

Unincorporated Broward County Annexation Study

Intracoastal Beach Study Area

Executive Summary

The purpose of this study is to provide relevant, timely information to the residents of the Intracoastal Beach Area to assist in deciding into which municipality this neighborhood would prefer to incorporate. The adjacent potential annexing municipalities eligible to incorporate the Intracoastal Beach Area are the Cities of Fort Lauderdale and Pompano Beach, the Town of Lauderdale-By-The-Sea, and the Village of Sea Ranch Lakes. However, The Village of Sea Ranch Lakes has formally indicated it does not desire to be considered as a participant in a potential annexation scenario. For this reason it is not included as part of this report. This study provides information related to municipal services, fiscal considerations, capital improvement projects, municipal ordinances, regulations, and specific issues relevant to the. Intracoastal Beach Area. A table summarizing the Executive Summary is included at the end of this section.

I. Land Use and Zoning

A review and comparison of the Future Land Use Plan designations, in place within both the Cities' and the Town's Comprehensive Plans, indicate that these designations could be utilized without modification in the Intracoastal Beach Area through an amendment to the municipal comprehensive plan. Although the City of Pompano Beach Land Use Plan does not include a category above 46 units per acre, and a considerable portion of this "Area" is Residential High 50 units per acre, there is no zoning district classification on the Unincorporated Area which allows more than 25 units per acre. Thus, the lower plan density in the City would not affect development rights, since the current zoning is more restrictive.

The City of Fort Lauderdale Zoning

The City of Fort Lauderdale has indicated that the following two options are available to the Intracoastal Beach Area concerning zoning regulations:

1. The zoning of Broward County shall be deemed the conforming laws of the municipality and the "Area" to be annexed agreeing to said implementation.
2. Implementation of the City zoning would be contingent on both the municipality and the "Area" to be annexed agreeing to said implementation.

The City of Pompano Beach Zoning

The City of Pompano Beach has suggested the following three options for transitioning to the City's zoning ordinances within the Intracoastal Beach Area:

1. Continue with existing Broward County zoning districts and application of County zoning regulations for an indeterminate amount of time.
2. Initiate a comprehensive rezoning of the Intracoastal Beach Area with conversion of County zoning districts to the most similar City districts in terms of density and permitted uses.
3. Create a master overlay district for the Intracoastal Beach Area, which establishes density, allowable use of property, and property development standards as contained in the current County regulations as well as any refinements desired by particular neighborhoods or condominium associations.

The Town of Lauderdale-By-The-Sea Zoning

The Town Administration has indicated that the Town would maintain the status quo by adopting and administering the Broward County zoning code presently in place.

II. Fiscal Impact Analysis

In 1997, the Intracoastal Beach Area taxable property value generated \$7,378,957 in total taxes, of this, \$2,529,612 was attributed to the Broward County ad valorem assessment. This "Area" has a substantially higher level of tax productivity than either the Cities of Fort Lauderdale or Pompano Beach, and is comparable to the Town of Lauderdale-By-The-Sea.

Millage rates, taxes, fees and assessment rates of Unincorporated Broward County were compared with those of the City of Fort Lauderdale, the Town of Lauderdale-By-The-Sea and the City of Pompano Beach. It was determined that overall, residents of Unincorporated Broward County pay the lowest taxes and franchise fees. However, Unincorporated residents also pay the highest Fire/EMS assessment. Among the three municipalities, the Town of Lauderdale-By-The-Sea has the lowest millage rate and Fire/EMS assessment, however residents could opt to continue current Fire/EMS service which would result in an assessment similar to the one currently paid. This analysis indicated that residents of the Intracoastal Beach Area would pay a lower aggregate amount to government if the "Area" were annexed by the Town of Lauderdale-By-The-Sea.

The City of Fort Lauderdale indicated new facilities, such as sanitary sewer, would be assessed to the benefiting property owner. If state/federal mandates required that the "Area's" current septic tanks be replaced with sanitary sewer, the Town of Lauderdale-By-The-Sea would also assess property owners. However, this would not occur without input from affected property owners in the annexed "Area", which would have a significant voice in any future assessment policy. The City of Pompano Beach indicated only a 25 percent assessment of the cost of unfunded improvements to the property owner.

III. Capital Improvement Programs (CIP)

Broward County does not presently have any significant capital improvement projects scheduled for implementation in the Intracoastal Beach Area. However, the County has recently completed drainage improvements to the Bel Aire Area.

The City of Fort Lauderdale

The City has indicated that the Intracoastal Beach Area would be eligible for inclusion in the CIP for infrastructure replacement and renovation projects, which could include street improvements, stormwater facilities, park facilities, and bridges. The City also provides \$250,000 each year for the Neighborhood Capital Improvement Program and \$100,000 for the Business Capital Improvement Program. If annexed, the Intracoastal Beach Area would be eligible to apply for these citywide funded programs.

The Town of Lauderdale-By-The-Sea

The Town has indicated that its Capital Improvement Program will be equitably distributed among the areas of the Town on a greatest need basis. In addition, the Town is in the process of developing a comprehensive Revitalization/Redevelopment Program. The Town has identified potential residential projects, which include decorative street identification signs/posts, brick pavers for residential intersections, phased street resurfacing, entry gates into the residential neighborhoods and the extension of the planned Town trolley service which would link the residential neighborhoods to the revitalized Business/Beach area.

The City of Pompano Beach

City administration has indicated that the Intracoastal Beach Area's streets would be added to the City's five-year capital improvement street resurfacing program. Water distribution improvements including the provision of new water mains and the replacement of existing undersized mains along with the upgrading of fire hydrants would be set up as a capital improvement project funded through a Utility Revenue Bond Issue. Storm drainage improvements would be funded through the City's Storm Water Utility.

IV. Adopted Level of Service

All of the potential annexing municipalities and Broward County are in conformance with the Local Government Comprehensive Planning and Land Development Regulation Act. A review and comparison of the adopted and current level of service (LOS) standards indicates that adoption of any of the municipalities' LOS standards would not result in any concurrency conflicts. Furthermore, all of the potential annexing municipalities have sufficient capacity to provide services to the Intracoastal Beach Area.

Currently, the Intracoastal Beach Area receives water and sanitary sewer from the City of Pompano Beach. This would continue regardless of the annexation outcome. Furthermore, Broward County has indicated that if the City of Pompano Beach annexes the Intracoastal Beach Area or it becomes its own municipality, an agreement would need to be reached to ensure the County Resource Recovery System continues to receive all solid waste from the "Area."

V. Police, Fire and EMS

Currently the Intracoastal Beach Area receives police services from the Broward Sheriff's Office (BSO) which is currently a single zone patrolled by one officer per shift. Current fire service is provided by the Broward County Fire Rescue Station #36, which is staffed by three fire personnel. The following tables provide comparisons of proposed police, fire and EMS services of the potential annexing municipalities:

POLICE				
	Broward Sheriff's Office	Fort Lauderdale	Lauderdale-By-The-Sea	Pompano Beach
<i>Emergency Response Times</i>	5 to 6 minutes*	8.2 minutes*	1 to 3 minutes	3.5 to 4.5 minutes
<i>Personnel</i>	5 deputy sheriffs	5 patrol officers	5 patrol officers 1 detective 1 clerical position	4 patrol officers 1 clerical position
<i>Equipment</i>	1 Vehicle Computer	1 Vehicle 5 Computers	1 Vehicle Computers	1 Police Unit
<i>Estimated Cost</i>	\$340,000	\$368,908**	\$358,475**	\$283,928**

*Average for emergency and non-emergency police responses

**Includes initial capital outlay

Fire services are ranked by the Insurance Services Office, Inc. (ISO), which is a independent statistical, rating and advisory organization that serves the property and casualty insurance industry. A community's fire protection is ranked on a scale from 1 to 10, with 1 being the highest level of public protection. ISO ratings are included in the following table.

FIRE/EMS				
	Fort Lauderdale	Lauderdale-By-The-Sea		Pompano Beach
		<i>Option 1 (LBTS)</i>	<i>Option 2 (Broward County)</i>	
<i>Response Times</i>	8:06 minutes EMS: 4:10	3:00 minutes EMS*: 5:00 min.	3:39 minutes EMS*: 8:07 min.	4 - 6 minutes
<i>ISO Rating</i>	3	4	3	4
<i>Personnel</i>	2 firefighter/ paramedics per shift	3 Volunteer fire fighters**	3 fire personnel**	3 rescue workers per shift 1 fire inspector
<i>Equipment</i>	3 Engines** 1 Aerial** 1 Rescue Unit	1 Engine** 1 Ladder Engine** 1 Rescue Unit*	1 Engine** 1 Rescue Unit*	1 Ladder Engine** 1 Rescue Van 1 Sedan
<i>Estimated Cost</i>	\$562,900***	\$125,523 EMS*: \$80,000	\$1,486,164 EMS*: \$80,000	\$833,162***

*Broward County Rescue Unit currently serves both the Intracoastal Beach Area and Lauderdale-By-The-Sea.

**Currently in use, not additional equipment.

***Includes initial capital outlay

The City of Fort Lauderdale

The City of Fort Lauderdale Police Department indicated it would need five additional police officers in order to provide police service to the Intracoastal Beach Area. It would also need to add the appropriate equipment to support the new personnel.

The City of Fort Lauderdale Fire-Rescue Department proposes to swap Engine Co. #36 with a medical rescue unit operating from the same County facility. Rescue #36 would be staffed by two cross-trained dual certified firefighter paramedics providing twenty-four hour a day service. However, the County has indicated that “it will no longer be providing EMS services to the City of Fort Lauderdale. As a result, the City must refine this concept and seek an alternative partnership arrangement.” When a structural fire is reported, a total of sixteen firefighters would respond. The average response time would be eight minutes and six seconds.

The Town of Lauderdale-By-The-Sea

The Town of Lauderdale-By-The-Sea Police Department indicated it would need five additional police officers, 1 detective, and a clerical position to provide police service to the Intracoastal Beach Area. It would also need to add the appropriate equipment to support the new personnel.

The Town of Lauderdale-By-The-Sea Fire Department is a volunteer fire department. The Town’s fire department would respond to all calls with a minimum of three firefighters. Equipment used by this department includes a pumper fire engine and a Tele-Squirt ladder engine. Recently the Town approved the preparation of a Fire-Rescue Master Plan, which will address some of the concerns of the residents of the Intracoastal Beach Areas regarding fire service. However, if the Intracoastal Beach Area would prefer to use a paid fire department, current service could be retained through a special fire assessment similar to the one paid now.

The City of Pompano Beach

The City of Pompano Beach Police Department indicated it would need four additional police officers and one clerical staff person in order to provide police service to the Intracoastal Beach Area. It would also need to add the appropriate equipment to support the new personnel.

The City of Pompano Beach Fire Department proposes to provide fire service from Station #11 at 3264 NE 3rd Street. A rescue unit will be provided staffed with one EMS technician and two paramedics providing twenty-four hour a day service. A Ladder Engine is currently being operated from this location and will serve the Intracoastal Beach Area. In total thirteen firefighters/paramedics and one fire inspector will be added.

VI. Public Policy Issues

The Cities of Fort Lauderdale and Pompano Beach and the Town of Lauderdale-By-The-Sea are operated under a City Commission/City Manager form of government. All three municipalities indicated there would be a possibility of redistricting in the event of annexation.

If annexed by The City of Fort Lauderdale, registered voters in the Intracoastal Beach Area would constitute 2.42 percent of total registered voters. If annexed by the City of Pompano Beach, registered voters would constitute 4.64 percent. If annexed by the Town of Lauderdale-By-The-Sea registered voters in the Intracoastal Beach Area would have the largest voice with 46.48 percent of all registered voters.

VII. Establishment of a New Municipality

An alternative to annexation by the City of Fort Lauderdale, the Town of Lauderdale-By-The-Sea or the City of Pompano Beach would be for the Intracoastal Beach Area to incorporate as a new municipality. For comparative purposes, models were developed using the Town of Lauderdale-By-The-Sea and the Village of Sea Ranch Lakes.

Based on the Town of Lauderdale-By-The-Sea model, which is more comparable than The Village of Sea Ranch Lakes in terms of population and total unit counts, operating costs for the Intracoastal Beach Area as a new municipality would approximate \$3.756 million and capital costs another \$290,000. Operating costs include general government, public safety, public works and recreation. General government costs include administrative personnel salaries and benefits, as well as commission salaries and costs of contracting financial and legal services. The public safety budget would include the costs of police and fire services as well as development services. Although residents could pay a special assessment for fire services similar to the one currently paid, the cost of contracting services would still exceed the total assessed amount collected. Capital costs would be for initial start up and contingency. Total expenditures would be an estimated \$4.046 million.

Based on the Town of Lauderdale-By-The-Sea estimates, the Intracoastal Beach Area would generate approximately \$1.864 million from other non-ad valorem sources, including the fire assessment, which would still leave a deficit of \$2.355 million to be covered by ad valorem taxes. In order to generate the remaining revenue, residents would pay approximately 7.4 mills per \$1,000 in ad valorem taxes. This millage rate is significantly higher than The Town of Lauderdale-By-The-Sea due to the higher costs for fire protection and the absence of commercial property, which produces ad valorem, as well as other revenue.

VIII. Deannexation of Terra Mar Island

Terra Mar Island Estates consists of properties both in the City of Pompano Beach and Unincorporated Broward County. Both the Broward County Attorney's Office and the Broward County Legislative Delegation have indicated that it is legally possible to deannex the incorporated portion of Terra Mar Island for the purposes of annexing it into the municipality that the Intracoastal Beach Area residents select. The Legislative Delegation advises "that the deannexation of an area can be accomplished through the local bill process and is allowed by law. However, in the past the delegation has been extremely reluctant to deannex sections from existing municipalities. Any deannexation would need to be supported by studies with close cooperation from the municipality concerned.

Additionally, any deannexation proposal would need the support of the members of the delegation representing the area involved." Through conversation with City of Pompano Beach Administration, the City has indicated that it would be opposed to any efforts to deannex that portion of Terra Mar now in the City.