipal Boards | Total of 12 Boards 1-Administrative & Government 4-Building and Development 1-Economic Development 2-Recreation and Culture 2-Employee Affairs 2-Other | Total of 15 Boards 1-Administrative & Government 5-Building and Development 1-Economic Development 2-Recreation and Culture 2-Employee Affairs 1-Facilities Management 3-Other |
| Debt & Liabilities | General Fund - \$ 48,869,753 | General Fund - \$ 80,888,124 |
| Communication | Monthly Water Bills Newsletter - 3 Times/Year Cable TV Town Web Page | Utility Bills Newsletter Cable TV City Web Page-in development |
| Total Number of Employees | 525 | 1,123 993 Full time Civil Service 130 Part time & Temporary |
| Employees Per 1,000 | 8.37 | 9.97 |
| Salaries of Elected Officials | Mayor/Council Members \$ 7,423.20 per year COLA increases up to 3% per year | Mayor \$25,400 per year Commissioners\$12,271 per year |
| Type of Government | Council/Strong Administrator | Commission/Manager |

Sources: City of Pembroke Pines, Town of Davie, Broward County Supervisor of Elections

**TABLE ES-7
PROJECTED REVENUES AND EXPENDITURES
POTENTIAL NEW CITY**

Alternative A

| Fiscal Year | Non-Ad Valorem Revenues | Expenditures | Required Revenues from Ad Valorem Taxes |
|--------------------|--------------------------------|---------------------|--|
| FY 00/01 | \$1,196,600 | \$3,585,000 | \$2,388,400 |
| FY 01/02 | \$1,236,500 | \$3,746,700 | \$2,510,200 |
| FY 02/03 | \$1,942,200 | \$3,916,500 | \$1,974,300 |
| FY 03/04 | \$2,013,400 | \$3,994,900 | \$1,981,500 |
| FY 04/05 | \$2,084,200 | \$4,184,100 | \$2,099,900 |

Alternative B

| Fiscal Year | Non-Ad Valorem Revenues | Expenditures | Required Revenues from Ad Valorem Taxes |
|--------------------|--------------------------------|---------------------|--|
| FY 00/01 | \$2,007,800 | \$6,610,000 | \$4,602,200 |
| FY 01/02 | \$2,071,200 | \$6,802,500 | \$4,731,300 |
| FY 02/03 | \$3,226,900 | \$7,109,300 | \$3,882,400 |
| FY 03/04 | \$3,319,200 | \$7,332,200 | \$4,013,000 |
| FY 04/05 | \$3,411,300 | \$7,670,900 | \$4,259,600 |

Source: PMG Associates, Inc.

**TABLE ES-8
MUNICIPAL EXPENDITURES PROPOSED NEW CITY
SOUTHWEST COUNTY AREA - ALTERNATIVE A**

| | FY 00/01 | FY 01/02 | FY 02/03 | FY 03/04 | FY 04/05 |
|--------------------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Commission | 35,000 | 36,700 | 38,600 | 40,500 | 42,500 |
| City Manager | 200,000 | 210,000 | 220,500 | 231,500 | 243,100 |
| City Clerk/Personnel | 200,000 | 210,000 | 220,500 | 231,500 | 243,100 |
| Finance | 200,000 | 210,000 | 220,500 | 231,500 | 243,100 |
| Purchasing | 150,000 | 157,500 | 165,400 | 173,700 | 183,300 |
| City Attorney | 100,000 | 105,000 | 110,200 | 115,800 | 121,500 |
| Building/Planning/Zoning/Code | 450,000 | 472,500 | 496,100 | 520,900 | 547,000 |
| Public Works | 250,000 | 262,500 | 275,600 | 289,400 | 303,900 |
| Parks/Recreation | 200,000 | 210,000 | 220,500 | 231,500 | 243,100 |
| Maintenance | 150,000 | 157,500 | 165,400 | 173,700 | 183,300 |
| Police (BSO) | 1,300,000 | 1,365,000 | 1,433,200 | 1,504,900 | 1,580,200 |
| Capital Costs | 250,000 | 250,000 | 250,000 | 250,000 | 250,000 |
| Incorporation Costs | 100,000 | 100,000 | 150,000 | 0 | 0 |
| TOTAL | \$ 3,585,000 | \$ 3,746,700 | \$ 3,916,500 | \$ 3,994,900 | \$ 4,184,100 |

Alternative A includes only the Ranches

Source: PMG Associates, Inc.

**TABLE ES-9
MUNICIPAL EXPENDITURES PROPOSED NEW CITY
SOUTHWEST COUNTY AREA - ALTERNATIVE B**

| | FY 00/01 | FY 01/02 | FY 02/03 | FY 03/04 | FY 04/05 |
|---------------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| Commission | 50,000 | 52,500 | 55,100 | 57,900 | 60,800 |
| City Manager | 250,000 | 262,500 | 275,600 | 289,400 | 303,900 |
| City Clerk/Personnel | 250,000 | 262,500 | 275,600 | 289,400 | 303,900 |
| Finance | 300,000 | 315,000 | 330,700 | 347,300 | 364,700 |
| Purchasing | 250,000 | 262,500 | 275,600 | 289,400 | 303,900 |
| City Attorney | 100,000 | 105,000 | 110,200 | 115,800 | 121,500 |
| Building/Planning/Zoning | 600,000 | 630,000 | 661,500 | 694,600 | 729,300 |
| Code Enforcement | 200,000 | 210,000 | 220,500 | 231,500 | 243,100 |
| Public Works | 500,000 | 525,000 | 551,200 | 578,800 | 607,800 |
| Parks/Recreation | 600,000 | 630,000 | 661,500 | 694,600 | 729,300 |
| Maintenance | 300,000 | 315,000 | 330,700 | 347,300 | 364,700 |
| Police (BSO) | 2,450,000 | 2,572,500 | 2,701,100 | 2,836,200 | 2,978,000 |
| Capital Costs | 560,000 | 560,000 | 560,000 | 560,000 | 560,000 |
| Incorporation Costs | 100,000 | 100,000 | 150,000 | 0 | 0 |
| TOTAL | \$ 6,610,000 | \$ 6,802,500 | \$ 7,109,300 | \$ 7,332,200 | \$ 7,670,900 |

Alternative B includes the Ranches and Ivanhoe-Davie
Source: PMG Associates, Inc.

**TABLE ES-10
COMPARISON OF ANNUAL COSTS/HOUSEHOLD
ANNEXATION AND INCORPORATION ALTERNATIVES**

| Assessed Value* | Broward County | City of Pembroke Pines | Town of Davie | New City Alternative A** | New City Alternative B** |
|------------------------|-----------------------|-------------------------------|----------------------|---------------------------------|---------------------------------|
| \$150,000 | \$1,211.42 | \$1,175.99 | \$1,456.36 | \$1,385.53 | \$1,530.91 |
| \$175,000 | \$1,264.77 | \$1,273.57 | \$1,606.59 | \$1,473.71 | \$1,648.16 |
| \$200,000 | \$1,318.12 | \$1,371.16 | \$1,756.81 | \$1,561.88 | \$1,765.40 |
| \$225,000 | \$1,371.47 | \$1,468.74 | \$1,907.03 | \$1,650.05 | \$1,882.65 |
| \$250,000 | \$1,424.82 | \$1,566.33 | \$2,057.25 | \$1,738.22 | \$1,999.90 |
| \$275,000 | \$1,478.17 | \$1,663.91 | \$2,207.48 | \$1,826.40 | \$2,117.15 |
| \$300,000 | \$1,531.52 | \$1,761.50 | \$2,357.70 | \$1,914.57 | \$2,234.39 |
| \$325,000 | \$1,584.87 | \$1,859.08 | \$2,507.92 | \$2,002.74 | \$2,351.64 |
| \$350,000 | \$1,638.22 | \$1,956.67 | \$2,658.14 | \$2,090.91 | \$2,468.89 |
| \$375,000 | \$1,691.57 | \$2,054.25 | \$2,808.37 | \$2,179.09 | \$2,586.14 |
| \$400,000 | \$1,744.92 | \$2,151.84 | \$2,958.59 | \$2,267.26 | \$2,703.38 |
| \$425,000 | \$1,798.27 | \$2,249.42 | \$3,108.81 | \$2,355.43 | \$2,820.63 |
| \$450,000 | \$1,851.62 | \$2,347.01 | \$3,259.03 | \$2,443.60 | \$2,937.88 |
| \$475,000 | \$1,904.97 | \$2,444.59 | \$3,409.26 | \$2,531.78 | \$3,055.13 |
| \$500,000 | \$1,958.32 | \$2,542.18 | \$3,559.48 | \$2,619.95 | \$3,172.37 |

* Ad valorem taxes are levied on Taxable Value which is defined as Assessed Value minus Exemptions.

** Ad valorem rates do include the benefits of State Shared Revenues that will be available after the first two years.

Note: Assumes \$25,000 Homestead Exemption

Source: PMG Associates, Inc.