2017

State of the Cities

FLORIDA LEAGUE OF CITIES, INC.

CENTER FOR MUNICIPAL RESEARCH & INNOVATION

What does a city in Florida look like?

Is it a beachfront metropolis? Is it a community of rolling fields and farms? A weathered and cozy fishing village? Is it a high-tech hub of research and innovation? A forested gem of nature trails and wildlife? A buzzing center of world travelers and students? Is it a downtown of brick streets lined with local shops and restaurants?

Cities in Florida are all of these things, and more. But as diverse in atmosphere, size and geography as they are, Florida's municipalities share commonalities, particularly the desire of their municipal officials to provide residents with the services most important to them and to be the best possible stewards of city resources while providing those services.

2017 presented challenges for Florida's cities. Multiple hurricanes battered coastlines and flooded inland areas in unprecedented scale. The Florida Legislature continued to whittle away at the tenets of Home Rule that allow cities to serve and respond to the needs of their residents. Through it all, cities in Florida continued to grow, collaborate, innovate and do what they do best: work.

The following is an overview of the current state of Florida cities and, in some cases, how they have changed over the past six years. The results are based on the annual CityStats survey and the MiniSurvey series, produced by the Florida League of Cities Center for Municipal Research & Innovation. The Center serves as the primary source of local government research and resources at the League. Data is collected from various research institutes across the state and nation as well as through the Center's surveys.

In Florida, a city, town or village is a municipal government. There is no legal difference between the three. In this document, the words municipality and city are used interchangeably.
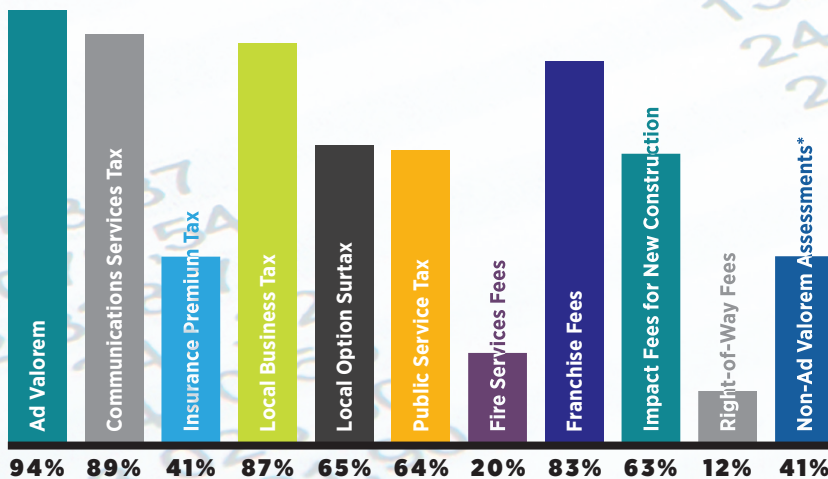
Budget, Employment & Economy

◗ BUDGET

There are several revenue sources available to cities. The majority of municipal revenue comes from service taxes, permitting fees, franchise and impact fees, interest earnings, and state and federal grant funding. Property taxes (ad valorem) are another key revenue stream for most cities, though in FY2016-2017, there were 22 cities that did not levy a property tax at all.
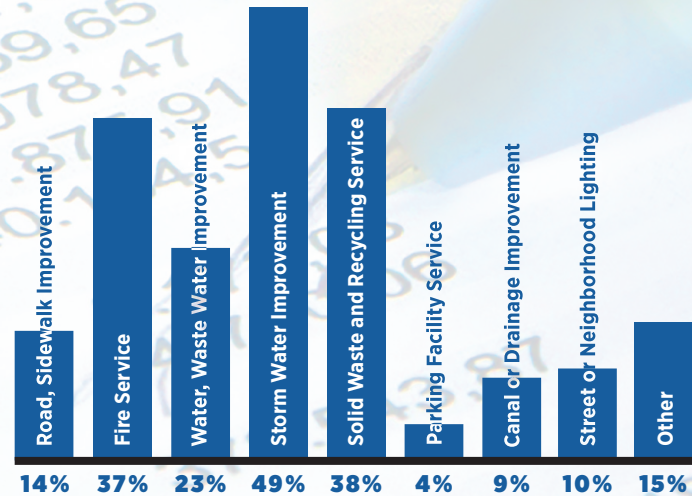
0.59%

average annual percentage change in municipal millage rates statewide – FY2012-13 to FY2016-17. The average state-wide millage rate during the same 5-year period was 4.6207.

(data obtained from the Florida Office of Economic & Demographic Research)

MUNICIPAL REVENUE SOURCES
percentage of cities using revenue source in 2017

Ad Valorem	Communications Services Tax	Insurance Premium Tax	Local Business Tax	Local Option Surtax	Public Service Tax	Fire Services Fees	Franchise Fees	Impact Fees for New Construction	Right-of-Way Fees	Non-Ad Valorem Assessments*
94%	89%	41%	87%	65%	64%	20%	83%	63%	12%	41%

*NON-AD VALOREM ASSESSMENTS
percentage of cities using revenue source in 2017

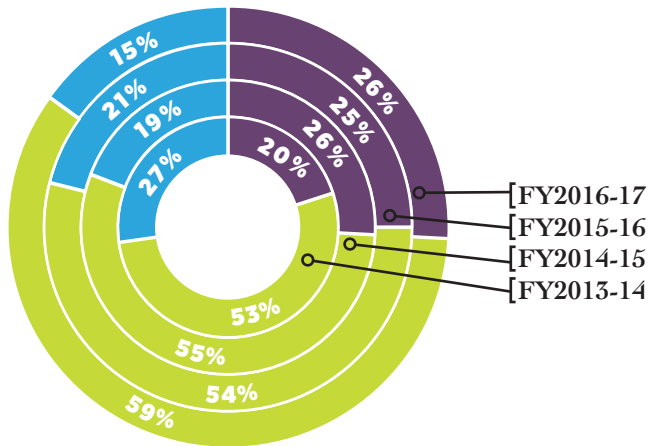| Road, Sidewalk Improvement	Fire Service	Water, Waste Water Improvement	Storm Water Improvement	Solid Waste and Recycling Service	Parking Facility Service	Canal or Drainage Improvement	Street or Neighborhood Lighting	Other
14%	37%	23%	49%	38%	4%	9%	10%	15%

1.4%

average national year-over-year "cost-of-living" increase to run a municipal government between 2013-2017. Titled the municipal cost index, this percentage is based on construction, consumer and producer price indexes.

(municipal cost index as compiled by American City & County Magazine)

MUNICIPAL MILLAGE RATE CHANGES
statewide annual percentage of cities

Reduced Millage Rate: 26%, 25%, 26%, 20%
Increased Millage Rate: 15%, 21%, 19%, 27%
Maintained Millage Rate: 53%, 55%, 54%, 59%

FY2016-17
FY2015-16
FY2014-15
FY2013-14

● Reduced Millage Rate   ● Maintained Millage Rate   ● Increased Millage Rate
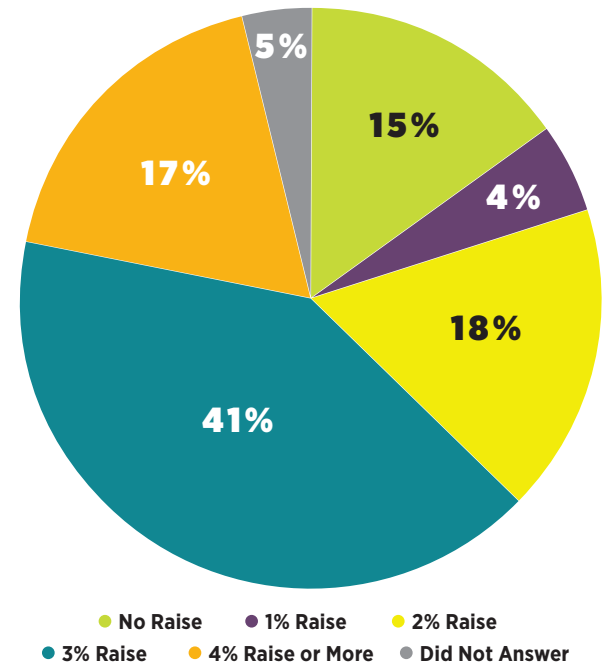
▶ EMPLOYMENT

Staffing levels in Florida cities vary greatly, ranging from less than 10 employees in smaller cities up to more than 1,000 employees in larger cities. The number of municipal employees needed to deliver services in each city is based not only on the city's population, but also on the number and level of services provided. Nearly two-thirds of Florida cities have been able to provide modest pay raises of 3% or less over the last four years, but an average of 20% have held municipal employee pay steady at some point during that time period.
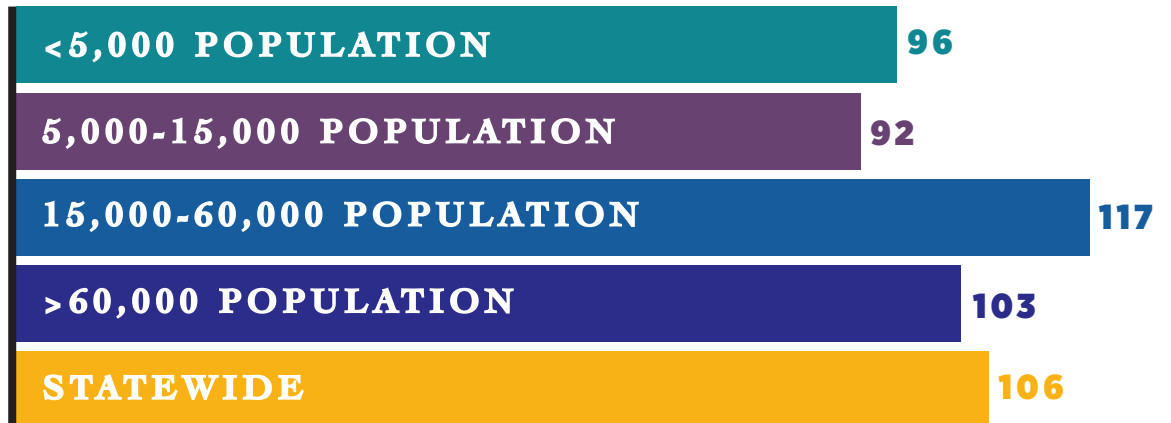
FULL-TIME EMPLOYEE PAY RAISES
percentage of cities providing in 2017

- ● No Raise
- ● 1% Raise
- ● 2% Raise
- ● 3% Raise
- ● 4% Raise or More
- ● Did Not Answer

15%
4%
18%
41%
17%
5%

NUMBER OF RESIDENTS PER ONE MUNICIPAL EMPLOYEE
2017 average

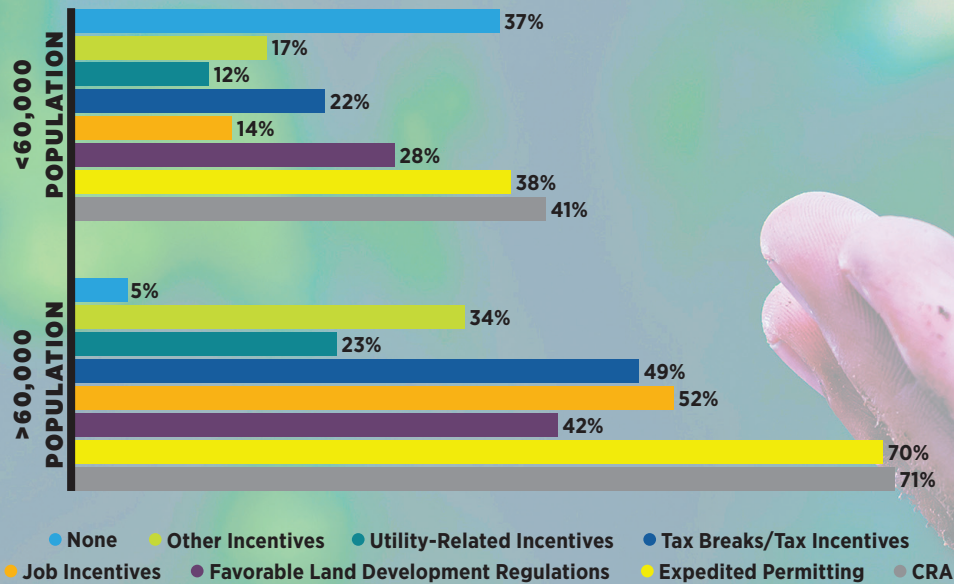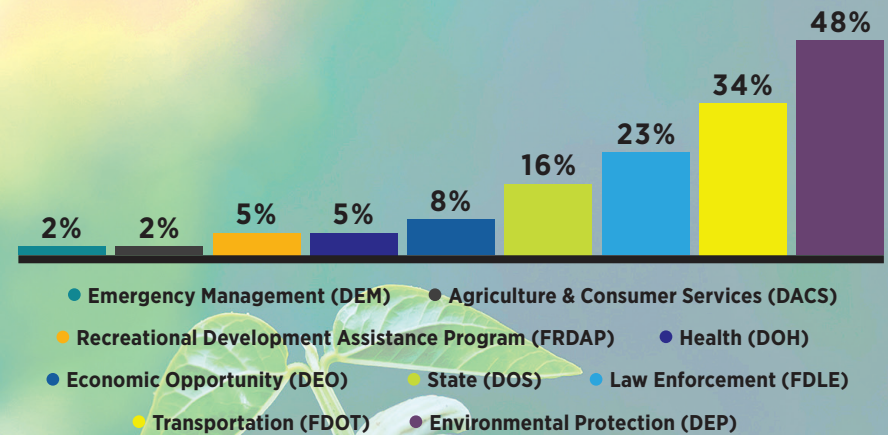|	
<5,000 POPULATION	96
5,000-15,000 POPULATION	92
15,000-60,000 POPULATION	117
>60,000 POPULATION	103
STATEWIDE	106

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▶ ECONOMY

Improving economic conditions for their cities and citizens is a multifaceted effort for municipal officials and staff. Economic development incentives to spur business growth can include expedited permitting procedures, favorable development regulations and tax breaks. Additionally, a vast majority of cities seek additional funding for local projects and initiatives through grants from federal, state and nonprofit sources.

MUNICIPAL GRANTS FUNDED BY STATE OF FLORIDA DEPARTMENTS

- 2%
- 2%
- 5%
- 5%
- 8%
- 16%
- 23%
- 34%
- 48%

- ● Emergency Management (DEM)
- ● Agriculture & Consumer Services (DACS)
- ● Recreational Development Assistance Program (FRDAP)
- ● Health (DOH)
- ● Economic Opportunity (DEO)
- ● State (DOS)
- ● Law Enforcement (FDLE)
- ● Transportation (FDOT)
- ● Environmental Protection (DEP)

ECONOMIC DEVELOPMENT INCENTIVES

statewide average percentage of cities 2013-2017

<60,000 POPULATION

- 37%
- 17%
- 12%
- 22%
- 14%
- 28%
- 38%
- 41%

>60,000 POPULATION

- 5%
- 34%
- 23%
- 49%
- 52%
- 42%
- 70%
- 71%

- ● None
- ● Other Incentives
- ● Utility-Related Incentives
- ● Tax Breaks/Tax Incentives
- ● Job Incentives
- ● Favorable Land Development Regulations
- ● Expedited Permitting
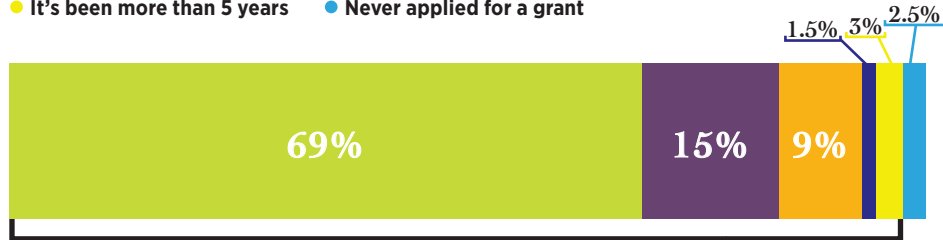- ● CRA

CITIES THAT RECENTLY RECEIVED A GRANT:

Funded by the State of Florida – 94%

Funded federally – 64%

Funded by another government or nonprofit agency – 37%

CITIES THAT APPLIED FOR A GRANT

- In the last 6 months
- In the last 12 months
- In the last 2 years
- In the last 5 years
- It's been more than 5 years
- Never applied for a grant

| 69% | 15% | 9% | 1.5% | 3% | 2.5% |

CITIES THAT RECEIVED A GRANT

1%
4%
2%

13%
22%
58%

- Never received a grant
- It's been more than 5 years
- In the last 5 years
- In the last 2 years
- In the last 12 months
- In the last 6 months
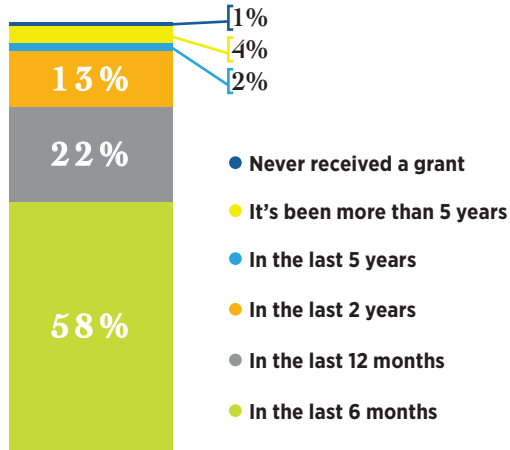
MUNICIPAL IN-HOUSE STAFF VS. PROFESSIONAL GRANT WRITER

| 66% | 34% |

- In-house grant writing
- Contract with a professional grant writer

6

1/3

cities that have received grant-writing or application training. The most common grant training providers are consultants, government agencies and local colleges/universities.

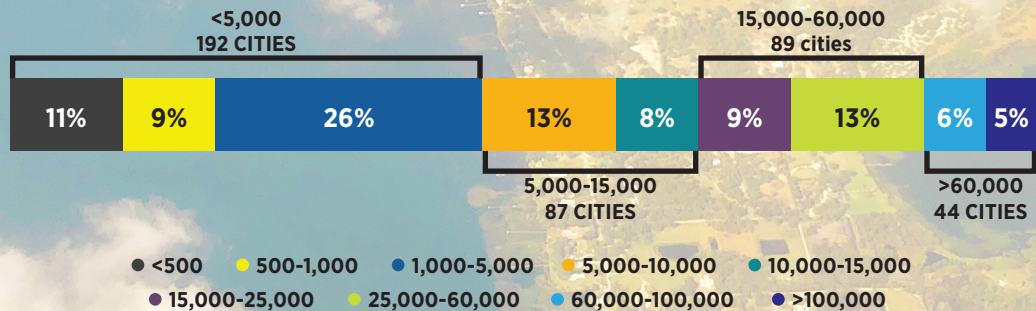# Municipal Population, Governance & Technology

▶ POPULATION

Since 1990, 26 new cities have been incorporated in Florida, increasing the state's municipal population to 50.6% of the statewide total. In the past five years, the municipal population has increased 6%, outpacing statewide population growth of 4%. *(all population data obtained from Bureau of Economic & Business Research, University of Florida, December 2016 population estimates)*

5,755

median population of cities in Florida

CITIES WITHIN EACH POPULATION RANGE

<5,000
192 CITIES

15,000-60,000
89 cities

| 11% | 9% | 26% | 13% | 8% | 9% | 13% | 6% | 5% |

5,000-15,000
87 CITIES

>60,000
44 CITIES

● <500   ● 500-1,000   ● 1,000-5,000   ● 5,000-10,000   ● 10,000-15,000
● 15,000-25,000   ● 25,000-60,000   ● 60,000-100,000   ● >100,000
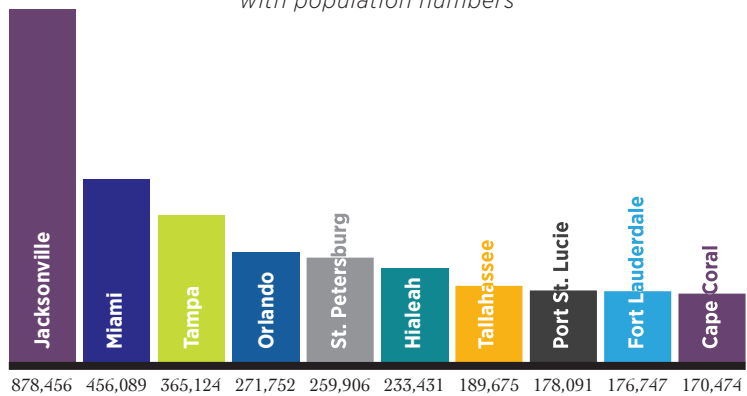
21 Florida cities with populations greater than 100,000

7 Florida cities with populations less than 100

TOP 10 LARGEST CITIES
with population numbers

City	Population
Jacksonville	878,456
Miami	456,089
Tampa	365,124
Orlando	271,752
St. Petersburg	259,906
Hialeah	233,431
Tallahassee	189,675
Port St. Lucie	178,091
Fort Lauderdale	176,747
Cape Coral	170,474

TOP 10 SMALLEST CITIES
with population numbers

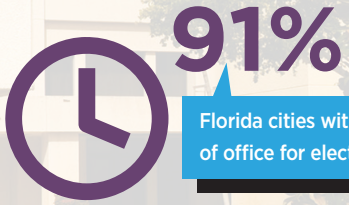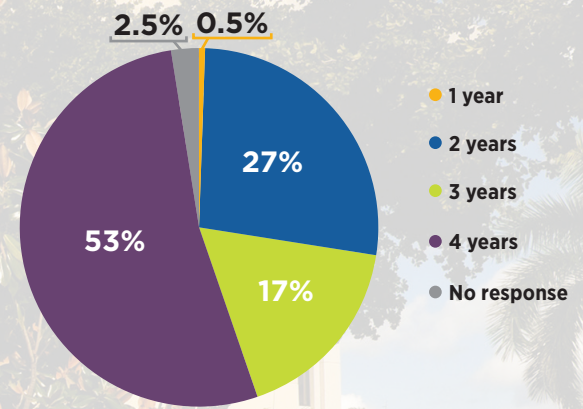| City	Population
Otter Creek	122
Belleair Shore	111
Ocean Breeze	100
Indian Creek	84
Lazy Lake	24
Lake Buena Vista	22
Bay Lake	15
Marineland	6
Westlake	5
Weeki Wachee	5
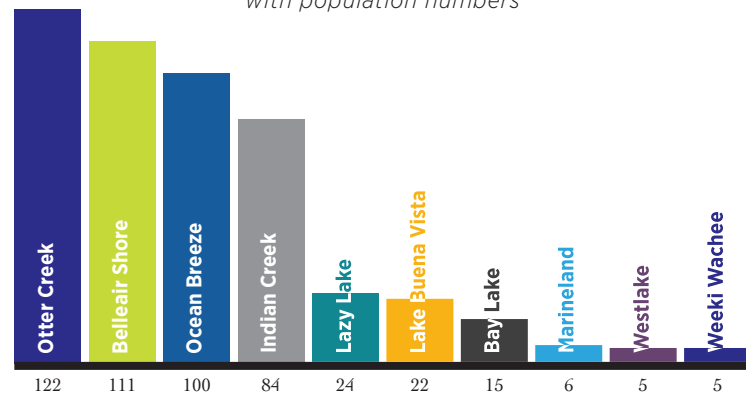
▶ GOVERNANCE

The citizens of a municipality determine through the city charter what form of government, governing body and election procedures work best for their communities. Statewide, the most prevalent form of city government is council-manager (66%) and the most common council/commission size is five members (69%). Historically, municipal elections have taken place year-round in Florida, and cities determined when and if they would hold primaries and run-off elections. Most Florida cities contract with the local supervisor of elections to run their municipal elections.

40%
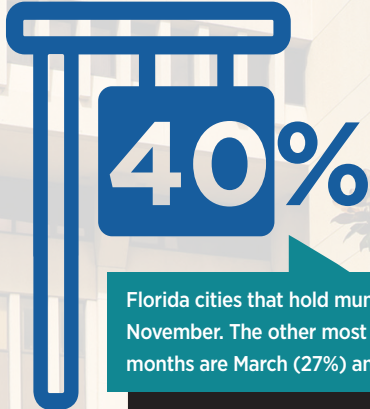
Florida cities that hold municipal elections in November. The other most common election months are March (27%) and April (31%)
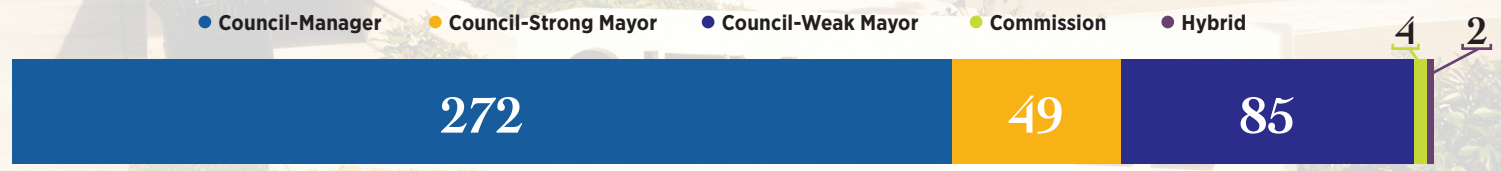
91%

Florida cities with staggered terms of office for elected officials

LENGTH OF MUNICIPAL TERMS OF OFFICE
percentage of cities

- 2.5%
- 0.5%
- 27%
- 53%
- 17%

- 🟠 1 year
- 🔵 2 years
- 🟢 3 years
- 🟣 4 years
- ⚪ No response

NUMBER OF FLORIDA CITIES WITH EACH FORM OF GOVERNMENT

- 🔵 Council-Manager
- 🟠 Council-Strong Mayor
- 🔵 Council-Weak Mayor
- 🟢 Commission
- 🟣 Hybrid

272	49	85	4	2

NUMBER OF FLORIDA CITIES WITH COUNCIL/COMMISSION SIZE

- 🔵 3-4 people
- 🟠 5 people
- 🔵 6 people
- 🟢 7 people
- 🔵 8 people
- 🟣 +9 people

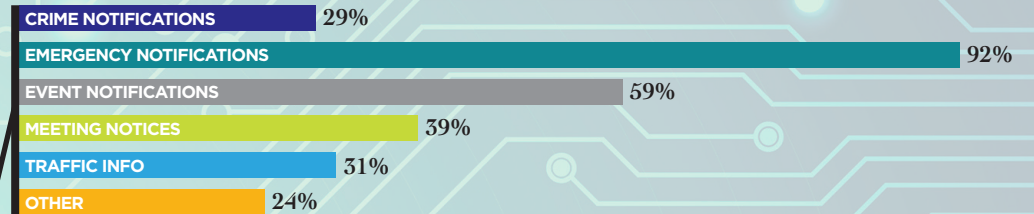| 4	284	75	37	9	3
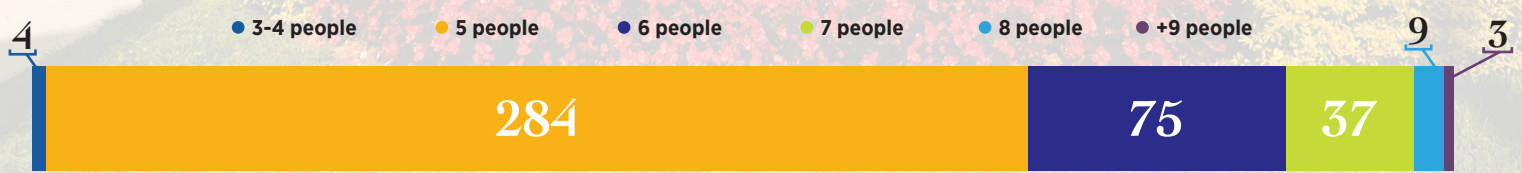
▶ TECHNOLOGY

Municipalities in Florida are making strides to improve communication outreach to citizens through new technologies. Cities strive to use the most relevant technologies to keep their citizens informed of general governance issues and during emergencies. In addition to a website, more than 70% utilize at least one social media platform, with the most frequently used being Facebook (70%) and Twitter (40%).
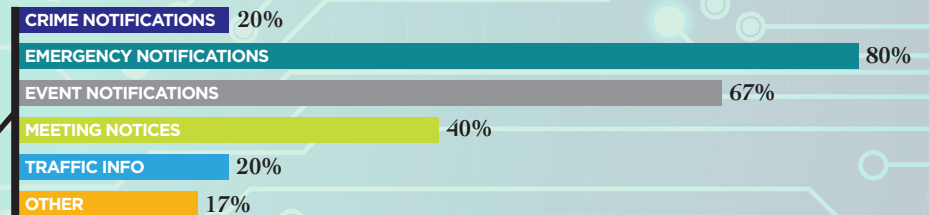
CITIES USING TEXT NOTIFICATIONS TO COMMUNICATE WITH CITIZENS

60% NO	40% YES

CITIES USING A MOBILE APP TO COMMUNICATE WITH CITIZENS

80% NO	20% YES

CITIES USING SOCIAL MEDIA TO COMMUNICATE WITH CITIZENS

29% NO	71% YES

TYPES OF MUNICIPAL TEXT NOTIFICATIONS SENT
percentage of cities sending each

Type	Percentage
CRIME NOTIFICATIONS	29%
EMERGENCY NOTIFICATIONS	92%
EVENT NOTIFICATIONS	59%
MEETING NOTICES	39%
TRAFFIC INFO	31%
OTHER	24%

TYPES OF NOTIFICATIONS SENT VIA MUNICIPAL MOBILE APPS
percentage of cities sending each

Type	Percentage
CRIME NOTIFICATIONS	20%
EMERGENCY NOTIFICATIONS	80%
EVENT NOTIFICATIONS	67%
MEETING NOTICES	40%
TRAFFIC INFO	20%
OTHER	17%

TYPES OF NOTIFICATIONS SENT VIA MUNICIPAL SOCIAL MEDIA PLATFORMS
percentage of cities sending each

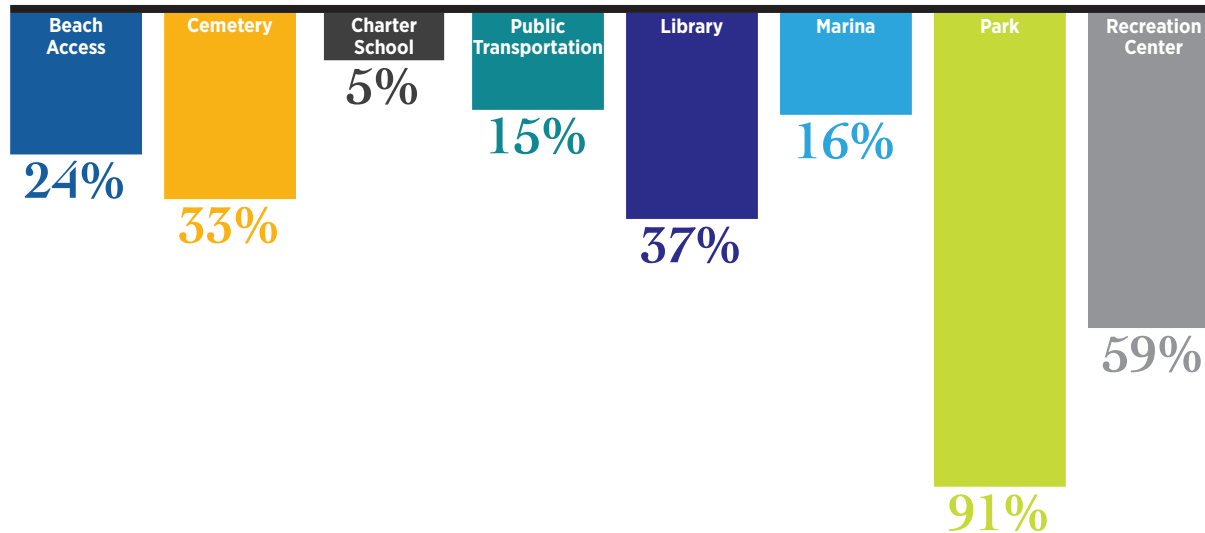| Type	Percentage
CRIME NOTIFICATIONS	47%
EMERGENCY NOTIFICATIONS	83%
EVENT NOTIFICATIONS	87%
MEETING NOTICES	63%
TRAFFIC INFO	48%
OTHER	26%
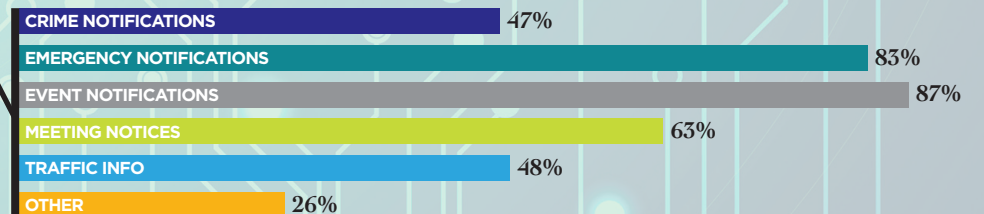
Municipal Services, Utilities & Public Safety

Municipal service levels are far-reaching and vary depending on the needs and desires of their citizens. Many cities place a high priority on quality-of-life services such as parks and recreation. Most cities also provide basic services such as garbage collection and some level of water service. Cities work hard to ensure their residents are safe. Police, fire and emergency medical services are consistently among the top municipal services provided. Municipalities typically provide services either directly by city employees or by contracting with another government entity such as a county.

▶ CITY-RUN SERVICES

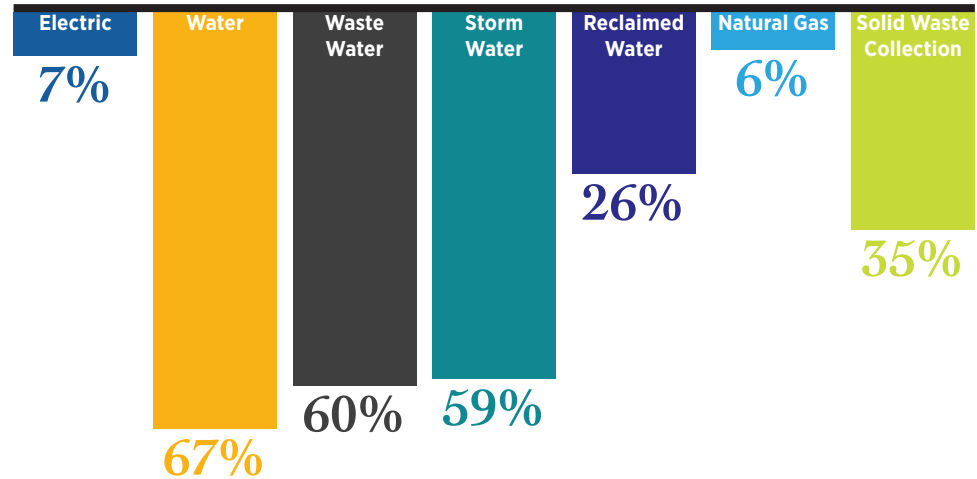### CITIES WITH CITY-RUN SERVICES - AVERAGE PERCENTAGE 2013-2017
*includes services provided by in-house staff and services that are contracted out*

Beach Access	Cemetery	Charter School	Public Transportation	Library	Marina	Park	Recreation Center
24%	33%	5%	15%	37%	16%	91%	59%

▶ UTILITY SERVICES

CITIES WITH UTILITIES SERVICES - AVERAGE PERCENTAGE 2013-2017

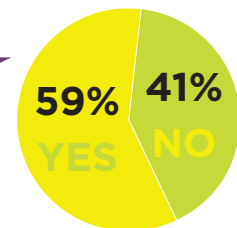| Electric	Water	Waste Water	Storm Water	Reclaimed Water	Natural Gas	Solid Waste Collection
7%	67%	60%	59%	26%	6%	35%

REASONS WHY CITIES UNDERGROUND ELECTRIC UTILITIES

Respondents were able to select more than one option.

● Aesthetics   ● Safety   ● Reliability   ● Storm Hardening   ● Other

- Aesthetics: 60%
- Safety: 35%
- Reliability: 7%
- Storm Hardening: 5%
- Other: 13%
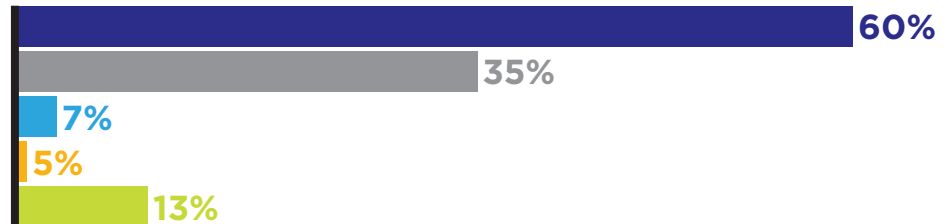
CITIES WITH UNDERGROUND ELECTRIC UTILITIES

- 59% YES
- 41% NO

GETTY IMAGES

HOW SOLID WASTE COLLECTION SERVICES ARE PROVIDED

average percentage of cities 2013-2017

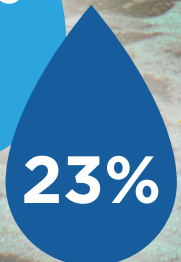| 28%	32%	13%	6%	6%	15%

- City Owned & Operated
- City Operated Thru a Franchise Agreement
- Affiliated with a Regional Independent Entity
- Obtained from Another Government Entity
- Combination of Above
- Not Applicable
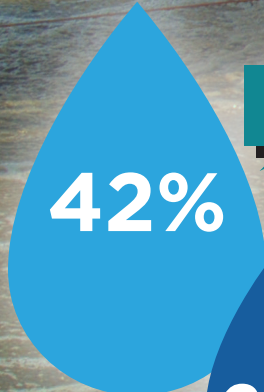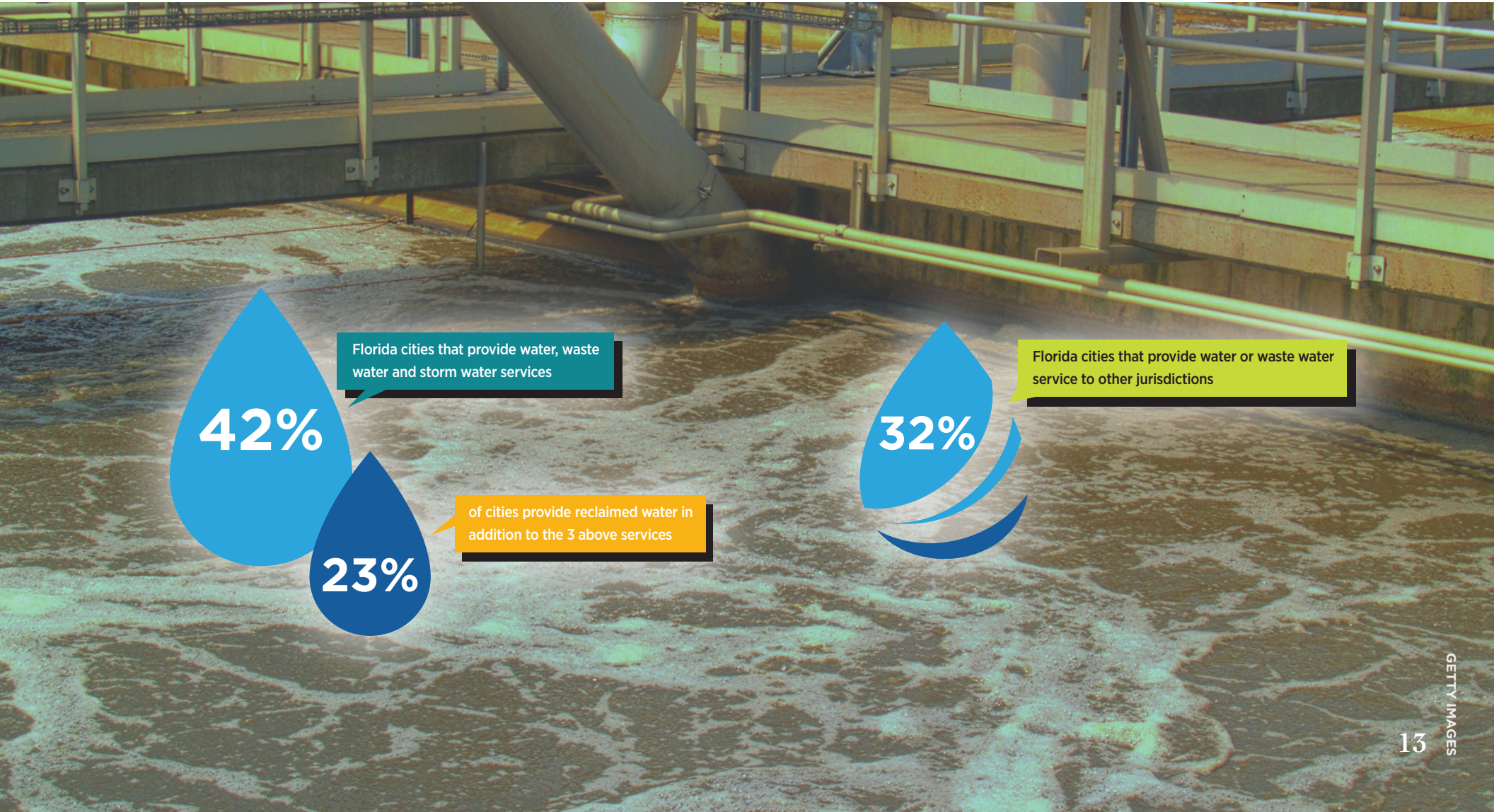
42% Florida cities that provide water, waste water and storm water services

23% of cities provide reclaimed water in addition to the 3 above services

32% Florida cities that provide water or waste water service to other jurisdictions
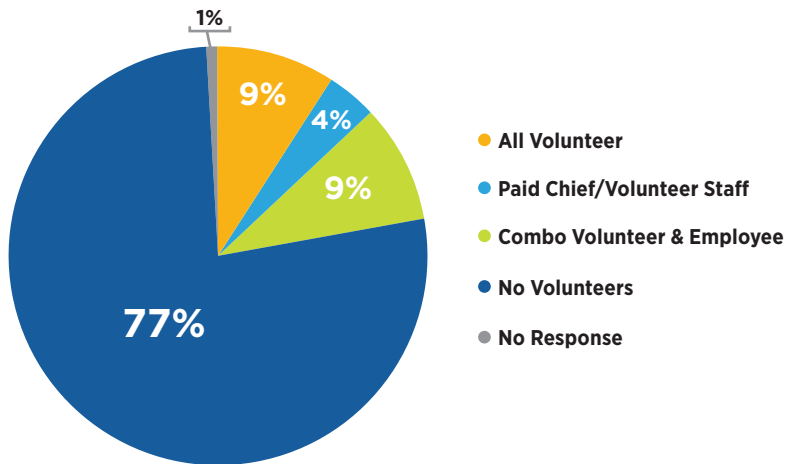
❯ PUBLIC SAFETY SERVICES

CITIES WITH PUBLIC SAFETY SERVICES - AVERAGE PERCENTAGE 2014-2017
includes services provided by in-house staff and services that are contracted out

91%	**86%**	**68%**
Police Services	**Fire Services**	**Emergency Medical Services**

VOLUNTEER FIRE SERVICES
average percentage of cities 2014-2017

- 1%
- 9% — **All Volunteer**
- 4% — **Paid Chief/Volunteer Staff**
- 9% — **Combo Volunteer & Employee**
- 77% — **No Volunteers**
- **No Response**

40%

Cities in Northwest Florida with an all-volunteer fire department

14

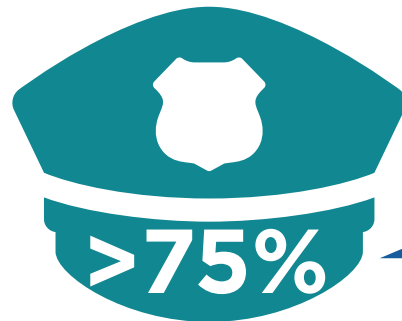## HOW POLICE SERVICES ARE PROVIDED

average percentage of cities 2014-2017

| 65% | 1% | 25% | 8% | 1% |

- ● Directly by City
- ● Contracted Out to Another City
- ● Contracted Out to the County
- ● Not Provided
- ● No Response
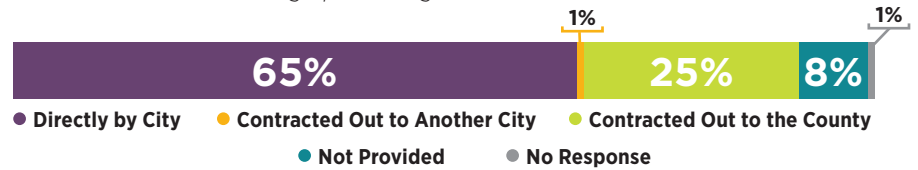
HOW FIRE SERVICES ARE PROVIDED

average percentage of cities 2014-2017

| 53% | 8% | 23% | 2% | 14% |

- ● Directly by City
- ● Contracted Out to Another City
- ● Contracted Out to the County
- ● Contracted Out to a Private Entity
- ● Not Provided

HOW EMERGENCY MEDICAL SERVICES ARE PROVIDED

average percentage of cities 2014-2017

| 27% | 7% | 30% | 4% | 30% | 2% |

- ● Directly by City
- ● Contracted Out to Another City
- ● Contracted Out to the County
- ● Contracted Out to a Private Entity
- ● Not Provided
- ● No Response

>75%

Florida cities over 15,000 population that provide police services directly.

ABOUT THE FLORIDA LEAGUE OF CITIES
CENTER FOR MUNICIPAL RESEARCH & INNOVATION

The CMRI is the primary source of local government research and resources at the Florida League of Cities. It serves as a link between Florida's public policy researchers and municipal governments, bridging the gap between academics and public policy makers and administrators. The CMRI conducts multiple surveys annually, the cornerstone being the CityStats survey.

▶ CITYSTATS SURVEY

Unless otherwise noted, all information included in the *State of the Cities* is from Florida League of Cities' CityStats surveys, 2011-2017 and 2015-2017 MiniSurvey series.

The FLC Center for Municipal Research & Innovation has conducted the CityStats survey since 2011. The survey consists of approximately 40 questions about municipal operations, budgets, policies and services. In 2017, surveys were collected from 314 of Florida's 412 municipalities, equaling 76 percent of all cities and 75 percent of the total statewide municpal population.

The CMRI's MiniSurvey series is intended to gather pertinent, targeted data on a narrow topic through a brief 5-10 question format. MiniSurveys are sent electronically to all 412 Florida cities with varying response rates.

Copies of the survey questions and lists of respondents are available upon request. Individual municipal profiles and the League's "Find a Peer City" database are available for viewing on the League's website at *www.floridaleagueofcities.com/research*

Florida League of Cities Center for Municipal Research & Innovation
PO Box 1757, Tallahassee, FL 32302-1757
www.floridaleagueofcities.com/research