



Miami-Dade Board of County Commissioners
Office of the Commission Auditor

**Homestead Air Reserve Base
Joint Use Study**

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Research project produced by the Office of the Commission Auditor

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The Office of the Commission Auditor (OCA) was established in September 2002 by Ordinance 03-2 to provide support and professional analysis of the policy, service, budgetary, and operational issues before the Miami-Dade Board of County Commissioners (BCC). The Commission Auditor's duties include reporting to the BCC on the fiscal operations of County departments, as well as whether or not the fiscal and legislative policy directions of the Commission are being efficiently and effectively implemented.

This report, prepared in collaboration with the Miami-Dade County department(s) as subject matter experts, is substantially less detailed in scope than an audit in accordance with the Generally Accepted Auditing Standards (GAAS). OCA plans and performs the review to obtain sufficient, appropriate evidence to provide a reasonable basis for its findings and conclusions based on the objectives; accordingly, OCA does not express an opinion on the data gathered by the subject matter expert(s).

Table of Contents

I.	Introduction.....	4
	a. Purpose.....	4
	b. Scope.....	4
	c. Methodology.....	4
II.	Background.....	4
	a. Defining Joint Use.....	4
	b. Historical Timeline.....	4
III.	Benefits of Joint Use.....	9
IV.	Comparative Analysis.....	14
V.	Conclusion.....	16

I. Introduction

a. Purpose

The Office of the Commission Auditor (OCA) prepared this report in response to a request from Commissioner Jose “Pepe” Diaz, representing Commission District 12, to conduct research on the feasibility of using Homestead Air Reserve Base as a joint civil-military installation.

b. Scope

The scope of this study is narrowly focused on the potential for Homestead Air Reserve Base to operate as a joint civil-military base. This report also assesses whether a joint use agreement between the County and the federal government would engender a positive economic impact to the local economy.

c. Methodology

To produce this report, OCA conducted qualitative analytical research, i.e., reviewing military reports and military-sponsored studies, to determine the requirements of a successful joint use airfield. Additionally, for comparative purposes, OCA performed a case study of March Air Reserve Base/March Inland Port, a well-established joint use base, as well as surveyed several long-standing joint use bases to inform the County’s approach to finalizing a joint use agreement with the federal government for civilian use of Homestead Air Reserve Base.

II. Background

a. Defining Joint Use

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.¹ The United States Air Force recognizes two types of routine joint airfield use. The two uses are civil use of military airfields and military use of civil airfields. This study focuses on civil use of the military field at Homestead Air Reserve Base.

b. Historical Timeline

In March 1993, the Secretary of the Department of Defense recommended the Homestead Air Force Base for closure pursuant to the Defense Base Closure and Realignment Act of 1990 (DBCRA).² In the late 1980s and early 1990s, the Base Realignment and Closure Commission (BRAC) delivered recommendations for the closure of more than 47 military airfields to the president of the United States. The airfields slated for closure were said to be unnecessary as America’s Cold War arsenal was scaled down. Without exception, the president accepted the BRAC recommendations, certified his approval to Congress, and the closure process was initiated in communities across the country.³ Ultimately, BRAC recommended realignment rather than closure of Homestead Air Force Base. The 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.⁴

¹ FEDERAL AVIATION ADMINISTRATION, Joint Civilian/Military (Joint-Use) Airports, https://www.faa.gov/airports/planning_capacity/joint_use_airports/ (last visited August 12, 2020).

² Pub.L. No. 101–510 §§ 2901 *et seq.*, 104 Stat. 1485, 1496 (1990)

³ Randall Beach, *Recycling the Cold War: The Conversion of Military Aviation Assets*, AMERICAN BAR ASSOCIATION (2000).

⁴ U.S. AIR FORCE AND THE FED. AVIATION ADMIN., FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT: DISPOSAL OF PORTIONS OF THE FORMER HOMESTEAD AIR FORCE BASE, FLORIDA (December 2000), *available at* <https://www.homestead.afrc.af.mil/Portals/134/Documents/SusOps/AFD-130613-095.pdf>.

In July 1993, Miami-Dade County submitted a proposal to the Air Force for conveyance of Homestead's surplus property to the County for redevelopment as a commercial airport.⁵ In February 1994, the Air Force issued an environmental impact statement (EIS) regarding Miami-Dade's proposal that considered three alternatives for use of the surplus property as a commercial airport and a fourth "no action" alternative.⁶

In October 1994, the Air Force issued a Record of Decision stipulating that certain parcels were to be made available for disposal for use as a public airport, and the County would have the opportunity to apply to obtain the property, approval and determination of which would be by the Air Force and the FAA.⁷

In September 1995, the County entered into an interim six-month lease with the Air Force for the proposed airport property to allow for proper development of its plans for the commercial airport.⁸ The County had not yet been approved to obtain the property, and the lease terms reflected this fact by stating that a long-term lease was contingent on federal approval of the County's application. As further explained below, the County would ultimately never receive this approval because of a federal decision prohibiting construction of a commercial airport at the site.

In June 1996, the County entered into a 45-year Lease and Development Agreement with Homestead Air Base Developers, Inc. (HABDI) for HABDI's development and operation of a commercial airport should the County acquire the surplus property.⁹ Under the agreement, the County would receive a portion of the revenue generated from the operation of the airport.

On October 8, 1996, the Miami-Dade County Board of County Commissioners (Board) adopted Ordinance 96-144, amending its Comprehensive Development Master Plan to include the base reuse plan.¹⁰ The Miami Sierra Club, the Tropical Audubon Society, and several other environmental groups objected to the plan, fearing that the proposed development would negatively impact the surrounding environment as the proposed airport would be in close proximity to Biscayne National Park, Everglades National Park, and Biscayne Bay.¹¹

In December 1996, the County submitted its application to the Air Force to obtain the surplus property by long-term lease or conveyance.¹² Environmental groups expressed concern to the Air Force regarding HABDI's airport development plan which involved twice as much projected jet activity than what was originally contemplated, as well as expansive commercial development in a fragile environment. Thus, these groups sought a supplemental Environmental Impact Statement, which was conducted by the Air Force and the FAA.

In December 2000, the Air Force and the FAA, in cooperation with the Department of the Interior and the Environmental Protection Agency, issued the final supplemental Environmental Impact Statement which

⁵ *Miami Building & Construction Trades Council, AFL-CIO v. Secretary of Defense*, 493 F.3d 201

⁶ *Id.*

⁷ *Id.*

⁸ *Id.*

⁹ *Id.*

¹⁰ MIAMI-DADE COUNTY, FLA. ORDINANCE 96-144 (1996), available at <http://intra/gia/matter.asp?matter=963174&file=false&yearFolder=Y1996>

¹¹ *Miami Sierra Club v. State Admin. Com'n* 721 So.2d 829

¹² *Id.*

reported on four alternatives: 1) a commercial airport as previously proposed; 2) a commercial spaceport; 3) residential or commercial mixed-use development; or 4) no action.¹³

The four controlling government entities expressed differing preferences for development of the surplus property. The “no action” alternative was considered to be inconsistent with the federal government’s economic goals. Consideration of the spaceport was deemed premature, as further analysis would be required to examine its feasibility. The Air Force therefore preferred the commercial airport as previously proposed or mixed-use alternatives, stating that the environmental impacts would not bar the implementation of these proposals. The FAA expressed a stronger preference for the commercial airport “because it would provide needed additional airport capacity for south Florida”, further stating that appropriate environmental mitigation for the surrounding community, Biscayne Bay, and the national parks could be implemented.¹⁴ The Department of the Interior and the EPA both preferred the mixed-use alternative.

On January 15, 2001, the Air Force issued its Second Supplemental Record of Decision, allowing for mixed-use development while prohibiting construction of a commercial airport at the site, in effect reversing the decision made by the Air Force in 1994.¹⁵ The decision was said to strike a balance between the federal interests in economic development of realigned military bases and the environmental interests of protecting the nearby national parks.¹⁶ Pursuant to the decision, the County was given the first opportunity to accept the land for redevelopment.

On July 13, 2004, the Board of County Commissioners passed a resolution executing the Economic Development Conveyance Agreement between the County and the Air Force for the transfer of approximately 601 acres (of the 1,632 acres declared surplus in the BRAC decision) to the County.¹⁷ An additional 212 acres were conveyed to the County for a County park and 72 acres were conveyed to the County’s Homeless Trust in separate subsequent deals.¹⁸

On December 1, 2015, the Board passed a resolution directing the Mayor to negotiate a Joint Use Agreement with the federal government to allow limited civilian use of Homestead Air Reserve Base.¹⁹ The resolution directed the Administration to provide a report to the Board on the Joint Use Agreement’s status every 120 days.

¹³ U.S. AIR FORCE AND THE FED. AVIATION ADMIN., FINAL SUPPLEMENTAL ENVIRONMENTAL IMPACT STATEMENT: DISPOSAL OF PORTIONS OF THE FORMER HOMESTEAD AIR FORCE BASE, FLORIDA (December 2000), *available at* <https://www.homestead.afrc.af.mil/Portals/134/Documents/SusOps/AFD-130613-095.pdf>.

¹⁴ *Id.*

¹⁵ Second Supplemental Record of Decision (ROD) for the Disposal of Portions of the Former Homestead Air Force Base (AFB), FL, 66 Fed. Reg. 12930 (March 1, 2001), *available at* <https://www.govinfo.gov/content/pkg/FR-2001-03-01/pdf/01-4986.pdf>.

¹⁶ *Id.*

¹⁷ MIAMI, DADE COUNTY, FLA. RESOL. NO. R-909-04 (2004), *available at* <http://intra/gia/matter.asp?matter=041700&file=true&yearFolder=Y2004>

¹⁸ Email correspondence with Miami-Dade County Department of Regulatory and Economic Resources dated November 22, 2019.

¹⁹ MIAMI, DADE COUNTY, FLA. RESOL. NO. R-1105-15 (2015), *available at* <http://intra/gia/matter.asp?matter=160912&file=false&yearFolder=Y2016>

On March 11, 2016, the Miami-Dade Aviation Department (MDAD) submitted its official request to enter into a Joint Use Agreement with Homestead Air Reserve Base.²⁰ The request entailed using the flying facilities at Homestead Air Reserve Bases for civil air operations and for special events. Based on the Environmental Impact Statement study and the MDAD Strategic Master Plan, MDAD determined that 22 general aviation aircraft would be based at Homestead Air Reserve Base by year five of joint use implementation, making a projected 19,750 operations (takeoffs and landings) on an annual basis. Commercial operations at the base would not be possible due to the restrictions prescribed by the Second Supplemental Record of Decision.²¹ A joint use arrangement would, however, allow private aircraft other than commercial air carriers to operate out of Homestead Air Reserve Base.²² Further legal examination is needed to determine whether cargo operations would be permissible in the current landscape.²³

According to September 2016 and June 2018 reports to the Board, 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 FAA on June 2, 2016.²⁴ 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.²⁵

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 concern regarding the current Miami-Dade Aviation Department's proposed Fixed Base Operator (FBO) location—adjoining the main parking apron between the Florida Air National Guard (FLANG) alert facility and the main base. The Air Force contends that the lack of separation of the FLANG facility from the remainder of the base's facilities would hinder emergency response access to FLANG.²⁶ The Air Force therefore recommends the FBO be located on the Northeast side of the airfield as depicted below, thus separating civil and military operations and alleviating security concerns.²⁷

²⁰ Letter from Carlos Gimenez, Mayor of Miami-Dade County, Fla. to Colonel Garfield, Commander of 482d Fighter Wing, Homestead Air Reserve Base (March 11, 2016).

²¹ Communication with Miami-Dade Aviation Department staff on January 14, 2020.

²² *Id.*

²³ *Id.*

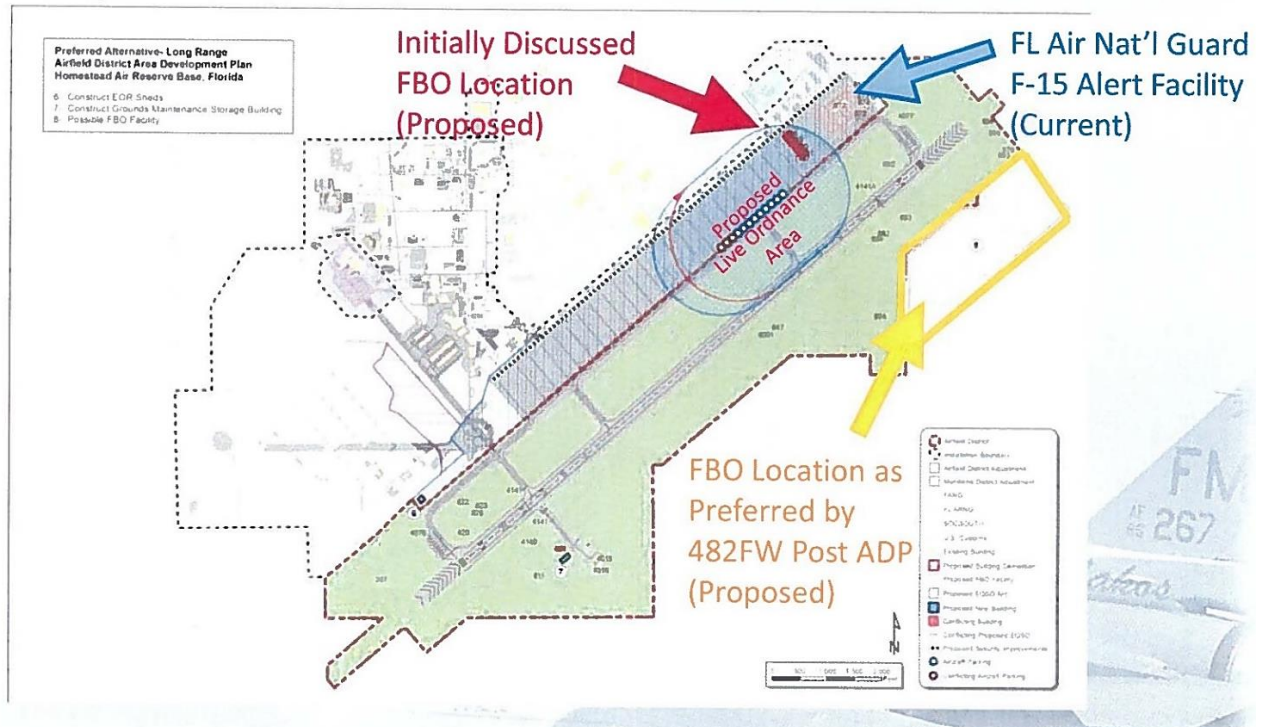
²⁴ Memorandum from Carlos Gimenez, Mayor of Miami-Dade County Fla. to Miami-Dade Board of County Commissioners, Joint Use Agreement for Homestead Air Reserve Base - Directive 160912 (July 21, 2016), *available at* <http://intra/gia/matter.asp?matter=161783&file=true&yearFolder=Y2016>; Memorandum from Carlos Gimenez, Mayor of Miami-Dade County Fla. to Miami-Dade Board of County Commissioners, Joint Use Agreement for Homestead Air Reserve Base - Directive 160912 (June 19, 2018), *available at* <http://intra/gia/matter.asp?matter=181543&file=true&yearFolder=Y2018>.

²⁵ *Id.*

²⁶ Letter from Ms. Jennifer L. Miller, Principal Deputy Assistant Secretary, United States Air Force to Miami-Dade County Mayor Carlos Gimenez (February 28, 2020).

²⁷ *Id.*

Figure 1 – FBO Locations as Proposed by MDAD and Preferred by the Air Force



The Miami-Dade Aviation Department intends to further negotiate with the Air Force on this matter.²⁸ MDAD further explained that the location the Air Force prefers is not currently owned by the Air Force or the County, making it difficult to acquire because of the economic situation.²⁹ According to the Miami-Dade Aviation Department Director, the conversion of this private property to an airport would prove to be very difficult as it would require environmental studies and the site lacks utilities and infrastructure.³⁰

During a September 9, 2020 meeting of the County's Public Safety and Rehabilitation Committee, the Committee heard and forwarded to the Board with a favorable recommendation a resolution directing the County Mayor to take all actions necessary to expeditiously effectuate a joint use agreement with the federal government for the creation of a fixed base operator development at Homestead Air Reserve Base, including (i) completing all necessary due diligence; (ii) identifying all costs related to same and legally available funding sources to the extent funding is required; (iii) negotiating and finalizing the agreement; (iv) finalizing the exchange of property between the County and the federal government; and (iv) placing a resolution, including the proposed agreement, directly on the first available full Board agenda for consideration without the necessity of committee review.³¹ Stated in the resolution was the designation of the south side of the airfield as the County's current preferred alternative for the location of the fixed based operator, as detailed below.

²⁸ Email correspondence with Miami-Dade Aviation Department Director, Lester Sola, dated April 21, 2020.

²⁹ *Id.*

³⁰ *Id.*

³¹ MIAMI, DADE COUNTY, FLA. RESOLUTION, LEGISTAR FILE NO. 201769 (2020), available at <http://intra/gia/matter.asp?matter=201769&file=true&yearFolder=Y2020>

Figure 2 – County’s Current Preferred Location of the FBO (as of September 9, 2020).



III. Benefits of Joint Use

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.³²

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

³² MIAMI-DADE AVIATION DEPARTMENT, AIRPORT PLANNING DIVISION, Joint Use Opportunity between Homestead Air Reserve Base and the Miami-Dade Aviation Department (February 21, 2013).

Systems.³³ 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.³⁴ 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.³⁵

Military leaders at several underutilized military airfields nationwide have partnered with their surrounding communities and local governments to convert underutilized military tarmac into a revenue generating and job creating enterprise with civilian aviation. Currently, there are 21 joint military-civilian airfields across the United States (depicted below in Figure 3).³⁶

Additionally, there are several airfields in the U.S. that, while not owned by the Department of Defense, allow both civilian and military flight operations (depicted below in Figure 4).³⁷

³³ FEDERAL AVIATION ADMINISTRATION, Military Airport Program, https://www.faa.gov/airports/aip/military_airport_program/ (last visited August 12, 2020).

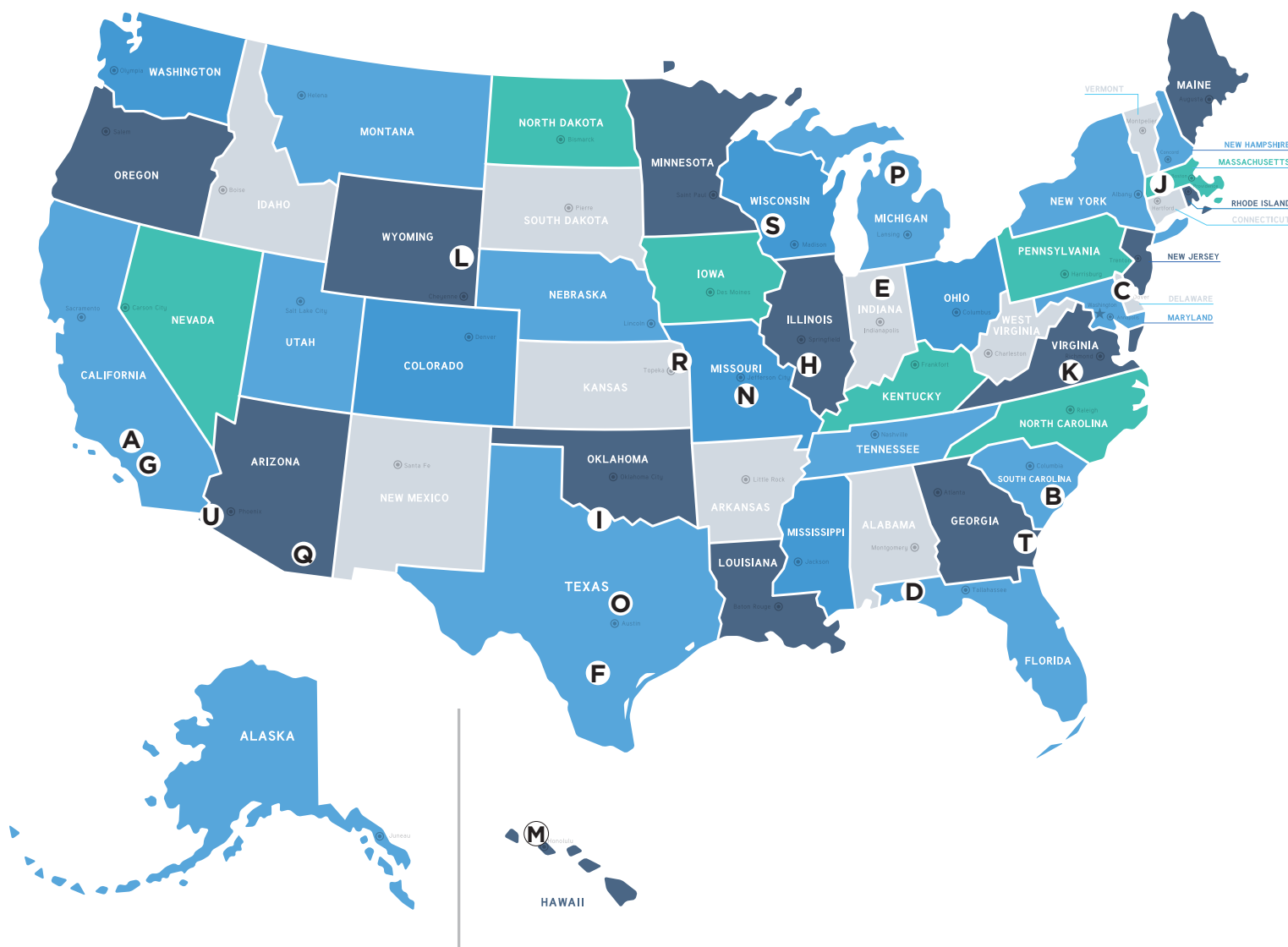
³⁴ *Id.*

³⁵ *Id.*

³⁶ FEDERAL AVIATION ADMINISTRATION, Joint Civilian/Military (Joint-Use) Airports, https://www.faa.gov/airports/planning_capacity/joint_use_airports/ (last visited August 12, 2020).

³⁷ MIAMI-DADE AVIATION DEPARTMENT, AIRPORT PLANNING DIVISION, Joint Use Opportunity between Homestead Air Reserve Base and the Miami-Dade Aviation Department (February 21, 2013).

FIGURE 3. JOINT USE MILITARY AIRFIELDS IN THE UNITED STATES (MAP & LIST)



A. AF Plant 42 & Palmdale Regional Airport, Palmdale, CA

B. Joint Base Charleston & Charleston Int. Airport, Charleston, SC

C. Dover AFB, Dover, DE

D. Eglin AFB, Valparaiso, FL

E. Grissom ARB & Grissom Aeroplex, Peru, IN

F. Joint Base San Antonio, San Antonio, TX

G. March ARB & March Inland Field, Riverside, CA

H. Scott AFB & MidAmerica St. Louis Airport, Belleville, IL

I. Sheppard AFB & Wichita Falls Municipal Airport, Wichita Falls, TX

J. Westover ARB & Westover Metropolitan Airport, Chicopee, MA

K. Blackstone AAF & Allen C. Perkinson Airport Ft. Pickett, VA

L. Camp Guernsey AAF & Camp Guernsey Airport, Guernsey, WY

M. Dillingham Airfield (fka) Dillingham AAF, Waiialua, HI

N. Waynesville Regional Airport (fka) Forney AAF, Ft. Leonard Wood, MO

O. Robert Gray AAF & Killeen-Ft. Hood Regional Airport, Ft. Hood, TX

P. Grayling AAF, (Camp Grayling), MI

Q. Libby AAF & Sierra Vista Municipal Airport (Ft. Huachuca), Sierra Vista, AZ

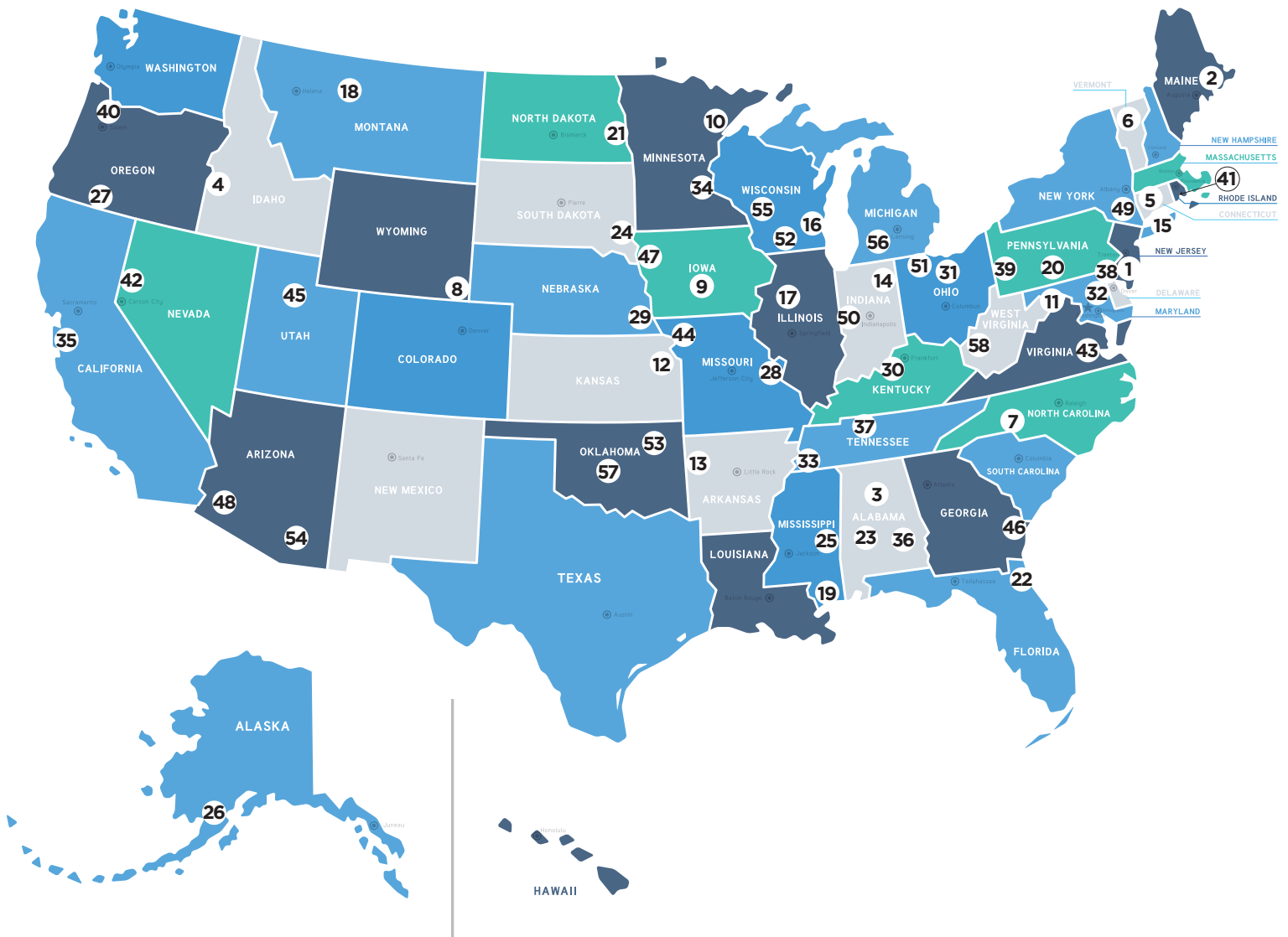
R. Sherman AAF, (Ft. Leavenworth), KS

S. Sparta/Fort McCoy (Sparta), WI

T. Wright AAF & MidCoast Regional Airport (Fort Stewart) Midcoast Rgnl, Ft Stewart/Hinesville, GA

U. MCAS Yuma, Yuma, AZ

FIGURE 4. JOINT USE CIVILIAN AIRFIELDS IN THE UNITED STATES (MAP & LIST)



1. Atlantic City International Airport, Atlantic City, NJ
2. Bangor International Airport, Bangor, ME
3. Birmingham International Airport, Birmingham, AL
4. Boise Air Terminal (Gowen Field), Boise, ID
5. Bradley International Airport, Windsor Locks, CT
6. Burlington International Airport, Burlington VT
7. Charlotte Douglas International Airport, Charlotte, NC
8. Cheyenne Regional Airport, Cheyenne, WY
9. Des Moines International Airport, Des Moines, IA
10. Duluth International Airport, Duluth, MN
11. Eastern West Virginia Regional Airport/Shepherd Field,
Martinsburg, WV
12. Forbes Field/Topeka Regional, Topeka, KS
13. Fort Smith Regional Airport, Fort Smith, AR
14. Fort Wayne International Airport, Fort Wayne, IN
15. Francis S. Grabreski Airport, West Hampton Beach, NY
16. General Mitchell International Airport, Milwaukee, WI
17. General Wayne A. Downing Peoria International Airport,
Peoria IL
18. Great Falls International Airport, Great Falls, MT
19. Gulfport-Biloxi International Airport, Gulfport, MS
20. Harrisburg International Airport, Middletown, PA
21. Hector International Airport, Fargo, ND
22. Jacksonville International Airport, Jacksonville, FL
23. Jackson-Medgar Wiley Evers International Airport,
Jackson, MS
24. Joe Foss Field/Sioux Falls Regional Airport, Sioux Falls SD
25. Key Field, Meridian, MS
26. King Salmon Air Force Base, King Salmon, AK
27. Klamath Falls Airport-Kingsley Field, Klamath, OR
28. Lambert-St. Louis International Airport, St. Louis, MO
29. Lincoln Airport (Formerly Lincoln Municipal Airport),
Lincoln, NE
30. Louisville International Airport, Louisville, KY
31. Mansfield Lahm Airport, Mansfield, OH
32. Martin State, Baltimore MD
33. Memphis International Airport, Memphis, TN
34. Minneapolis-St. Paul International Airport ARS,
Minneapolis, MN
35. Moffett Field, Mountain View, CA
36. Montgomery Regional Airport (Dannelly Field),
Montgomery, AL
37. Nashville International Airport, Nashville, TN
38. New Castle County Airport, Wilmington, DE
39. Pittsburgh International Airport, Pittsburgh, PA
40. Portland International Airport, Portland, OR
41. Quonset State Airport, North Kingstown, RI
42. Reno-Tahoe International Airport, Reno, NV
43. Richmond International Airport, Richmond VA
44. Rosecrans Memorial Airport, St. Joseph, MO
45. Salt Lake City International Airport, Salt Lake City, UT
46. Savannah International Airport, Savannah, GA
47. Sioux Gateway Airport (Col. Bud Day Field), Sioux City, IA
48. Sky Harbor International Airport, Phoenix, AZ
49. Stewart International Airport, New Windsor, NY
50. Terre Haute Regional Airport – Hulman Field, Terre Haute, IN
51. Toledo Express Airport, Toledo, Swanton, OH
52. Truax Field, Madison, WI
53. Tulsa International Airport, Tulsa OK
54. Tucson International Airport, Tucson, AZ
55. Volk Field, Camp Douglas, WI
56. W.K. Kellogg Regional Airport, Battle Creek, MI
57. Will Rogers World Airport, Oklahoma City, OK
58. Yeager Airport, Charleston, WV

IV. 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.

	March ARB and March Inland Port	Scott AFB and MidAmerica Airport
Date Airfield Established	March 1918 as March Field	August 1917 as Scott Field
Date of BRAC Decision	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.
Date Air Reserve Base Established	April 1996	N/A – Scott AFB is still an active duty base.
Date of Joint Use Agreement	Initial agreement between March Joint Powers Authority (MJPA) and United States Air Force: May 7, 1997. Current agreement effective March 19, 2014	November 1997
Current size in acres	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)
Current Military Mission (including number and type of aircraft)	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

	March ARB and March Inland Port	Scott AFB and MidAmerica Airport
Civilian Carrier(s) and other businesses co-located on the former federal property	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
Total number of civilian flights (takeoffs and landings): 2015, 2016, 2017, 2018 and 2019	2018: 1,592 2019: 3,840 No significant civilian airport operations prior to 2018.	Carrier, Mil, GA 2015: 2,500 2016: 3,100 2017: 4,009 2018: 4,335 2019: approximately 4,800
Passengers: 2015, 2016, 2017, 2018 and 2019	MIPAA - None (except National Training Center Military)	2015: 55,000 2016: 115,000 2017: 130,000 2018: 154,000 2019: 157,000
Cargo operations: 2015, 2016, 2017, 2018, 2019	2015-2019 UPS, 2019 Amazon	None
Economic Impact (civilian operations) 2015, 2016, 2017, 2018 and 2019	Not Provided	Scott AFB/MidAmerica St. Louis Airport: \$3.4B

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.³⁸ By contrast, Homestead Air Reserve Base's annual economic

³⁸ ROSE INSTITUTE OF STATE AND LOCAL GOVERNMENT, CLAREMONT MCKENNA COLLEGE, March Air Reserve Base Economic Impact Analysis (2016), https://s10294.pcdn.co/wp-content/uploads/2016/02/FINAL_March-Air-Reserve-Base-Economic-Impact-Analysis_2016.pdf.

impact was estimated at \$331 million for Fiscal Year 2018.³⁹ 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.⁴⁰ 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.⁴¹

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 prohibiting commercial activity, landing fees would likely not apply at Homestead Air Reserve Base as a joint use installation with only general aviation activity.⁴² 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.

V. Conclusion

Although Homestead Air Reserve Base would be restricted in the implementation of joint use by the terms of the 2004 Second Supplemental Record of Decision, there is an opportunity for the base to generate additional positive economic impact to the County, as demonstrated by March Air Reserve Base. 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, and whether elements of a commercial service airport could eventually be implemented, would dictate the economic impact generated by the arrangement. However, the current COVID-19 economic climate and the resulting air travel downturn could affect the short-term demand and need for commercial service at Homestead Air Reserve Base as the resulting positive economic impact would be uncertain until the post-pandemic global economic climate fully recovers.

While deemed a premature proposal requiring more analysis to determine its feasibility in December 2000 when the final supplemental Environmental Impact Statement was issued, the potential for use of acreage at Homestead Air Reserve Base as a spaceport has become timely as the BCC recently adopted (on July 21, 2020) a resolution supporting the establishment of the United States Space Command headquarters in Miami-Dade County. The feasibility of a spaceport at Homestead Air Reserve Base would still have to be determined, and an Environmental Impact Study would likely have to be revisited if federal agencies were considering such a proposal.

³⁹ HOMESTEAD AIR RESERVE BASE, Homestead Air Reserve Base Economic Impact, <https://www.homestead.afrc.af.mil/About-Us/Fact-Sheets/Display/Article/700488/homestead-air-reserve-base-economic-impact/> (last visited August 12, 2020).

⁴⁰ Email correspondence with March Inland Port Airport Authority Airport Director, Gary W. Gosliga, dated August 24, 2020.

⁴¹ Communication with March Inland Port Airport Authority Airport Director, Gary W. Gosliga on September 11, 2020.

⁴² Email correspondence with the Miami-Dade Aviation Department dated April 21, 2020.