

**BCC Meeting:  
October 6, 2020  
Research Notes**

**Item No. 11A13  
File No. 201769**

**Researcher: JFP Reviewer: PGE**

RESOLUTION DIRECTING THE COUNTY MAYOR OR COUNTY MAYOR'S DESIGNEE TO TAKE ALL ACTIONS NECESSARY TO NEGOTIATE AND FINALIZE A JOINT USE AGREEMENT WITH THE UNITED STATES OF AMERICA FOR THE CREATION OF A FIXED BASE OPERATOR DEVELOPMENT ADJACENT TO THE HOMESTEAD AIR RESERVE BASE, TO PERFORM ALL NECESSARY DUE DILIGENCE, TO FINALIZE THE TERMS OF A PROPERTY EXCHANGE BETWEEN THE COUNTY AND THE UNITED STATES OF AMERICA, AND TO PLACE A RESOLUTION SEEKING BOARD APPROVAL OF SAME, OR ALTERNATIVELY, A STATUS REPORT, DIRECTLY ON THIS BOARD'S AGENDA WITHOUT COMMITTEE REVIEW PURSUANT TO ORDINANCE NO. 14-65

**ISSUE/REQUESTED ACTION**

Whether the Board should direct the Mayor to take all actions necessary to negotiate and finalize a joint use agreement with federal agencies for the creation of a fixed base operator for general aviation activity at Homestead Air Reserve Base.

**PROCEDURAL HISTORY**

**Co-Prime Sponsors: Commissioner Dennis C. Moss, District 9 and Commissioner Jose "Pepe" Diaz, District 12  
Department/Requester: None**

This item was forwarded to the BCC with a favorable recommendation by the Public Safety and Rehabilitation Committee at its September 9, 2020 meeting. Before passage, Commissioner Diaz requested to be a co-prime sponsor of the item.

**ANALYSIS**

The purpose of this item is to direct the Mayor to engage in continued negotiations with federal agencies to finalize a joint use agreement for general aviation operations at Homestead Air Reserve Base. The Federal Aviation Administration (FAA) defines *joint-use airport* as an airport owned by the Department of Defense, at which both military and civilian aircraft make shared use of the airfield. While the Board first passed a resolution to negotiate a joint use agreement with the federal government to allow limited civilian use of Homestead Air Reserve Base (HARB) in 2015, the journey to have civilian operations at HARB began long before when the Base Closure and Realignment Commission (BRAC) recommended realignment of Homestead Air Force Base pursuant to the Defense Base Closure and Realignment Act. The 1993 BRAC decision required the Air Force to dispose of 1,632 acres deemed to be in excess to military needs and surplus to the needs of the federal government.

A series of events led to the County pursuing a joint use agreement limited to general aviation activity, as the restrictions prescribed by the Air Force's Second Supplemental Record of Decision allowed for mixed-use development while prohibiting construction of a commercial airport at the site because of environmental impact considerations. A joint use arrangement would, however, allow private aircraft other than commercial air carriers to operate out of HARB.

Joint use agreements provide an alternative for communities seeking positive economic impact from underutilized military airfields while providing military planners with a mechanism to increase the usage of their installations and avoid closure orders from future BRAC decisions. Additionally, underutilized tarmac and excess property may be reenergized resulting in incremental revenues for the operation and maintenance of the military airfield. Joint use is also a critical step toward receiving additional federal funding under the Airport Improvement Program (AIP) and the Military Airport Program (MAP) for the planning and development of Homestead Air Reserve Base.

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*OCA's Comparative Analysis*

OCA conducted a survey of four U.S. joint use installations to determine the varying uses and economic impacts thereof in order to investigate the economic potential of Homestead Air Reserve Base as a joint use facility. Surveys were sent to Homestead Air Reserve Base and the following bases as well as their civil counterparts: March Air Reserve Base and March Joint Powers Authority, Joint Base Charleston and Charleston International Airport, Westover Air Reserve Base and Westover Metropolitan Airport, and Scott Air Force Base and MidAmerica St. Louis Airport. There were two respondents to the survey: March Air Reserve Base and Scott Air Force Base. The results of the survey are detailed below.

	<b>March ARB and March Inland Port</b>	<b>Scott AFB and MidAmerica Airport</b>
<b>Date Airfield Established</b>	March 1918 as March Field	August 1917 as Scott Field
<b>Date of BRAC Decision</b>	Selected for BRAC March 1993 with effective date of March 1996	N/A – Scott AFB is still an active duty base that was not subject to BRAC.
<b>Date Air Reserve Base Established</b>	April 1996	N/A – Scott AFB is still an active duty base.
<b>Date of Joint Use Agreement</b>	Initial agreement between March Joint Powers Authority (MJPA) and United States Air Force: May 7, 1997. Current agreement effective March 19, 2014	November 1997
<b>Current size in acres</b>	2,150 acres. The BRAC decision resulted in 4,400 acres of property and facilities being declared surplus and available for disposal actions	2,400 acres (MidAmerica St. Louis Airport is an additional 5800 acres)
<b>Current Military Mission (including number and type of aircraft)</b>	Train and deploy citizen Airmen in support of global mobility operations. 452 Air Mobility Wing assigned aircraft include 14 KC-135 and 9 C-17 aircraft. Partner units assigned aircraft include MQ-9 and F-16 aircraft	Managing a domestic aeromedical evacuation system, commanding and supervising all operational support airlift within the US and providing initial qualification training for C-9 pilots
<b>Civilian Carrier(s) and other businesses co-located on the former federal property</b>	Amazon, Omega Air Refueling, UPS Seasonal, General Aviation	Not former federal property-greenfield addition to Scott AFB. On civil side: Boeing Production, Boeing Test, North Bay Produce, National Air Helicopter, Allegiant

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<p><b>Total number of civilian flights (takeoffs and landings): 2015, 2016, 2017, 2018 and 2019</b></p>	<p>2018: 1,592 2019: 3,840  No significant civilian airport operations prior to 2018.</p>	<p>Carrier, Mil, GA 2015: 2,500 2016: 3,100 2017: 4,009 2018: 4,335 2019: approximately 4,800</p>
<p><b>Passengers: 2015, 2016, 2017, 2018 and 2019</b></p>	<p>MIPAA - None (except National Training Center Military)</p>	<p>2015: 55,000 2016: 115,000 2017: 130,000 2018: 154,000 2019: 157,000</p>
<p><b>Cargo operations: 2015, 2016, 2017, 2018, 2019</b></p>	<p>2015-2019 UPS, 2019 Amazon</p>	<p>None</p>
<p><b>Economic Impact (civilian operations) 2015, 2016, 2017, 2018 and 2019</b></p>	<p>Not Provided</p>	<p>Scott AFB/MidAmerica St. Louis Airport: \$3.4B</p>

Of the two survey respondents, the installation which is most comparable to Homestead Air Reserve Base is March Air Reserve Base, as Scott Air Force Base remains an active duty base and has commercial flights as part of its MidAmerica Airport joint use arrangement. March Air Reserve Base, however, does not have significant commercial activity at its base but instead has cargo operations (UPS and Amazon) in addition to other general aviation activity, which more closely mirrors a potential joint use arrangement at Homestead Air Reserve Base where only general aviation would be permitted pursuant to the Second Supplemental Record of Decision.

Homestead Air Reserve Base and March Air Reserve Base are both long-standing, well-established, military installations within a major metropolitan area. Both were adversely affected by BRAC decisions which resulted in significant loss in size and mission. The difference lies in that March Air Reserve Base established a joint use agreement in 1997 creating March Inland Port, which produced positive economic impact on the Inland Southern California region (Riverside and San Bernardino counties).

While March Air Reserve Base and March Inland Port reported that the economic impact of civilian operations from 2015 to date is unknown, its annual total (civilian and military) economic impact based on 2014 fiscal data is reported at \$579 million. By contrast, Homestead Air Reserve Base's annual economic impact was estimated at \$331 million for Fiscal Year 2018. With a minimal civilian operation in place at the time, March Air Reserve Base and March Inland Port's 2014 economic impact is still 75% higher than the more recent estimated economic impact of Homestead Air Reserve Base. The increased annual civilian operations at March Air Reserve Base and March Inland Port, most recently recorded as 3,840 takeoffs and landings in 2019, will likely continue to boost the facility's economic impact. Its joint use agreement limits civilian airport operations to 21,500 takeoffs and landings, still allowing for significant growth of its civilian operations in the coming years.

However, there are barriers to generating a greater positive economic impact at Homestead Air Reserve Base through application of a joint use model. Given the restrictions imposed by the 2004 Second Supplemental Record of Decision

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prohibiting commercial activity, landing fees would likely not apply at Homestead Air Reserve Base as a joint use installation with only general aviation activity. According to the Miami-Dade Aviation Department, while landing fees are generally assessed on private planes landing at Miami International Airport at a rate of \$1.62 per 1000 pounds of maximum landed weight, landing fees are not enforceable at general aviation airports.

Successful execution of a joint use agreement between the County and the federal government will necessitate balancing local and military interests, both short- and long-term. The terms of the joint use agreement will dictate the economic impact generated by the arrangement.

*Proposed Resolution*

In furtherance of executing a joint use agreement, this item directs the Mayor to (i) complete all necessary due diligence; (ii) identify all costs and legally available funding sources to the extent funding is required; (iii) negotiate and finalize the agreement; (iv) finalize the exchange of property between the County and the federal government; and (v) place a resolution, including the proposed agreement, directly on the first available full Board agenda for consideration without the necessity of committee review. The item also directs the Mayor to submit a status report to the Board identifying any legal or other obstacles to the conveyance and whether legally available funding sources were identified, and describing the status of the negotiations as well as any issues that have arisen while providing recommendations for further action. This status report is to be placed directly on the Board agenda without the necessity of committee review no later than the earlier of 60 days from the effective date of the resolution or upon determination that no funding source is available, that legal or other impediments exist, or that negotiations are at an impasse.

The 2015 resolution, Resolution No. R-1105-15 sponsored by Commissioner Diaz and Commissioner Moss, directed the Mayor to negotiate a joint use agreement with the federal government to allow limited civilian use of Homestead Air Reserve Base and to present a status report on such negotiations to the Board within 90 days. According to September 2016 and June 2018 reports to the Board pursuant to this directive, the County's proposal to enter into a joint use agreement was reviewed by Homestead Air Reserve Base and then forwarded to the Air Force's Headquarters of Operations (AFHO). After review, the AFHO then forwarded the request to the Federal Aviation Administration (FAA) on June 2, 2016. After FAA review, the request would then require approval by the Air Force Reserve Command and the Secretary of the Air Force. The entire approval process was estimated to take one to three years, a process which the Homestead Air Reserve Base indicated it would attempt to expedite so that negotiations between the base and the County could then begin.

A letter dated February 28, 2020 from Ms. Jennifer L. Miller, Principal Deputy Assistant Secretary, United States Air Force to Miami-Dade County Mayor Carlos Gimenez conveyed the support of the Air Force, Air Force Reserve Command (AFRC) and the 482 Fighter Wing at Homestead Air Reserve Base for the joint use concept being applied at Homestead Air Reserve Base. However, Ms. Miller expressed the Air Force's concerns regarding the Miami-Dade Aviation Department (MDAD)'s proposed Fixed Base Operator (FBO) location, and proposed another location for the FBO that would separate civil and military operations and alleviate its security concerns. While not the location proposed by the Air Force, the FBO location now being proffered by MDAD (as indicated in the subject item) takes these factors into account. The south side of the airfield is the County's current preferred alternative for the location of the FBO for general aviation operations, as illustrated below.

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**ADDITIONAL INFORMATION**

**Airport Improvement Program (AIP) and the Military Airport Program (MAP)**

AIP provides grants to public agencies—and, in some cases, to private owners and entities—for the planning and development of public-use airports that are included in the National Plan of Integrated Airport Systems. MAP is a grant set-aside from the AIP. Through MAP, FAA awards grant funds to the civil sponsor of a military airfield for the development of aviation facilities for the public. This program also assists new sponsors in converting former military airfields to public use to add system capacity and reduce congestion at existing airports experiencing significant delays. In addition, the MAP provides financial assistance to the civilian sponsors who are converting, or have already converted, military airfields to civilian or joint military and civilian use. MAP grants may be used for projects not generally funded by the AIP, such as building or rehabilitating surface parking lots, fuel farms, hangars, utility systems, access roads, and cargo buildings.

[https://www.faa.gov/airports/aip/military\\_airport\\_program/](https://www.faa.gov/airports/aip/military_airport_program/)

**APPLICABLE LEGISLATION/POLICY**

**Ordinance No. 14-65**, adopted July 1, 2014, amends Section 2-1 of the County Code to require that reports prepared at the request of the Board be presented to the Board and reports prepared at the request of a committee of the Board be provided to such committee.

<http://intra/gia/matter.asp?matter=141471&file=true&yearFolder=Y2014>

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**Resolution No. R-1105-15**, adopted December 1, 2015, directs the Mayor to negotiate a Joint Use Agreement with the federal government to allow limited civilian use of Homestead Air Reserve Base.

<http://intra/gia/matter.asp?matter=160912&file=false&yearFolder=Y2016>