

## **Exhibit B**

**Department of Planning and Zoning (DP&Z)  
Revised Response to the Florida Department of Community Affairs (DCA)  
Objections, Recommendations and Comments (ORC) Report  
DCA No. 08-1 Addressing the April 2007 Cycle  
Applications to Amend the Comprehensive Development Master Plan (CDMP)**

**March 31, 2008**

This report contains the initial responses of the Department of Planning and Zoning (Department), to the objections contained in the referenced Objections, Recommendations and Comments (ORC) Report issued by the Florida Department of Community Affairs (DCA) dated February 26, 2008. The DCA issued objections to all six (6) private applications and two of the text applications (Applications 14 and 16) transmitted for review and comment by the Miami-Dade County Board of County Commissioners.

In the following presentation, the DCA's Objection and corresponding Recommendation are presented, followed by a response of the Department of Planning and Zoning. Immediately after the Objection number, notations are provided indicating which Applications that the Objection and Recommendation address. The issuance of the responses contained herein does not preclude the issuance of other future responses by the Department. Moreover, the responses issued by the Department are not necessarily those of the applicants, Local Planning Agency (Planning Advisory Board), or Board of County Commissioners, which may offer their own responses to points raised in the ORC report.

***DCA OBJECTION #1: INADEQUATE PLANNING FOR POTABLE WATER SUPPLY  
(Applies to Applications No. 5, 8, and 9)***

*The proposed future land use changes in Amendments/Applications 5, 8, and 9 all increase the potential demand for potable water from the properties involved. All three applications also require that the County's Urban Development Boundary (UDB) be moved to accommodate the proposed urban uses. According to information provided by the South Florida Water Management District (District) in its report to the Department on Amendment 08-1, the 20-year Consumptive Water Use Permit (CUP) issued by the District to Miami-Dade County in November 2007 was based solely on population projections within the current UDB. The same population projections underlie DCA Table 1 in the settlement agreement between the Department and Miami-Dade County to bring Amendment 06-1 into compliance. DCA Table 1 demonstrates that the County Water and Sewer Department (WASD) will have a sufficient potable water supply to meet the expected demand in its service area out to 2030. The demand estimates were based on population projections for WASD's service area. The information contained in*

*DCA Table 1 was instrumental in the compliance agreement between the Department and County, because it demonstrated that the potable water demands of ordinary growth would be accommodated by the water to be produced from WASD's proposed new alternative water supply sources, which were included in the capital facilities schedule in the Miami-Dade County Capital Improvements Element.*

*The three proposed UDB amendments, however, are located outside the delineated WASD service area, which was the basis of the water demand projections agreed upon between the District and WASD for the CUP and for DCA Table 1. If this potable water service area is expanded to include the three UDB amendments, it would be expected to have a greater potential population and a greater potential water demand than the existing delineated service area used to provide the basis for the CUP. This greater potential water demand must be matched by an additional planned supply of water. The three UDB amendments fail to identify the new water supply source, nor are the amendments supported by adequate data and analysis to demonstrate they can be provided an adequate water supply based upon current water sources.*

*The District, in its report to the Department, also points out that until the new Hialeah Floridan Aquifer reverse osmosis facility goes on-line (4.72 million gallons a day scheduled for 2012), the County has limited "new" water to meet its anticipated growth within the UDB and must rely heavily on water conservation and system savings to avoid a deficit. A portion of the water from this plant is already committed to the City of Hialeah as part of the 2006 settlement agreement between the Department and Miami-Dade County (Case No. 06-2395GM). Therefore, data and analysis to document the availability of water to meet the anticipated municipal growth for the next 5 years is essential to ensure adequate water supply before approving land uses outside the UDB that might compete for the same supply. The District also notes—(1) that the requirements of the limiting conditions within the CUP would need to be met prior to providing water supply to any development(s) outside of the current service area; and (2) that any delays in completing the County's \$1.6 billion worth of new water and sewer infrastructure projects will cause a shortfall of water supply with respect to projected growth within the existing UDB.*

**DCA Recommendation:**

*The County should not adopt the proposed land use changes until it can demonstrate the necessary coordination of land use approvals with an assured supply of potable water. Revise the amendments to demonstrate coordination of the proposed land use changes with the planning and provision of potable water supplies. Identify any needed facility improvements for the 5- and 10-year planning time frame. These improvements should be coordinated with the Water, Sewer, and Solid Waste Element and the Capital Improvements Element, including implementation through the 6-year schedule of capital improvements of any facilities needed during that time frame.*

**DP&Z Response:**

Miami-Dade County Department of Planning and Zoning, after each decennial census, generates its population estimates and projections for the County. These population estimates and projections are then disaggregated into the Minor Statistical Areas (MSAs), sub-areas of census tracts, to help identify the County's growth trends by geographic area and are routinely updated based upon local trends and conditions. Updates and amendments to the population projections, contained in the CDMP Land Use Element, are considered for adoption by the Board of County Commissioners approximately every four years; the latest projections being adopted in 2004. It was the 2004 adopted population estimates and projections that were utilized by WASD in their water supply planning efforts and formed the basis for determining future water demands in the WASD utility service area.

DCA has indicated that any change of land use outside of the service area (the Urban Development Boundary (UDB)) will result in an increase in water demand not accounted for by the recently approved Water Use Permit (WUP). The Department asserts that the UDB helps to manage potential development sprawl within the County but that movement of this line does not increase the population. The population growth of the County is based on rate of births, deaths, in-migration and out-migration and is determined independent of land use. The assignment of the County's estimated population to the MSAs takes into consideration the amount of zoned developable land and makes assumptions regarding the timing of this development based upon past trends. However, inclusion of additional vacant land into the UDB does not change the existing or projected population for the County, but rather may adjust the spatial distribution of the population assigned to the MSAs. Likewise the existing population within the WASD utility service area will not change should vacant land (no existing population) be added. However, the projected population for the utility service area may shift between MSAs based upon changes to the development pattern created by additional commercial or residential supply in that area.

To properly account for these potential shifts in population, as noted above, the County periodically revises its population projections, both at the countywide and the MSA levels, and prepares these updates for inclusion into the CDMP. Such updates are a routine component of any long-range planning process as documented in the legislative requirements to update the regional water supply plans every five years. This concept was also addressed with the issuance of the 20-year WUP, as limiting condition 49, which requires a compliance report that updates the components of the WUP, including population estimates and reuse and water supply project status, to "maintain a reasonable assurance the permittee's use will continue to meet the applicable rules and statute for the remainder of the permit duration.

As stated above the projected WASD service area population will not be increased by approval of these three land use amendments, and this population estimate will be revisited every five years and revised if necessary. The Department also recognizes that building trends are not linear and that more development occurs in some years than

others. This fluctuation in development and the resulting water demands may not coincide with the completion of those planned alternative water supply and reuse projects necessary to accommodate these anticipated water demands. An analysis of the finished water demands of the 3 applications, based on largest water demand produced by the proposed development scenarios are as follows:

**Application No. 5** – The proposed development, based on the submitted application and proffered restrictive covenant, would prohibit residential units. The Land Use Plan map amendment would allow for two scenarios. The first is based on a commercial use of Parcel A and offices on Parcel B. The second scenario contemplates commercial development on Parcel A with a 2,000 student station High School on Parcel B. The estimated water demands for each of these scenarios, based upon water demand generation tables codified in Chapter 24, Miami-Dade County is as follows:

#### APPLICATION 5

Scenario	Proposed Use	Square Feet (sf) / Number of Students	Water Demand rates (Chapter 24)	Estimated Water Demand (gpd)
1	Commercial/Retail	357,192 sf	10 gpd/100 sf	35,719
	Offices	655,578 sf	10 gpd/100 sf	65,558
<b>Total Estimated Water Demand for Scenario 1</b>				<b>101,277</b>
2	Commercial/Retail	357,192 sf	10 gpd/100 sf	35,719
	High School	2,000 students w/showers & 268 employees	20 gpd/student 15 gpd/employee	44,020
<b>Total Estimated Water Demand for Scenario 2</b>				<b>79,739</b>

Source: Miami-Dade County Department of Planning and Zoning, March 2008, base on criteria from Chapter 24, Miami-Dade County Code.

Gpd = gallons per day

**Application No. 8** – the proposed development, based on the transmitted covenant as accepted by the BCC, would prohibit residential units. The water demand for a commercial scenario, based upon water demand generation tables codified in Chapter 24, Miami-Dade County is as follows:

#### APPLICATION 8

Scenario	Proposed Use	Square Feet (sf)	Water Demand rates (Chapter 24)	Estimated Water Demand (gpd)
1	Commercial/Retail	670,824 sf	10 gpd/100 sf	67,082

Source: Miami-Dade County Department of Planning and Zoning, March 2008, base on criteria from Chapter 24, Miami-Dade County Code.

Gpd = gallons per day

**Application No. 9** - the proposed development was transmitted to DCA without acceptance of a covenant. Therefore, the property could be developed under two scenarios. The first scenario would include residential on Parcel A and commercial development on Parcel B. A second scenario is based on residential development of both Parcels A and B. The water demands for each of these scenarios, based upon water demand generation tables codified in Chapter 24, Miami-Dade County is as follows:

#### APPLICATION 9

Scenario	Proposed Use	Square Feet (sf) / Number of Students	Water Demand rates (Chapter 24)	Estimated Water Demand (gpd)
1	Commercial/Retail	174,240 sf	10 gpd/100 sf	17,424
	Single Family	509 detached units	350 gpd/unit	178,150
<b>Total Estimated Water Demand for Scenario 1</b>				<b>185,574</b>
2	Single Family	509 detached units	350 gpd/unit	178,150
	Townhome	130 attached	250 gpd/unit	32,500
<b>Total Estimated Water Demand for Scenario 2</b>				<b>210,650</b>

Source: Miami-Dade County Department of Planning and Zoning, March 2008, base on criteria from Chapter 24, Miami-Dade County Code.

Gpd = gallons per day

Using the estimated highest demand for each of the above development scenarios, the potential water demand of the three applications is estimated to be 379,000 gallons per day. Realistically, development of these properties would not be completed due to platting, zoning and permitting requirements until sometime between 2010 and 2012. Assuming a 3-year buildout timeframe of 2011, (similar to a concurrency review) the projected water demand of the WASD utility area is estimated at 359.54 million gallons per day (mgd). In accordance with DCA Table 1 (see Attachment 3), as agreed to by the County, DCA, and the SFWMD, the County is anticipated to have 12.36 mgd surplus water in 2011. Additionally, during the 2007 and 2012 timeframe, the timeframe prior to the first update of the WUP permit, surplus water is anticipated to range between 0.43 mgd in 2007 to 8.16 mgd in 2012. In no year during this timeframe does the surplus fall below 0.43 mgd; a level above the .359 mgd estimated for the projects. The WUP permit will be revisited in 2012 to update population estimates (based on the 2010 census data) and water supply projects, if necessary.

DCA points out concerns from the SFWMD that “until the new Hialeah Floridan Aquifer reverse osmosis facility goes on-line (4.72 million gallons a day scheduled for 2012), the County has limited “new” water to meet its anticipated growth within the UDB and must rely heavily on water conservation and system savings to avoid a deficit.” It is unclear why the SFWMD has these concerns since water conservation and systems savings have been proven to reduce demands and ultimately result in less water being required by growth. These are recognized as credits in the WUP issued by the SFWMD. The surplus water during the 2008-2011 timeframe is based on three factors; 1) the City of North Miami Beach no longer purchasing water from the County; 2) accelerated water

conservation measures undertaken by the County; and, 3) the addition of 4.7 mgd Floridan Aquifer Blending project at the Hialeah-Preston Water Treatment Plant scheduled for completion in 2009. These projects are discussed below.

The City of North Miami Beach is currently a retail customer. This City has its own water utility and alternative water supply projects, which are intended to serve the population within the City's service area. In 2007 the City came off the WASD system, with the exception of a 1 mgd demand that will be reduced to no demand by mid-2008. This reduction decreased the County's service area demand by approximately 25,000 persons, which equates to a water reduction of 3.875 mgd.

The County's water conservation efforts were projected to produce between 1.086 mgd in 2007 and 1.286 in 2012 based upon information provided in Table 5 (Appendix E) of the Revised Support Document. This savings has been accepted by the SFWMD and is included as a credit against the water demand in the WUP. Data supplied by WASD has indicated that the water savings realized during the 2007 calendar year was 1.48 mgd, an additional savings of .359 mgd.

This savings was due to extensive conservations and education efforts undertaken by the County, which resulted in WASD meeting all their targeted conservation goals and exceeding their goals in the following areas:

<b>Conservation Measure</b>	<b>2007 Targeted Goal</b>	<b>2007 Actual</b>	<b>Percent Complete</b>
Shower Exchange	3200 Showerheads	8117 Showerheads	253.7
Senior and Low Income Retrofits	750 Retrofits	806 Retrofits	107.5
High Efficiency Toilets	750 Rebates	750 Rebates	100.0
County Owned Facility Audits	25 Audits	50 Audits	200.0

A full listing of the conservation measure goals and completions are included in Attachment 4 attached along with the conservation events held by the County in 2007.

Finally, the SFWMD has incorrectly stated that the first permit project to come on online is the City of Hialeah Reverse Osmosis (RO) plant in 2012. WASD is currently using a blending of Floridan and Biscayne aquifer waters at the West and Southwest wellfields and is developing the infrastructure necessary to blend waters from these aquifers at the Hialeah-Preston plant. This project, listed in the WUP permit, is due to come on line in 2009 and will yield 4.7 mgd. The cost of the project, listed in the County's CIE as Project 20C on Table 12, is \$10.4 million dollars.

These above referenced projects demonstrate that the WASD utility has sufficient water to account for the normal growth of the County. The aggressive efforts by the County to promote water conservation has resulted in additional water which, if necessary would be used for planned growth. Additionally, WASD, to assure the continued availability of water supplies as new development occurs, is currently developing a water allocation

system in compliance with Section 163.3180(2)(a), Florida Statutes, which states that “prior to approval of a building permit or its functional equivalent, the local government shall consult with the applicable water supplier to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance by the local government of a certificate of occupancy or its functional equivalent”.

The water allocation system will track the amount of water being allocated to serve all new construction, additions, renovations or changes in use requiring increases in water consumption. This system allows WASD to determine the current water supply available to serve new retail users within the WASD's service area and wholesale customers, while ensuring that the allocation in the Miami Dade County's 20-year water use permit is not exceeded. To ensure an equitable water allocation system, water will be allocated at the time of platting, at which time a parcel of land is evaluated to determine whether the existing water and sewer infrastructure can support the proposed project or the Developer must agree to improve the infrastructure to accommodate the development activity. This often occurs one to two years prior to the issuance of a building permit or its functional equivalent. The water allocation will be reserved as long as the developer complies with the terms and conditions of the agreement. In addition, water will be allocated prior to the issuance of a building permit. After the issuance of a building permit, the water will be reserved as long as the building permit remains active. The water allocation will be de-allocated when a water meter is set, or a Certificate of Occupancy or Use, or an Occupational License is issued. The total gallons of water required for a specific development activity or proposed use will be calculated according to the usage flows included in Chapter 24 of the Code of Miami-Dade County.

Currently, WASD is amending Chapter 32 of the Code of Miami Dade County to include requirements for water allocation. The law will not allow any development activity to be platted or such development approved or building permit to be issued without an approval letter from WASD specifying the amount of potable water allocated for such development activity. This law will extend to WASD's wholesale customers. It is anticipated that revisions to Chapter 32 will be approved by the Board of County Commissioners by September 2008, and the water allocation system be fully implemented by the end of 2008.

***DCA OBJECTION #2: 10-YEAR WATER SUPPLY FACILITIES WORK PLAN  
(Applies to Applications No. 13 and 16)***

*The Department objects to Application 13 because the proposed Water Supply Facilities Work Plan (Work Plan) does not identify and evaluate the potable water utilities serving the unincorporated areas of the County, other than the Miami-Dade County Water and Sewer Department (WASD).*

*In addition, according to the comments received from the South Florida Water Management District, the County's 10-year water supply facilities work plan and the*

*associated water supply facility improvements listed in the Capital Improvements Element are not consistent with the projects, programs, and other requirements of the County's Consumptive Use Permit.*

*The County has not adopted potable water level of service standards for nonresidential uses such as office, industrial, and mixed-use. Such standards would be helpful in assessing future water supply needs for site-specific non-residential land use amendments.*

*See the attached report from the South Florida Water Management District for additional information concerning these objections.*

**DCA Recommendations:**

*Miami-Dade County should revise the Work Plan to include a plan for building water supply facilities, including development and use of alternative and traditional water supply projects and conservation and reuse programs necessary to serve existing and new development for a minimum 10-year period for each potable water utility serving the unincorporated area of the County.*

*The Work Plan and the CIE should be revised to be consistent with the projects, programs and other requirements of the CUP, as noted in the District's comments.*

*The County should adopt potable water levels of service standards for non-residential land uses such as office, industrial, and mixed-use.*

*The County should coordinate with the South Florida Water Management District in preparing its revised Work Plan, in response to the above objections.*

**DP&Z Response:**

DCA has objected to the proposed County's Water Supply Facilities Work Plan for three reasons: 1) it does not "identify and evaluate the potable water utilities serving the unincorporated areas of the County, other than the Miami-Dade County Water and Sewer Department (WASD);" 2) the Capital Improvements Element (CIE) is "not consistent with the projects, programs, and other requirements of the County's Consumptive Use Permit;" and, 3) "The County has not adopted potable water level of service standards for non-residential users such as office, industrial, and mixed use." The following information is provided to address these objections.

Regarding the first issue raised above by DCA, WASD has been working with the other utilities (Florida City, Homestead, North Miami and North Miami Beach) that supply water to the County in order to evaluate the ability of these utilities to provide water to the County in the future. A new section has been added to the *Miami-Dade County Water Supply Facilities Work Plan, Support Document, revised March 2008*, (herein referred to as Revised Support Document) that evaluates the amount of water obtained



from these additional utilities. Furthermore, the Revised Support Document evaluated these utility's proposed alternative water supply and reuse projects and has determined that the proposed projects will provide sufficient additional water to meet the projected growth in these unincorporated areas. The Revised Support Document is included at the end of the Revised Recommendations Report on an attached CD.

Regarding the second issue raised by DCA, on November 15, 2007, the Governing Board of the SFWMD approved a 20-year Water Use Permit (WUP) for the County. Through this permit, MDWASD committed to implement a total of 170 mgd of reuse projects to be implemented between 2007 and 2030, to provide for an adequate water supply for the County's future population. These projects, which total over approximately \$1.6 billion were adopted into the County's Capital Improvements Element on June 5, 2007 of the April 2006 CDMP amendment cycle, DCA No. 07-01. However, in the month prior to the issuance of the permit, but after the issuance of the Initial Recommendations Report by this Department, several of the projects were renamed with some of the construction dates and finished water amounts being adjusted by the SFWMD. For example, a major wastewater reuse project, South District wastewater reclamation project, which consisted of 3 phases, was modified to require a new wastewater treatment plant in western Miami-Dade County. This new water reclamation plant project includes the construction of a new wastewater plant incorporating technologies capable of achieving those treatment levels required for canal recharge or any other alternative discharge that may be approved. As a result, Phase 2 and 3 of the South District Wastewater Treatment Plant Reuse Project is now referred to as the West District W.R.P. Canal Recharge Phase 2 and 3. These two West District projects will now yield a total of 39.6 mgd, rather than 35 mgd as originally designed for the South District Plant. Additionally, the completion dates for Phase 2 and Phase 3 have been advanced by 2 years to 2020 and 2025, respectively.

Regarding the third issue, DCA notes that several of the alternative water supply and reuse project names and dates are inconsistent with their permit counterparts. As stated above, this is due to the last minute modifications made to the WUP prior to its issuance. To rectify these inconsistencies, Tables 8 and 12 of the CIE, as included in Application 13 of the Revised Recommendations Report, have been revised to reflect the new project names, construction dates and project size consistent with the information identified in the WUP. Additionally, these proposed revisions were included in both the text and tables of the Revised Support Document, (enclosed on CD), and in the proposed amendment to add Table 1 to the Water and Sewer Subelement as shown in Application 16 of the Revised Recommendations Report. The County has coordinated diligently with the SFWMD to ensure that all revisions, both to the text and to the Revised Support Document as recommended in their comments, have been incorporated into Water Supply Facilities Work Plan and Support document. Some of the SFWMD staff comments were not incorporated as revisions to the policies or text of the CDMP, since these comments included requirements considered too detailed or regulatory and not appropriate for this type of planning document. Revisions made to the Revised Support Document incorporate both the initial comments made by the staff of the SFWMD subsequent to the ORC.

The last issue raised by DCA concerns a potable water Level of Service (LOS) for non-residential uses. The County has not developed an LOS for non-residential uses, nor is it required to adopt such a standard. Section 163.3180(2)(a) states that “Prior to approval of a building permit or its functional equivalent, the local government shall consult with the applicable water supplier to determine whether adequate water supplies to serve the new development will be available no later than the anticipated date of issuance by the local government of a certificate of occupancy or its functional equivalent.”

To assess total water supply demand for that portion of Miami-Dade County under WASD’s jurisdiction, a gallons per capita day figure is utilized. This divides all water demands (commercial, industrial, institutional and residential) by the estimated population of the County; at the time of the WUP issuance this per capita demand for the WASD service area was estimated to be 155 gallons per capita day (gpcd). WASD’s water supply planning efforts are based upon the estimated growth of the County, and total water demands over a 20-year period. The Water Supply Facilities Work Plan will be updated every five years, at a minimum, to make adjustments to the population estimates and water use figures, and providing additional alternative water supplies and reuse projects, if needed, to accommodate future growth.

The County currently evaluates land use plan map amendments for their impacts on water supply and water and sewer treatment facilities. Such evaluations, while common during the platting and zoning process are difficult to accurately assess at the time of a land use plan map amendment, since a change in a land use does not necessarily correlate to the actual development that will be realized when the property is permitted and built. Additionally, the timing of development is not known at the land use plan map amendment stage and is often dependent on market conditions. Therefore, land use amendments are evaluated based upon various development scenarios for a given property. Each property development scenario has a water demand calculated using the sewage flow rates (also used for water demands) outlined in Section 24.43-1(5) of the Miami-Dade County Code (MDCC). The development scenario with the greatest potential water demand is assumed when evaluating the application’s impact on water supplies. This evaluation includes those water supply projects programmed to be completed within a 3-year timeframe, since few development projects have been built within 3 years of approval of their land use plan amendment.

The generation rates in Chapter 24 MDCC, originally developed to calculate septic tank loadings, conservatively reflect water demand and wastewater generation for various land uses. These generation rates include both residential and non-residential uses. A list of these uses and their correlating water demand and/or sewer generation rate is included in Appendix A. Since specific types of uses is unknown at the time of the land use plan amendment, water demand is calculated using the generic demand rates listed below:

<b>Land Use</b>	<b>Water Demand Rate</b>
Single Family Residential (detached)	350 gallons per day
Single Family Residential (attached)	250 gallons per day
Multi-Family Residential	200 gallons per day
Business and Office	10 gallons /100 square feet
Industrial and Office	5 gallons/100 square feet
School	10 gallons/student with additional gallons for showers, teachers and cafeteria

The County is currently in the process of developing a concurrency management ordinance for water supply. This ordinance outlines the review process for development orders and provides for water supply reservations similar to other concurrency management services. Furthermore, the review process will be linked to a new water allocation system being developed by WASD. Any development requesting water must enter into a water service agreement. This request will be evaluated for current water availability taking into consideration all pending development with an approved water agreement. If approved, the water demand is retained as a reservation for a period of time or until a certificate of use (CU) is obtained. Issuance of a CU indicates that the facility is occupied and that any demand will be reflected through metered use. The water allocation system is anticipated to be operational by November 2008. The Water Supply Concurrency Management ordinance is due to be heard for first reading in the summer of 2008.

***DCA OBJECTION #3: INTERNAL INCONSISTENCY WITH COMPREHENSIVE PLAN  
(Applies to Application No. 5, 8, and 9)***

*Proposed Amendments 5, 8, and 9 are not consistent with the Miami-Dade County comprehensive plan. All three applications request a change of the future land use designation on the property to the Business and Office land use designation on the Miami-Dade County Future Land Use Map. Business and Office allows commercial use and residential use.*

*The Miami-Dade County comprehensive plan contains policy guidance for moving or expanding the UDB, particularly in Land Use Element Policy LU-8F. Policy LU-8F states that the UDB should contain developable land having capacity to sustain projected countywide residential demand for a period of 10 years after adoption of the most recent Evaluation and Appraisal Report (2003) plus a 5-year surplus (a total 15-year countywide supply beyond the date of EAR adoption, out to 2018). Policy LU-8F also addresses the adequacy of non-residential land supplies and states that this shall be determined on the basis of land supplies in subareas of the County appropriate to the type of use, as well as the countywide supply within the UDB.*

*According to the Miami-Dade County comprehensive plan, therefore, demonstrated or calculated need for additional land designated on the FLUM for residential (or commercial) use is a key criterion for expansion of the UDB. If the current supply of vacant land designated for residential inside the UDB is sufficient until 2018, there is no need to move the boundary line; and, in fact, to move the boundary line in order to allow more residential-designated land would be inconsistent with the comprehensive plan, barring a demonstration that the supply of residential land inside the UDB will be depleted before 2018.*

*The Amendment 08-1 package included analyses by the Miami-Dade County Department of Planning and Zoning (DPZ) of the projected demand for and supply of residential (single-family and multi-family) and commercial land out to 2025, the end of the planning period. In performing this calculation, DPZ projects total countywide population and estimates the rate at which the existing vacant residentially designated land within the UDB is being depleted. DPZ calculates the countywide housing depletion date to be 2019, which is more than 15 years from the date of the last Miami-Dade County EAR (2003). Therefore moving the UDB at the present time for a residential FLUM amendment, as represented by Applications 5, 8, and 9, is not consistent with the Miami-Dade County comprehensive plan.*

*According to DPZ's supply and demand calculations, there is also no need to expand the UDB in order to add new commercial-designated land, as would be permitted in the proposed Business and Office land use designation for Applications 5, 8, and 9. Therefore, moving the UDB at the present time for a commercial FLUM amendment, as represented by Applications 5, 8, and 9, is also not consistent with the Miami-Dade County comprehensive plan.*

*Additional policy guidance on expanding the UDB is contained in Policy LU-8G in the Miami-Dade County comprehensive plan regarding what kind of lands should or should not be added to the UDB. Policy LU-8G states that the following areas (among others listed in the policy) shall be avoided: (a) future wetlands delineated in the Conservation and Land Use Elements, and (b) land designated Agriculture on the FLUM.*

*Regarding Application 5, this site contains wetlands delineated in the Conservation and Land Use Elements of the Miami-Dade County comprehensive plan and therefore should be avoided when considering lands to bring within the UDB, pursuant to Policy LU-8G. Regarding Applications 8 and 9, these sites are currently designated for agriculture on the FLUM and therefore should be avoided when considering lands to bring within the UDB, pursuant to Policy LU-8G.*

*The Department concludes that expanding the UDB to add the properties represented in Applications 5, 8, and 9 would be internally inconsistent with the Miami-Dade County comprehensive plan.*

**DCA Recommendations:**

*Retain the current land use designations and the current UDB location. Alternatively, provide data and analysis which demonstrates that the proposed land use and text amendments are consistent with Land Use Element Policies LU-8D, LU-8E, LU-8F, and LU-8G and with Chapter 163, F.S., and Rule Chapter 9J-5, F.A.C.*

**DP&Z Response:**

DCA has identified the above referenced policies concerning demonstration of needs for additional lands for both residential and non-residential development and concerning areas that should be avoided when considering lands to be included within the UDB, which the Department evaluated during its review of the referenced Application Nos. 5, 8 and 9. In each of these applications, the Department clearly stated that the amendment applications did not meet the criteria specified in these policies. The subject Policies LU-8F and LU-8G were among the key factors in determining our recommendation of “deny and do not transmit” as contained in our Initial Recommendations report (Volumes 1 and 2) dated August 25, 2007. Since the transmittal of the proposed amendments to DCA till date, no new information or data addressing these particular policies has either been submitted by the applicants or established by the Department to nullify the original data and analysis that were considered in the initial evaluation. Therefore, staff still maintains its initial recommendation of denial to these applications.

**DCA OBJECTION #4: FAILURE TO IMPLEMENT SCHOOL CONCURRENCY  
(Applies to Applications No.1, 3, 5, 6, 8, and 9)**

*Pursuant to s. 163.3177(12)(i), F.S., the Department of Community Affairs established a schedule for local governments to adopt the Public School Facilities Element and the required updates to the public schools interlocal agreement. For Miami-Dade County, the date established by the Department was 1 January 2008. Miami-Dade County has not adopted its revised public school facilities element or executed the updated public schools interlocal agreement with the Miami-Dade County School Board. Therefore, pursuant to s. 163.3177(12)(j), F.S., the County is prohibited from adopting amendments to its comprehensive plan, which increase residential density until the necessary school amendments have been adopted and transmitted to the Department.*

*This prohibition applies to Applications 1, 3, 5, 6, 8, and 9 in the Amendment 08-1 package. The County may not adopt these amendments until it adopts the updated Public School Facilities Element, enters into the public schools interlocal agreement, and makes any other changes needed in the comprehensive plan to implement public school concurrency.*

**DCA Recommendations:**

*Adopt the revised Public School Facilities Element, pursuant to the recommendations in the Department's ORC report on Miami-Dade County Amendment 08-PEFE1 and execute the Interlocal Agreement on Public Schools prior to adopting these amendments or provide appropriate data and analysis demonstrating that the County has adequately planned for the potential residential density increase allowed by the proposed amendments. Alternatively, adopt the amendments, after revising to address all applicable objections in this report, with site specific policies to limit onsite development to non-residential uses.*

**DP&Z Response:**

Miami-Dade County has been working with Miami-Dade County Public Schools to develop a concurrency management system that will best serve the residents of this County. Unfortunately, the necessary amendments to the Educational Element of the Comprehensive Development Master Plan (CDMP) and the amendments to the School Interlocal Agreement have not yet been adopted.

Pursuant to the Miami-Dade County Code (MDCC), the County is obligated to review and take action on comprehensive plan amendments filed pursuant to Section 2-116.1 of the MDCC. Section 2-116.1(4) MDCC outlines the procedures for final actions after transmittal to state review agencies. This section requires the Planning Advisory Board (PAB), acting as the local planning agency to conduct a noticed public hearing not more than thirty (30) days after receipt of the Objections Recommendations and Comments (ORC) report from DCA, with the Board of County Commissioners (Board) conducting at least one advertised public hearings not later than sixty (60) days after receipt of the ORC. Such final hearings are scheduled for March 31, 2008 for the PAB and April 24, 2008 for the Board. The County recognizes that Section 163.3177(12)(j), Fla. Stat., provides that, until the County adopts the updated Public School Facilities Element, enters into the public schools interlocal agreement, and otherwise amends the comprehensive plan as necessary to implement public school concurrency, it cannot adopt land use plan amendments that will increase residential density. Accordingly, for any ordinance approving a land use plan amendment that will increase residential density, the County will provide an effective date clause specifying that the ordinance will not go into effect until the CDMP amendments and Interlocal Agreement necessary to implement school concurrency have been adopted and transmitted to DCA as required by Section 163.3177(12)(j), Florida Statutes.

Additionally, the ORC report states that this objection applies to Applications 1, 3, 5, 6,8 and 9. However it is important to note that Applications 5 and 8 were transmitted with a recommendation of "Adopt and Transmit with Proffered Covenant". CDMP covenants for both of these applications, if accepted by the Board of County Commissioners, restrict the development of the property to commercial and institutional uses only. Since neither of these two applications, if approved with the proffered covenant, will increase residential density, this objection would not apply.

**DCA OBJECTION #5: IMPACT ON TRANSPORTATION FACILITIES (Applies to Applications No. 5, 8, and 9)**

*The Department objects to Applications 5, 8, and 9 because the County fails to coordinate the transportation system with the proposed future land use map changes and ensure that proposed population densities, housing and employment patterns, and land uses are consistent with the transportation modes and services proposed to serve these areas. The amendments do not demonstrate that adopted level of service standards will be maintained through the 5-year planning time frame with the development allowed in the proposed land use changes. The Department notes and supports the report submitted by the Florida Department of Transportation (FDOT), which recommended objections to Applications 5, 8, and 9.*

*Regarding Application 5, the amendment package contains inconclusive data and analysis regarding its impacts on vicinity roadways. Roadway capacity on SW 8 Street/SR 90 appears to be too high, and the peak season volumes on SW 8 Street/SR 90 appear to be too low based on a determination of the existing conditions. The revised existing trips and capacity calculations on SW 8 Street/SR 90 are likely to result in LOS E instead of LOS C as shown in the traffic study. The FDOT stated that it disagrees with the statement in the traffic study related to the potential of the new Lowe's to absorb shopping trips to similar uses. The FDOT stated that it does not have improvement projects programmed in the 5-year work program in the vicinity of this application.*

*Regarding Application 8, the FDOT objected to the forecasted data presented in the traffic study. The 2016 projected traffic on SW 88 Street/Kendall Drive/SR 94 to the east of SW 157 Avenue is stated in the amendment package to be less than the existing traffic counts. Additionally, there appear to be significant impacts to Krome Avenue, an FHHS roadway. The review should analyze the impacts to Krome Avenue based on its existing capacity as a 2-lane facility. The additional trips from this development are likely to result in Krome Avenue reaching LOS F (between SW 88 Street to SW 232 Street) versus the LOS C projected in the traffic study. The FDOT does not have improvement projects programmed in the 5-year work program on Krome Avenue south of SW 88 Street.*

*Regarding Application 9, the FDOT objected to the data presented in the traffic study. According to the FDOT review of this study, there appear to be significant impacts on FHHS roadways such as Krome Avenue and the Homestead Extension of the Florida Turnpike as the result of the proposed development. The number of residential units and the square footage of retail area appear to deviate substantially from the Miami-Dade DPZ analysis.*

### **DCA Recommendations:**

*For Application 5, coordinate with the Department and FDOT to provide the necessary data and analysis to enable a determination of the effect of the development allowed by Application 5 on vicinity roadways. Review the roadway capacity on SW 8 Street/SR 90 and the peak season volumes on SW 8 Street/SR 90, noting the FDOT critical comments on this information in the amendment package. Coordinate with FDOT to review and revise as necessary in the supporting traffic analysis the ability of the proposed use on the Application 5 site to absorb vehicle trips from nearby shopping establishments.*

*For Application 8, coordinate with the Department and FDOT to provide the necessary data and analysis to enable a determination of the effect of the 2016 projected traffic on SW 88 Street/Kendall Drive/SR 94 to the east of SW 157 Avenue. Provide the necessary data and analysis to enable a determination of the effects of development of Application 8 on Krome Avenue, based on its existing capacity as a 2-lane facility. Coordinate with the FDOT regarding its statement that the additional trips from the development of Application 8 are likely to result in Krome Avenue between SW 88 Street to SW 232 Street reaching LOS F versus the LOS C projected in the traffic study. Revise the traffic study as necessary.*

*For Application 9, coordinate with the Department and FDOT to provide the necessary data and analysis to enable a determination of the effect of development of Application 9 on FIHS roadways such as Krome Avenue and the Homestead Extension of the Florida Turnpike. Revise the traffic study to analyze SW 88 Street/Kendall Drive/SR 94, west of SW 157 Avenue, as a 4-lane facility, not a 6-lane facility, pursuant to the FDOT recommendation.*

*For Applications 5, 8, and 9, demonstrate how the County will achieve and maintain its adopted level of service standards through the 5-year and 10-year or greater planning time frames, including the incorporation into the 6-year capital improvements schedule in the Capital Improvements Element of roadway improvements needed to achieve and maintain adopted level of service standards during the 5-year planning time frame. The schedule shall include estimated public facility costs, including a delineation of when facilities will be needed, the general location of the facilities, and projected revenue sources to fund the facilities. Depict on the Land Use Plan Map and in the Transportation Element the roadway improvements needed to achieve and maintain adopted LOS standards because of the development allowed by Applications 5, 8, and 9, in order for these applications to be consistent with the CDMP.*

### **DP&Z Response:**

**Application No. 5** - The Applicant submitted in January 2008 a new Traffic Impact Analysis for this Application. The new traffic analysis examines the transportation impacts associated with the proposed changes in land uses on Parcels A and B, and the ability of the transportation system to accommodate the potential development on



both parcels. The traffic report reviews the capacity and peak period volumes on both SW 8 Street, between SW 157 Avenue and SW 107 Avenue, and SW 137 Avenue, between NW 12 Street and SW 26 Street. The planning horizon of the analysis is the year 2015. The traffic analysis reports that SW 8 Street west of SW 137 Avenue has a high service volume (capacity) and concludes that the traffic impacts resulting from the proposed land use changes can be accommodated by the adjacent roadway system. A copy of the Traffic Impact Analysis report is included in Appendix 4 of Application No. 5 in Volume 1 of the Revised Recommendations Report (March 24, 2008).

Miami-Dade County DP&Z and PWD staff reviewed the Traffic Impact Analysis report and has concerns regarding the projected 2015 service volumes (6,310) for the six-lane roadway segment of SW 8 Street, between SW 152 Avenue and SW 137 Avenue, and recommends the use of FDOT's 2002 Quality Level of Service Handbook Table 4-4, Generalized Peak Hour Two-way Volumes for Florida's Urbanized Areas, for future service volumes. County staff also has concerns regarding the trip distribution, specifically the allocation of 88% of the project's trips to the roadway segment of SW 8 Street west of SW 137 Avenue.

On February 20 and March 7, 2008, DP&Z and PWD staff met with the applicant's traffic consultants to discuss staff's concerns regarding the January 2008 Traffic Impact Analysis report. The issues and concerns include: trip generation, trip distribution, the need to subdivide SW 8 Street between SW 152 Avenue and SW 137 Avenue into two roadway segments based on the geometry of the roadway, the use of uninterrupted flow highway in the analysis, the high g/c ratio used in the analysis, and the high service capacity of SW 8 Street. The traffic consultant submitted its responses addressing the issues on March 1 and March 17, 2008. DP&Z and PWD staff revised the responses submitted by the transportation consultants, but still has concerns regarding the trip distribution, the use of uninterrupted flow highway model, the use of high g/c ratio for future traffic lights, and the high service capacity volumes on SW 8 Street. Copies of the complete Traffic Impact Analysis and traffic consultant's responses to the County staff's comments are attached.

County staff agrees with the Florida Department of Transportation (FDOT) and the Department of Community Affairs' (DCA) comments that the roadway capacity on SW 8 Street, as shown in the Traffic Impact Analyses, appear to be too high, and the peak volumes on SW 8 Street appear to be too low. The Applicant's traffic consultant has been advised to review the roadway capacity for SW 8 Street, the project's trip distribution, and the peak hour volumes on SW 8 Street. See Appendix 5 of Application No. 5 in Volume 1 of the Revised Recommendations Report (March 24, 2008).

**Application No. 8** - On November 15, 2007, the Applicant submitted a revised Declaration of Restrictions providing the owner's commitment to dedicate and built the extension of SW 172 Avenue as a 4-lane roadway within a 70-foot right-of-way from the southern boundary of the Application site north to Kendall Drive. The Declaration of Restrictions was revised on December 4, 2007, to indicate the applicant's commitment to fund and install a traffic signal at the intersection of SW 88 Street and SW 172

Avenue. On February 20, 2008, the covenant was again revised to indicate that the owner would prepare a traffic signal warrant study for a traffic signal at SW 172 Avenue and SW 88 Street, and install the traffic signal if warranted by FDOT and PWD. Copies of the revised Declarations of Restrictions are included in Appendix 1 of Application 8 in the Revised Recommendations Report (March 24, 2008).

In March 2008, the Applicant's traffic consultant submitted revised Traffic Impact Studies to consider in the traffic analysis the proposed roadway extension and to address DCA's ORC comments. The revised Traffic Impact Studies use the DP&Z assumption that the Application site can accommodate up to 670,824 sq. ft. of retail using a 0.40 FAR for the 38.5 net acres, provide a concurrency analysis, and a projected traffic analysis to the year 2015. Krome Avenue between SW 8 and SW 136 Streets was analyzed as a 4-lane facility, because the Miami-Dade Transportation Plan to the Year 2030 (December 2004) lists the widening of Krome Avenue between SW 8 Street and SW 136 Street from 2 to 4 lanes, and not as a 2-lane facility as recommended in the ORC. Copies of the traffic analyses are included in Appendix 7 of Application No. 8 in Volume 1 of the Revised Recommendations Report (March 24, 2008).

The DP&Z and PWD staff reviewed the revised Traffic Impact Studies (March 2008) and had several concerns. The transportation consultant addressed the County staff's concerns. These concerns are discussed in details in Appendix 6 of Application No. 8 in Volume 1 of the Revised Recommendations Report (March 24, 2008). The Transportation Analysis report concludes that twelve roadway segments within the Study Area were found to exceed 5.0% of the adopted maximum level of service (LOS) volumes by 2015; however, many of these segments are not classified as "regionally significant roadways." The 2015 traffic analysis also concludes, based upon the project traffic assignment, that the trips generated by the potential development will not have a significant impact upon SW 177 Avenue nor on SW 88 Street.

The PWD and DP&Z staff concurs with the traffic analyses' conclusions that the future roadway infrastructure will have adequate capacity to serve the demand of this application and will meet the CDMP-adopted LOS standards through the year 2015.

**Application No. 9** - On March 11, 2008, the Applicant submitted a Declaration of Restrictions indicating the owner's intention to develop the Application site with mixed use and as a pedestrian friendly community, which incorporates neighborhood retail, town homes, detached single family homes, greens, squares, parks, water features, and 5 acres for public purpose. The proposed covenant limits development to 390 residential units, including both detached and attached single-family units, and provides for the owner to work in good faith with the Miami-Dade County Public Works Department and the Department of Planning and Zoning to ensure that adequate infrastructure will be available to accommodate the traffic impacts generated by proposed development on the application site. A copy of the proffered Declaration of Restrictions is included in Appendix 1 of Application No. 9 in Volume 1 of the "Revised Recommendations Report (March 24, 2008)".

However, the covenant does not provide information regarding retail development on Parcel B, nor the total number of single-family attached and single-family detached units. In the absence of a specific development program, the Department is unable to appropriately analyze the traffic impact as restricted by the covenant. Moreover, the Applicant has not submitted a revised traffic impact analysis to address the objections raised by DCA and FDOT. Therefore, the Department stands by its original traffic impact analysis.

#### **DCA OBJECTION #6: AVIATION MASTER PLANS (Applies to Application No.14)**

*Application 14 comprises three parts. Part 1 is a FLUM change for 420 acres from Terminals to Open Land in order to permit rock mining at the decommissioned Opa-Locka West Airport in northwestern Miami-Dade County. Part 2 of Application 14 contains numerous changes to the Aviation Sub-Element of the Transportation Element which are intended to improve the existing descriptions of the Opa-Locka, Miami International, Kendall-Tamiami, and Homestead airports so that they may qualify as airport master plans under s. 163.3177(6)(k), F.S. Part 3 revises the Land Use Element to provide for internal consistency with the Part 2 revisions in the Aviation Sub-Element.*

*The Department objects to Part 2 in Application 14 because it does not comply with the requirements in s. 163.3177(6)(k), F.S. The Department does not object to Parts 1 and 3.*

*Pursuant to s. 163.3177(6)(k), F.S., a qualified adopted airport master plan that has been incorporated into the local comprehensive plan and aviation-related development that has been addressed in the comprehensive plan amendment that incorporates the airport master plan is exempt from Development of Regional Impact (DRI) review. In order to qualify for this exemption, the adopted airport master plan must address land use compatibility consistent with Chapter 333, F.S., regarding airport zoning; the provision of regional transportation facilities for the efficient use and operation of the transportation system and airport; consistency with the local government transportation circulation element and applicable metropolitan planning organization long-range transportation plans; and the execution of any necessary interlocal agreements for the purposes of the provision of public facilities and services to maintain the adopted level of service standards for facilities subject to concurrency.*

*After reviewing the proposed airport master plans against the requirements of s. 163.3177(6)(k), F.S., the Department concludes that the master plans for Miami International Airport, Kendall-Tamiami Executive Airport, and Homestead General Airport do not meet the requirements in s. 163.3177(6)(k), F.S. They are not supported by appropriate data and analysis indicating the impact of the proposed airport development on public facilities and services and do not establish the necessary mitigation to ensure that adopted public facility level of service standards will be maintained, and any associated public facility improvements that may be required to maintain adopted level of service standards. In addition, none of the three airport master*

*plans demonstrates consistency with the Miami-Dade Metropolitan Planning Organization's long-range transportation plan, as required by s. 163.3177(6)(k), F.S.*

*The Department notes and supports the objection from the South Florida Regional Planning Council that the proposed Miami International Airport Master Plan is inconsistent with the adopted Miami International Airport Development of Regional Impact (DRI). Specifically, the airport master plan identifies several areas for non-aviation commercial/industrial use. The development of privately owned non-aviation uses (hotel, office, industrial, agricultural and retail) on airport property is not authorized by the DRI development order. Therefore, since the impacts were not addressed during the DRI review, additional data and analysis beyond what was presented during review of the Miami International Airport Application for Development Approval must be provided to determine the public facilities and roadway impacts of the proposed non-aviation uses.*

*The proposed revised Opa-Locka Airport Master Plan comes closer than the other three airport master plans to meeting the requirements of s. 163.3177(6)(k), F.S.; however, it also does not demonstrate consistency with the Miami-Dade Metropolitan Planning Organization's long-range transportation plan and is therefore objectionable.*

*The Department also objects to the Opa-Locka Airport Master Plan because, as noted by the South Florida Regional Planning Council in its report on Application 14, it fails to provide for any intergovernmental coordination between the Miami-Dade County Aviation Department and the City of Opa-Locka, which includes approximately one-third of the airport area within its city limits. Neither Figure 4 nor the color map of the Opa-Locka Airport in the airport master plan depict the Opa-Locka municipal boundary.*

#### **DCA Recommendations:**

*For the Miami International Airport, Kendall-Tamiami Executive Airport, and Homestead General Airport master plans, provide appropriate data and analysis indicating the impact of the proposed airport development on public facilities and services, the necessary mitigation to ensure that adopted public facility level of service standards will be maintained, and any associated public facility improvements which may be required to maintain adopted level of service standards. Required public facility capital improvements will need to be incorporated in the schedule of capital improvements in the adopted Capital Improvements Element.*

*In addition, for the Miami International Airport Master Plan, provide additional data and analysis to determine the public facilities and roadway impacts of the proposed non-aviation uses which were not authorized by the DRI development order.*

*For the Opa-Locka Airport Master Plan, include policies describing intergovernmental coordination with the City of Opa-Locka and include in the master plan a map or maps which depict the portion of the airport within the Opa-Locka municipal boundary. Revise the airport master plan to demonstrate its consistency with the Miami-Dade Metropolitan Planning Organization's long-range transportation plan.*

## **DP&Z Response:**

**Application 14 Part 2:** Since the publication the of Volume 2 of the Initial Recommendations Report (August 25, 2007) and the subsequent Miami-Dade County Board of Commissioners (BCC) transmittal public hearing on November 27, 2007, the Miami-Dade Aviation Department (MDAD) submitted additional information in support of Part 2, Application 14. The new information includes development programs and traffic impact studies for both the Miami International (MIA) and Kendall-Tamiami Executive Airports (TMB), and revised Land Use Master Plans for Miami International, Kendall-Tamiami Executive, and Homestead General Aviation (X51) Airports. The development programs include non-aviation uses at the MIA and TMB, and no change to the existing development at the X51. The development programs are included in Attachment 1.

The Miami-Dade County agencies conducted pertinent analyses on the non-aviation uses proposed for the MIA and the TMB. These analyses are presented in the Planning Considerations section in Volume 2 of the Revised Recommendations report (March 24, 2008). The analyses conclude that, with the exception of Fire and Rescue services and pending resolution of traffic issues discussed below, there is adequate capacity in public facilities and services to serve the proposed non-aviation related developments at these airports. The Miami-Dade Fire and Rescue Department (MDFR) has indicated that in addition to impact fees, a 2-acre site will be required for the construction of a fire station to serve the proposed development at the Kendall-Tamiami Executive Airport. The MDFR Fire and Water Engineering Bureau will further review the proposed developments at the MIA and TMB during the platting and permitting phases to assure compliance with National Fire Protection Association (NFPA). Regarding the pending traffic issues, DP&Z staff has concerns with some of the assumptions in the analysis and the conclusions of the traffic studies. See pages 14-42 and 14-43 for the MIA traffic issues and pages 14-55 and 14-56 for the TMB traffic issues. However, DP&Z staff will work with MDAD staff and the transportation consultants to address the concerns regarding the assumptions, analyses and conclusions. It is anticipated that these issues will be resolved prior to the BCC's scheduled April 24, 2008, final adoption hearing.

With regard to the Opa-locka Airport Master Plan, DP&Z is proposing a new Policy AV-7F in the CDMP Aviation Subelement to assure intergovernmental coordination between Miami-Dade County and the City of Opa-locka. This new Policy AV-7F is included on page 14-8 of Volume 2 of the Revised Recommendations report (March 24, 2008) and is presented below.

AV-7F. The Miami-Dade County Aviation Department shall ensure, through coordination with the City of Opa-locka, that any concerns regarding the development and redevelopment of the Opa-locka Executive Airport and/or development and redevelopment of land in its vicinity are addressed on a timely basis to ensure compatibility of land use and zoning with the functions of the airport.

The Opa-locka Airport Land Use Master Plan and the CDMP Aviation Subelement 'Figure 4: Opa-locka Executive Airport 2015-2025' layout map were both revised to show the boundaries of the City of Opa-locka. These revised maps are included in Attachment 1 at the end of this report.

With regard to the consistency of the Opa-locka Airport Land Use Master Plan with the Miami-Dade Metropolitan Planning Organization's (MPO) Long-Range Transportation Plan to the year 2030 (LRTP), the MDAD has submitted a memo to the MPO dated March 19, 2008, requesting the inclusion of the widening of NW 57 Avenue/SR 823 between the Palmetto Expressway/SR 826 and NW 135 Street from 6 to 8 lanes, and the widening of NW 135 Street between NW 57 Avenue and NW 42 Avenue/SR 953 from 4 to 6 lanes in the LRTP as Priority III projects. A copy of this memo is included as Attachment 2 in this report.

The Homestead General Aviation Airport Land Use Master Plan initially included non-aviation uses. However, subsequent to the BCC's transmittal public hearing on November 27, 2007, the MDAD revised the Land Use Master Plan to exclude non-aviation uses. Therefore, no impact analysis is needed for the Homestead General Aviation Airport Land Use Master Plan.

***DCA OBJECTION #7: DESIGNATION OF REGIONAL ACTIVITY CENTER (Applies to Application No.3)***

*The Application No. 3 site is proposed for a future land use change from Industrial and Office (38 acres) and Business and Office (16 acres) to Business and Office for the entire 54 (net) acres and to be designated as a Chapter 380 Regional Activity Center. The amendment would also add to the adopted table of restrictive covenants in the Miami-Dade County comprehensive plan a covenant which would set limits on type and amount of development and peak hour trips from the subject property; however, this restrictive covenant is not yet adopted.*

*A Regional Activity Center is defined under Rule 28-24.014(10), F.A.C., as a compact, high intensity, high density multi-use area designated as appropriate for intensive growth by the local government of jurisdiction and may include: retail; office; cultural, recreational and entertainment facilities; hotels and motels; or appropriate industrial activities.*

*Should the County determine to adopt this application, the adopting amendment would have to designate the site as a Regional Activity Center and as appropriate for intensive growth. The material submitted with the amendment package contains a proposed revision of the section of the Miami-Dade County comprehensive plan which defines and lists the Regional Activity Centers in the County, to include the subject property. If the plan is amended as recommended, this condition would be satisfied. Most of the other criteria in Rule 28-24.014(10), F.A.C., for designation of a Regional Activity Center*

would be satisfied by the amendment if adopted as proposed, including the proffered restrictive covenant.

There is one criterion in Rule 28-24.014(10), F.A.C., however, which is not satisfied by the amendment as proposed, according to the data and analysis provided by Miami-Dade County DPZ in the amendment package. The particular criterion is that the Regional Activity Center shall contain adequate existing public facilities as defined in Chapter 9J-5, F.A.C., or committed public facilities, as identified in the Capital Improvements Element of the local government comprehensive plan. According to Miami-Dade County DPZ, there are not currently sufficient public facilities and services to serve the proposed development in the RAC – particularly vicinity roadways. DPZ's analysis (see page 3-2 in the "Initial Recommendations" in the 08-1 Amendment package), submitted with the amendment, states that proposed development's additional vehicle trips will contribute to deterioration of two vicinity roadway segments (NW 12 Street between the HEFT and NW 107 Avenue and from NW 107 Avenue to NW 97 Avenue) to below their adopted LOS standards.

Fifty-five other vicinity roadway segments are predicted to drop below their adopted LOS standards by 2015, with or without the vehicle trips from Application 3 (page 3-25 of the "Initial Recommendations" document in the 08-1 Amendment package). Of these, the following segments predicted to fail by 2015 will be significantly affected (5 percent or more of the adopted PM peak-hour level of service standard volumes) by the maximum development of the Application 3 property:

NW 58 Street, from NW 87 Avenue to NW 97 Avenue  
NW 41 Street, from the HEFT to NW 122 Avenue  
NW 25 Street, from NW 87 Avenue to NW 97 Avenue  
NW 12 Street, from SR 826 to NW 107 Avenue  
Dolphin Expressway, from the HEFT to SR 826  
West Flagler Street, from NW 79 Street to SR 826  
SW 8 Street/Tamiami Trail, from the HEFT to SW 127 Avenue  
NW 87 Avenue, from NW 25 Street to SR 836  
NW 97 Avenue, from NW 58 Street to NW 41 Street  
NW 97 Avenue, from NW 25 Street to West Flagler Street  
NW 107 Avenue, from NW 25 Street to West Flagler Street  
HEFT, from SR 836 to SW 40 Street  
NW 122 Avenue, from NW 41 Street to NW 25 Street  
NW 122 Avenue, from SW 8 Street to SW 26 Street  
NW/SW 132 Avenue, from NW 12 Street to SW 18 Street

This condition for designating a Regional Activity Center is therefore not satisfied, because mitigation for impacts to these roads has not been addressed.

The Department concludes that the proposed Application 3 does not satisfy all of the criteria for designation as a Chapter 380 Regional Activity Center because it has not been demonstrated that the Regional Activity Center will contain adequate existing

*public facilities as defined in Chapter 9J-5, F.A.C., or sufficient committed public facilities, as identified in the Miami-Dade County Capital Improvements Element.*

*The Department objects to the proposed future land use change to Business and Office for the entire site and to its designation as a Regional Activity Center, because of the potential impacts on the vicinity transportation system.*

### **DCA Recommendations**

*The impacts on level of service on vicinity roadways identified by Miami-Dade County DPZ for Application 3 must be addressed. The Department observes that the applicant for Application 3 submitted a traffic analysis which demonstrates that acceptable levels of service are maintained on vicinity roads with the proposed development. Miami-Dade County DPZ stated in the amendment package that although it did not agree with the applicant's analysis, it was willing to work with the applicant to resolve the discrepancies between the two traffic analyses. The Department recommends that the discrepancies in the different traffic analyses be resolved. If, after this is done, there remain adverse impacts on level of service on vicinity roadways, the amount of development must be reduced or additional road improvements must be included in the 6-year schedule of capital improvements to mitigate the impacts.*

### **DP&Z Response:**

**Application No. 3** - The DCA recommended that Miami-Dade County and the applicant resolve discrepancies in the traffic analyses and their impacts on level of service on vicinity roadways.

The Applicant addressed Miami-Dade County's concerns related to traffic concurrency for NW 12 Street on November 8, 2007. DP& Z staff revised pages 3-2 and 3-22 of the Initial Recommendations Report (August 25, 2007) to reflect the changes to the concurrency analysis on November 27, 2007. These pages were replaced in the Initial Recommendations Report prepared for the November 27, 2007 CDMP Amendment Transmittal Public Hearing. See page 3-2 revised and replaced on November 27, 2007 in the Initial Recommendations Report.

Miami-Dade staff analyzed the potential impact of a base scenario (without the application's traffic impact) and three potential development scenarios, including a mixed-use development scenario (Scenario 3) proposed by the applicant. The applicant submitted a draft covenant limiting the development impacts to mixed-use scenario (Scenario 3). Since the covenant was accepted as part of the CDMP Transmittal Hearing, Miami-Dade County staff has indicated that Scenarios 1 and 2 no longer need to be addressed in the infrastructure analysis. The conclusions reached by staff on page 3-27 of the Initial Recommendations Report indicated that the findings were based upon the impact of at least one or more of the development scenarios, which then generated the listing of roadway segments identified in the DCA objection above.



On February 1, 2008, the applicant's transportation consultant met with staff of Miami-Dade County to address Year 2015 traffic conditions for the roadway segments identified on page 3-27 of the Initial Recommendations Report (August 25, 2007). Subsequently, the applicant's transportation consultant submitted additional data and analysis based upon an impact evaluation which compared the Year 2015 model derived traffic forecasts for the Base Scenario to the Year 2015 model derived traffic forecasts with the application's impact.

The DP&Z and PWD staff reviewed the revised traffic data and analysis (March 2008) and had several concerns. The transportation consultant addressed the County staff's concerns. These concerns are discussed in details in Appendix 6 of Application No. 3 of Revised Recommendations Report. The revised data and analysis demonstrated that each of the 71 study segments analyzed were found to either meet the adopted level of service standards or were found to not significantly impact the study area roadway segments based upon the development of the property using the proposed Mixed Use Development Program. A copy of the revised traffic data and analysis is included in Appendix 6 of Application No. 3 of the Revised Recommendations Report (March 24, 2008).

The PWD and DP&Z staff concurs with the traffic analyses' conclusions that the future roadway infrastructure will have adequate capacity to serve the demand of this application and will meet the CDMP-adopted LOS standards through the year **2015. See Traffic Analysis section on page 3-8 of the Revised Recommendations Report (March 24, 2008).**

The applicant is committed to providing the following developer-funded roadway and transit improvements:

- 1) Intersection improvements at NW 12 Street and NW 111 Avenue;
- 2) Widen NW 111 Avenue from NW 12 Street to NW 14 Street;
- 3) Intersection improvement at NW 111 Avenue and NW 14 Street;
- 4) Widen NW 14 Street from NW 111 Avenue to NW 107 Avenue;
- 5) Intersection improvement at NW 14 Street and NW 107 Avenue;
- 6) Widen NW 107 Avenue from NW 14 Street to NW 12 Street; and
- 7) Provide signal modifications to accommodate all geometric improvements.

Even though the application site is well served with transit service, the applicant is proposing to fund and construct a transit center on the southwest corner of NW 12 Avenue and NW 107 Avenue. The transit center will consist of 10 bus bays, driver facilities and services, retail space, a "kiss-n-ride" drop off area and 150 to 170 commuter parking spaces. The applicant and Miami-Dade Transit are currently in the process of finalizing the Deed of Restrictions (covenant) to determine the exact number of parking spaces that would be provided for commuter parking, leasing rights for the retail space, air rights and other issues.



## **ATTACHMENT 1**

Aviation Department's March 4, 2008 memo response to Department of Community Affairs February 2008 Objections, Recommendations, and Comments (ORC) report

The response includes the following:

The March 4, 2008, memo response includes the following attachments:

- Summary of Non-Aeronautical Mixed-Use Development Scenarios for Miami International and Kendall Tamiami Executive Airports
- Applicant's 'Exhibit A – Proposed Private Investment properties at Miami International Airport'
- Applicant's 'Exhibit B – Proposed Third party Development at Kendall Tamiami Executive Airport'
- Miami-Dade Aviation Department Aggregate Summary of Functional Areas
- Revised CDMP Aviation Subelement 'Figure 4 Opa-Locka Executive Airport 2015-2025' showing City of Opa-Locka boundary
- Revised Opa-Locka Executive Airport Land Use Master Plan 2015-2025 showing City of Opa-Locka boundary
- Board of County Commission Resolution Regarding Opa-Locka Development Task Force
- Opa-Locka Development Task Force Recommendations



# Memorandum



**Date:** March 4, 2008

**To:** Subrata Basu  
Acting Director Department of Planning & Zoning

**From:** Sunil Harman  
Division Director - Aviation Planning, Land-Use & Grants 

**Subject:** Response to Intergovernmental Comments Concerning the Miami-Dade Aviation Department's Comprehensive Development Master Plan Application No. 14

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This memo serves as a response to the Florida Department of Community Affairs' (DCA) Objection, Recommendation and Comments (ORC) Report dated February 26, 2008 containing comments from the South Florida Regional Planning Council (SFRPC), the Florida Department of Environmental Protection and the Florida Department of Transportation (FDOT) concerning Miami-Dade Aviation Department's (MDAD) amendment to the Aviation Sub-Element of the County's Comprehensive Development Master Plan (CDMP) referenced as CDMP Amendment Application Number 14. The Department of Planning and Zoning (DP & Z) should be aware that MDAD is committed to providing outstanding data and analysis in a timely manner and has responses to the concerns identified in the ORC as follows:

- On March 3, 2008 MDAD provided DP & Z the Airport Development Plans for Miami International (MIA), Kendall-Tamiami Executive (TMB) and Homestead General Aviation (X-51) Airports indicating the parcel locations of proposed airport developments as attached. MDAD has already provided DP & Z the development program for Opa-locka Executive Airport (OPF). MDAD also included the land, aviation and aviation-related uses for these airport development programs. It should be noted, that DP & Z previously agreed that aviation and aviation related uses are exempt from concurrency impact analyses, however, on February 27, 2008, DP & Z requested that MDAD provide development quantities for these existing uses as well, with the understanding that these uses will not be considered for impact analyses.
- On February 29, 2008 MDAD, as attached, provided DP & Z a map depicting the location of Parcels 1, 3, 4, and 5 for MIA's proposed third-party on-airport non-aeronautical development which included information regarding the proposed hotel(s), conference center and convenience/service center all in various locations designated Parcel 1.
- On March 3, 2008, as attached, MDAD provided the land use development program for TMB to include aviation uses and proposed third party non-aviation uses.
- On March 3, 2008, MDAD advised DP & Z that it is not pursuing non-aviation uses at X-51 given the objections raised by Community Council 8 and DP & Z as well as the lack of third-party developer interest in on-airport development due to the improbability involved in investing in proposed development located outside the Urban District Boundary (UDB). Therefore, MDAD again requests text changes in the amendment to preclude non-aviation uses outside the UDB and for information purposes has provided the development program in square footage for aviation uses at X-51.
- At this time MDAD has a better understanding of the nature and composition of third party non-aeronautical developments at MIA and TMB and has initiated traffic studies for

appropriate data collection and analysis to identify impact (if any) of the proposed airport developments on public facilities and services. MDAD will identify the necessary mitigation to ensure that adopted public roadway facility Level of Service (LOS) will be maintained, and identify any associated public facility improvements that may be required to maintain adopted LOS.

- In the event that the non-aeronautical plans at MIA, OPF and TMB necessitate mitigation to maintain LOS, MDAD will request that they be integrated into the Metropolitan Planning Organization's (MPO) Long Range Transportation Plan (LRTP) as **unfunded** improvements since the Federal Aviation Administration (FAA) rules do not allow airport revenues to be diverted to off-airport improvements unless the airport related traffic is the highest percentage contributor.
- On March 3, 2008 MDAD provided detailed development data tables which DP & Z circularized on that same day to other agencies for impact analyses for the non-aviation uses planned for the MIA and TMB Airports noting that the aviation uses are exempt from concurrency analyses as per Section 163.3180(4)(b), F.S., which states that "The concurrency requirements as implemented in local comprehensive plans does not apply to public transit facilities and airport passenger terminals and concourses, air cargo facilities, and hangars for the maintenance or storage of aircraft." Therefore, the impact analysis must be based only on the non-aviation uses. DP & Z is requesting that the information be submitted for consideration on or before Monday, March 17, 2008. MDAD has an aggressive timeline with the consultants conducting the traffic analysis to meet DP & Z's submittal deadline.
- MDAD is providing herewith to DP & Z revisions to Figure 4 and the Opa-locka Executive Airport's (OPF) Master Plan map depicting the portion of the airport within the City of Opa-Locka's municipal boundary, although the FAA deed of conveyance of the former Navy Base is to the County and does not allow the city any jurisdictional authority over the public-use aviation facility. In addition, MDAD in October 2007 submitted a final draft of OPF's Zoning Ordinance to DP& Z for adoption. DP & Z is tasked with any inter-local agreements associated with this Ordinance. As for intergovernmental coordination with the City of Opa-locka, it should be noted that MDAD staff met with the City of Opa-locka's Community Development Department in 2007 to discuss proposed on-airport development, explain the proposed airport zoning ordinance, provide a draft of the proposed airport zoning ordinance and associated land use zoning map. As a direct result of this coordination, the City of Opa-locka routinely requests MDAD's assistance in the review of airspace and land use impacts associated with proposed development in proximity to OPF. In addition, as a corrective action measure from the FAA's 2005 Land Use Audit for OPF, MDAD has made concessions to the City of Opa-locka allowing for the interim use of airport property for non-profit, non-aeronautical purposes provided that the use is coordinated with the FAA in advance and issued a special use permit. Finally, the Opa-Locka Airport Task Force which included membership from the City made specific recommendations which the Board of County Commissioners adopted (copy attached).

MDAD has previously revised the Aviation Sub-Element in the CDMP to be consistent with and further the referenced goals and policies of the Strategic Regional Policy Plan for South Florida.

- MDAD will incorporate the required public facility capital improvements as needed, in the schedule of capital improvements in the adopted Capital Improvements Element.
- MDAD maintains that the Airport Master Plans are consistent with the provision of regional transportation facilities for the efficient use and operation of the transportation system and airports.
- MDAD will coordinate with the South Florida Water Management District to provide documentation that the proposed mining activities at the former Opa-locka West Airport site will not conflict with the construction or operation of the District's ACCELER8 project.

Should you have any questions, I may be reached at (305) 876-7090.

Attachments; Referenced submittals of maps and data

C: J. Abreu  
J. Cospers  
M. Fajardo  
M. Southwell  
G. Owens  
J. Ramos  
M. Warner  
P. Moore  
N. Somoza





## **Summary of Non-Aeronautical Mixed-Use Development Scenarios for Miami International and Kendall-Tamiami Executive Airports**

The landside portion of the Miami-Dade Aviation Department's (MDAD) system of airports shall be deemed to consist of all portions of the airport where general public access is not restricted and may include both aviation uses and non-aviation uses that are compatible with airport operations and consistent with applicable law. At least one third of the land area in the landside portion must be developed with aviation-related uses or uses that directly support airport operations. While the landside development at MDAD's system of airports is primarily aeronautical in nature, this summary considers only the square footage of proposed non-aeronautical development.

### **Miami International Airport (MIA)**

The Aviation Department is currently preparing a competitive selection process to solicit development and redevelopment proposals from private investors intended to generate business and revenue from presently unused land parcels and facilities. These parcels comprise approximately 77 acres and include 295,000 square feet of office, cafeteria, training, equipment and parts maintenance and simulator buildings which at a minimum require for occupancy code upgrades, modernization and other alterations depending on proposed uses. MDAD estimates that the development solicitation may result in incremental annual revenue of approximately \$7.6 million from ground rents alone. MDAD has received a response from various developers for the non-aeronautical development of four parcels. These parcels are identified on Exhibit "A".

<b>Parcel</b>	<b>Quantity</b>	<b>Unit</b>	<b>ITE Land Use Code</b>	<b>ITE Land Use Code Description</b>
1A	600	Hotel Room	310	Hotel
1B	185,000	SF	945	Gasoline/Service Station with Convenience Market
1C	400	Hotel Room	310	Hotel
1D	50	Hotel Room	310	Hotel
3	278,000	SF	110	General Light Industrial (includes offices)
4	422,000	SF	110	General Light Industrial (includes offices)
5	41,000	SF	110	General Light Industrial (includes offices)

### **Kendall-Tamiami Executive Airport (TMB)**

The airport is well-equipped to meet a diverse mix of general aviation needs, including corporate and business-use traffic, fixed-wing and helicopter flight training, governmental support and recreational/sport aviation. While on-airport development continues to be primarily aviation-related, one developer has expressed interest in developing 355,000 square feet for commercial use. This proposed development is identified on Exhibit “B”.

### **Homestead General Aviation Airport (X51)**

MDAD does not have any planned commercial development for the airport at this time. It is anticipated that any future development in the airport will only be aeronautical in nature and consistent with uses at the airport today such as hangars, aprons, etc.



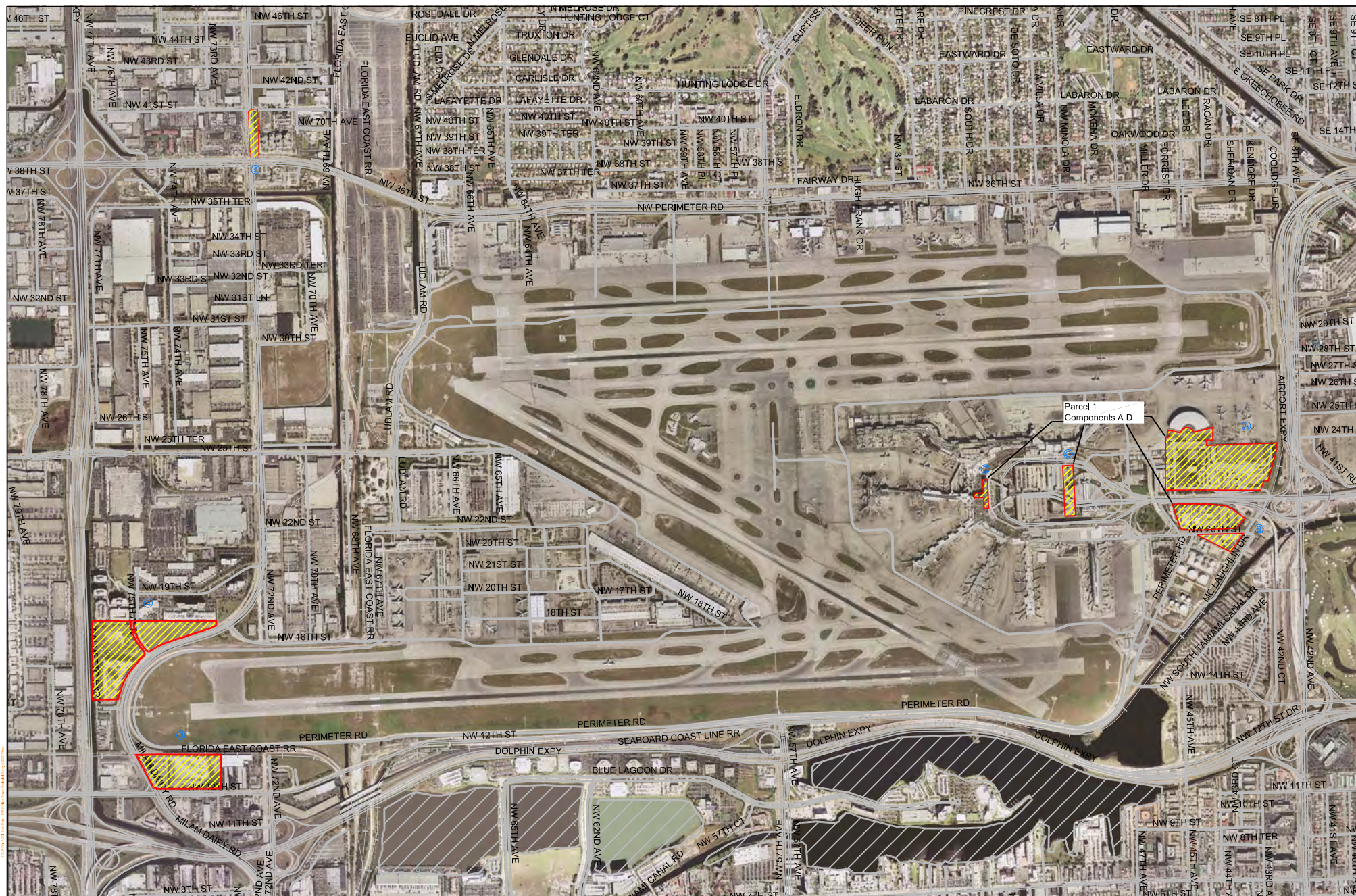


Exhibit "A"  
Proposed Private Investment Properties at Miami International Airport



MIA Height Zoning Map





Miami-Dade Aviation Department  
Aggregate Summary of Functional Areas

	MIA				TMB				X51			
	Existing		Future		Existing		Future		Existing		Future	
	Aviation	Non-Aviation	Aviation	Non-Aviation	Aviation	Non-Aviation	Aviation	Non-Aviation	Aviation	Non-Aviation	Aviation	Non-Aviation
Terminal (SF)	6,200,000		7,500,000		12,445		12,445					
Cargo (SF)	3,550,000		4,049,410									
Maintenance (SF)	726,950		726,950		37,499		37,499		7,053		7,053	
Support (SF)	3,803,131		3,069,999		510,592		510,592		112,006		112,006	
Industrial Warehouse				741,000								
Service Center				185,000								
Commercial Retail Center								355,000				
Hotel (Rooms)	259 <sup>1/</sup>			950 <sup>2/</sup>								
Revenue Patron Parking (Spaces)	8,833		10,153									
Employee Parking (Park 8)	1,071											
Employee Parking (Surface Lot)	4,782											

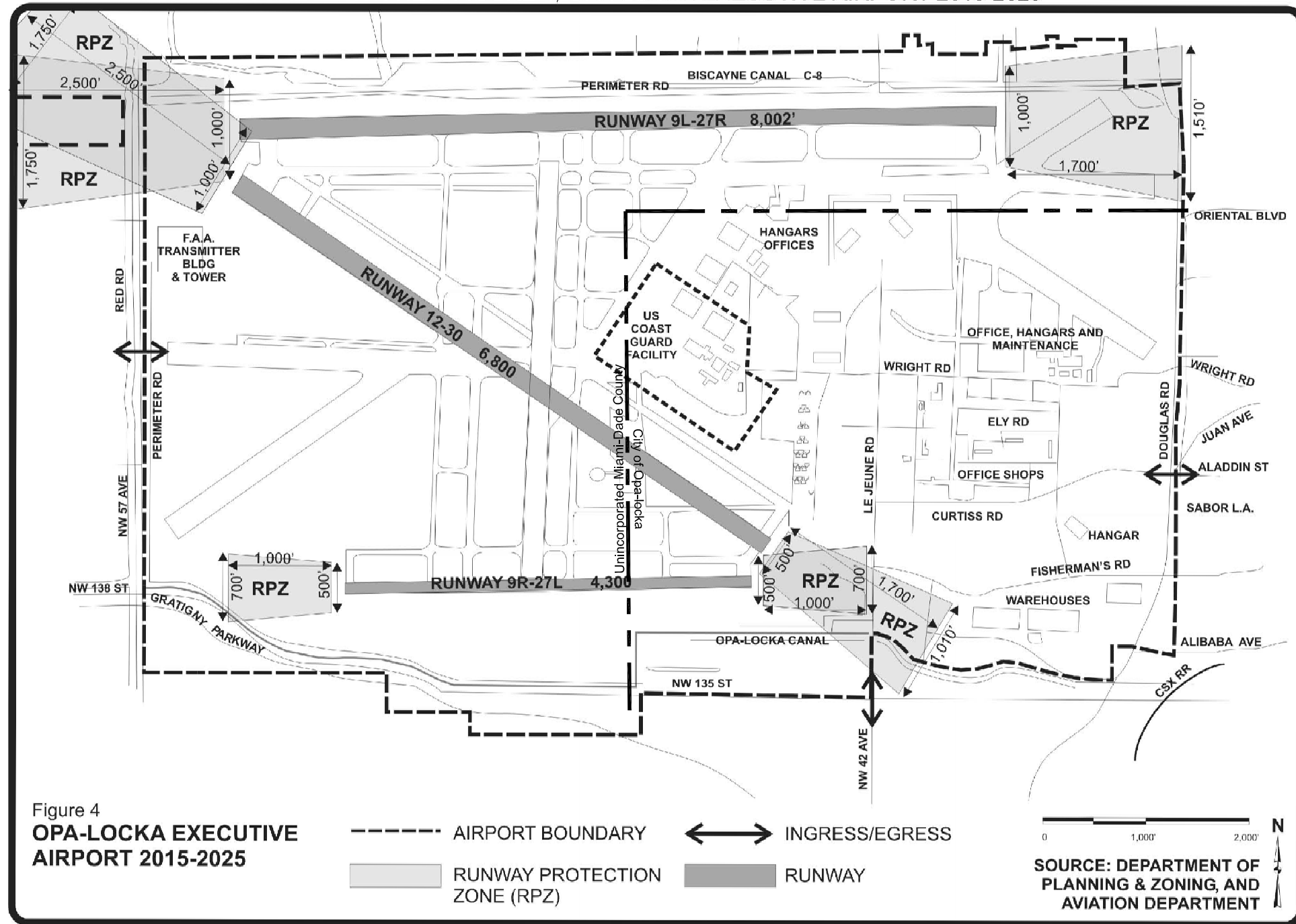
Notes:

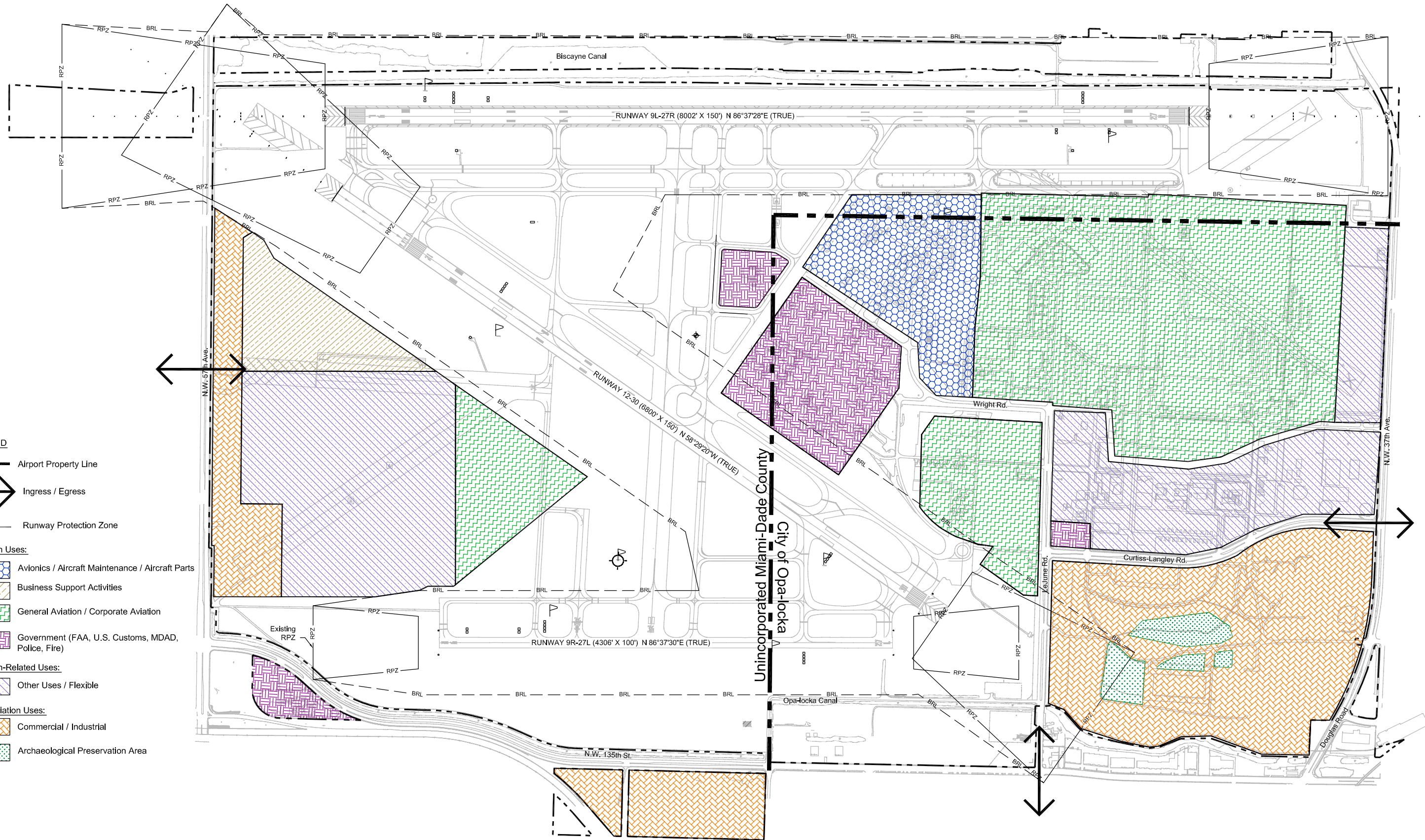
<sup>1/</sup> The existing Miami International Airport Hotel has a capacity of 259 rooms and is located in Terminal "E".

<sup>2/</sup> This number represents additional hotel rooms anticipated to be developed in the future, it does not include the existing hotel rooms.



REPLACE EXISTING FIGURE 4 WITH NEW FIGURE 4, OPA-LOCKA EXECUTIVE AIRPORT 2015-2025





LEGEND

- Airport Property Line
- ↔ Ingress / Egress
- Runway Protection Zone

Aviation Uses:

- Avionics / Aircraft Maintenance / Aircraft Parts
- Business Support Activities
- General Aviation / Corporate Aviation
- Government (FAA, U.S. Customs, MDAD, Police, Fire)

Aviation-Related Uses:

- Other Uses / Flexible

Non-Aviation Uses:

- Commercial / Industrial
- Archaeological Preservation Area

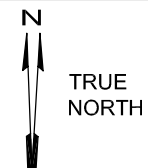


MIAMI-DADE AVIATION DEPARTMENT

0 450 900 1,800

GRAPHICAL SCALE IN FEET  
ALL DRAWING ELEVATIONS IN FEET

MAGNETIC NORTH  
DECLINATION = 5.53° W  
ANNUAL RATE OF  
CHANGE = 4' W  
(JULY 24, 2006)



OPA-LOCKA  
EXECUTIVE AIRPORT  
AIRPORT LAND USE MASTER PLAN 2015-2025

REVISION DATE

PRINT DATE

July 27, 2007

SHEET NO.





Approved \_\_\_\_\_ Mayor  
Veto \_\_\_\_\_  
Override \_\_\_\_\_

Amended  
Agenda Item No. 7(A)(2)(A)  
3-1-05

**OFFICIAL FILE COPY  
CLERK OF THE BOARD  
OF COUNTY COMMISSIONERS  
DADE COUNTY, FLORIDA**

RESOLUTION NO. R- 286-05

**RESOLUTION ESTABLISHING OPA-LOCKA  
AIRPORT DEVELOPMENT TASK FORCE**

**WHEREAS**, Opa-locka Airport is a crucial asset in Miami-Dade County's system of airports, and as such merits careful study to maximize its potential; and

**WHEREAS**, Opa-locka Airport is ideally situated to continue to be developed over the coming years, due to a number of factors, including county-wide population growth, changes in the aviation industry, economic growth in the nearby communities, and other factors; and

**WHEREAS**, it is prudent to study and create a plan to manage such growth, both to assure maximizing the airport's best potential and also to protect the communities that are near the airport; and

**WHEREAS**, in order to gain the information necessary to prepare a useful and effective plan for the continued development of Opa-locka Airport, it is essential to obtain the insight of all interested parties, including representatives of all the communities surrounding Opa-locka Airport, the aviation industry, the airport development industry, relevant financial and banking interests, and other stakeholders,

**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF MIAMI-DADE COUNTY, FLORIDA:**

Section 1. *Task force created.* The Miami-Dade County Opa-locka Airport Development Task Force is hereby established.

Section 2. Purpose. The purpose of the Task Force is to advise the Board of County Commissioners on issues relating to the development of Opa-locka Airport and the surrounding areas within the incorporated and the unincorporated areas of Miami-Dade County.

Section 3. Membership. The Task Force shall be comprised of nine (9) members, who shall be appointed by the County Manager as follows:

(1) four members who reside or work in proximity to Opa-locka Airport, two of whom shall be recommended by the County Commissioner representing District 1 and two of whom shall be recommended by the County Commissioner representing District 13, such districts having the largest populations to be affected by the continued development and use of Opa-locka Airport;

(2) two members who have demonstrated expertise in the field of airport and aviation-related development;

(3) two members who have demonstrated expertise in economic, finance and banking activities and impacts associated with the development of airports and their surrounding communities;

(4) one member who has demonstrated expertise in other aspects of airport related development, including but not limited to expertise in anticipating, assessing and addressing community impacts arising from development and use of airports, including but not limited to economic, compatibility and operational impacts of such development.

Section 4. Duties and Report. The Task Force shall have the duty to study and make recommendations to the Board of County Commissioners regarding the best alternatives for the successful continued development of Opa-locka Airport, with a view toward achieving environmentally sound, compatible, financially feasible development that maximizes the best

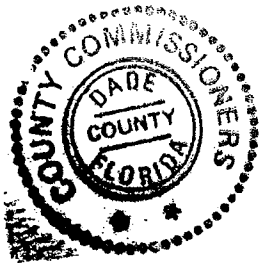
potential of Opa-locka Airport and the surrounding areas. The Task Force shall provide a preliminary report to the Board of County Commissioners, through the Regional Transportation Committee and the Community Empowerment and Economic Revitalization Committee, within ninety (90) days after the effective date of this resolution, and a final report with specific recommendations for Opa-locka Airport's future development within one (1) year after the effective date.

Section 5. Staff. The County Manager shall provide the Task Force with adequate staff and support services to enable it to carry out its purposes and duties.

The foregoing resolution was sponsored by Commissioner Barbara J. Jordan, Commissioner Sally A. Heyman and Commissioner Natacha Seijas and offered by Commissioner Natacha Seijas, who moved its adoption. The motion was seconded by Commissioner Sally A. Heyman and upon being put to a vote, the vote was as follows:

Joe A. Martinez, Chairman	aye		
Dennis C. Moss, Vice-Chairman	aye		
Bruno A. Barreiro	aye	Dr. Barbara Carey-Shuler	aye
Jose "Pepe" Diaz	aye	Carlos A. Gimenez	aye
Sally A. Heyman	aye	Barbara J. Jordan	absent
Dorrian D. Rolle	aye	Natacha Seijas	aye
Katy Sorenson	aye	Rebeca Sosa	aye
Sen. Javier D. Souto	aye		

The Chairman thereupon declared the resolution duly passed and adopted this 3<sup>rd</sup> day of March, 2005. This resolution shall become effective ten (10) days after the date of its adoption unless vetoed by the Mayor, and if vetoed, shall become effective only upon an override by this Board.



MIAMI-DADE COUNTY, FLORIDA  
BY ITS BOARD OF  
COUNTY COMMISSIONERS

HARVEY RUVIN, CLERK

By: **KAY SULLIVAN**  
Deputy Clerk

Approved by County Attorney as  
to form and legal sufficiency.

A handwritten signature in cursive script, appearing to read "JAC", is written over a horizontal line.

Joni Armstrong Coffey

## **OPA-LOCKA AIRPORT DEVELOPMENT TASK FORCE**

### **Executive Summary**

#### ***Vision for Opa-locka Airport:***

***“To be a self-sustaining, full-service domestic and international general aviation reliever airport with supporting aircraft maintenance, repair and overhaul operations, along with the maximization of non-aviation support revenues.”***

While aviation demand in South Florida is beginning to exceed the capacity of the commercial and general aviation airports in the region, that is not the case at Opa-locka Airport. Opa-locka Airport served 137,000 operations in 2005, yet MDAD planners estimate OPF capacity at 406,400 annual operations.

Opa-locka Airport, centrally located between Miami International Airport (“MIA”) and Fort Lauderdale-Hollywood International Airport, is ideally situated to serve both Miami-Dade County and Broward County residents and businesses. The Airport is readily accessible from all directions from major roadways and expressways.

With more than five hundred (500) acres of vacant land available for aviation or non-aviation related development and business operations, the Airport is attracting increased interest in land leases and facility development by existing and prospective tenants.

After much research, study and discussion, the Task Force recommendations will enable Opa-locka Airport to capitalize upon development opportunities and become the self-sustaining, successful airport it once was, subsequently impacting positively on surrounding communities.

The Task Force recommends the County expedite the following measures to ensure completion in time for the influx of visitors expected for Superbowl 2007:

- beautify (on-airport signage, landscaping) the Airport as a “quick win” to spur further development;
- place signage on major roadways directing drivers to the Airport;
- work with the City of Opa-locka and Miami Gardens to rezone the eastern portion of the Airport to provide for commercial/industrial non-aviation development as quickly as possible;
- consider dedicating a portion of the Commission’s discretionary/commercial revitalization allocation to fund beautification or infrastructure projects at and/or on areas surrounding Opa-locka Airport;
- begin a dialogue with the Miami-Dade congressional delegation to earmark monies for development at the Airport;
- terminate inactive, non-performing leases;
- designate a marketing manager and funding dedicated solely to marketing Opa-locka Airport;
- allocate smaller parcels for leasehold opportunities for local small developers;

and

- change the Airport's name to Opa-locka Executive Airport to better align itself with its vision and to enhance marketing to potential customers.

The Task Force further recommends completion of the measures detailed below by the end of 2007:

- develop a Master Plan for OPF in order to best control and direct its future through planning;
- undertake a cost benefit analysis of the suggested uses and opportunities within this report to best determine how to accomplish the goal of developing Opa-locka Airport to its full potential;
- institute GAA representation at "an appropriate forum" (see Report) to advocate for Opa-locka Airport interests;
- pursuit of the following to expand development at the airport: General Aviation, Aviation Schools, Multinational Companies, Film Shoots, Army Reserve, and Wholesale/Retail.

# **OPA-LOCKA AIRPORT DEVELOPMENT TASK FORCE**

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- D. OPF Business Directory
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## **OPA-LOCKA AIRPORT DEVELOPMENT TASK FORCE**

### **Final Report -- March 2006**

#### **I. Introduction**

##### **A. A Brief History**

Glenn Curtiss founded what is currently known as Opa-locka Airport ("OPF" or the "Airport") in 1927 before giving his Florida Aviation Camp to the United States Navy shortly before his death in 1930. The Airport was part of the United States Navy Training Command during World War II and served as the hub of six (6) naval training bases. Notably, Amelia Earhart departed on her ill-fated around-the-world flight attempt in 1937 from the former "Miami Municipal Airport," which was located near the Airport's main entrance. To date, numerous historic aircraft and buildings remain on site.

The Airport served as the Miami Naval Air Station and Miami Marine Corps Air Station during the Korean War. In the Cold War era, Opa-locka Airport played a part in both military and civilian efforts, including the infamous "Black Flights" to Guatemala in the 1950s, the Bay of Pigs invasion and the Cuban Missile Crisis. In early 1962, the deed for the Airport was signed and transferred to Miami-Dade County (the "County").

By 1967, OPF was the world's busiest airport with more than 650,000 flight operations. It is the only "Reliever Airport" with its own reliever airport (Opa-locka West). To date, it still has a military presence with the United States Coast Guard Air Station, which houses the "World's Busiest Air/Sea Rescue Station."

##### **B. Great Potential**

Aviation demand in South Florida is beginning to exceed the capacity of the commercial and general aviation airports in the region. However, airfield capacity limitations are not presently a constraint for Opa-locka Airport. OPF is well positioned to provide the capacity to serve the region's immediate and future air transportation needs in South Florida, and realize the economic benefits associated with satisfying that need.

Opa-locka Airport, centrally located between Miami International Airport ("MIA") and Fort Lauderdale-Hollywood International Airport, is ideally situated to serve both Miami-Dade County and Broward County residents and businesses. The Airport is readily accessible from all directions from major roadways and expressways.

Record flight delays at Fort Lauderdale-Hollywood International Airport ("FLL") prompted the Federal Aviation Administration ("FAA") in April 2005 to limit the number of aircraft allowed to land each hour. The FAA indicated it may expand the use of two (2) secondary runways, which would result in (i) flight activity directed over noise-sensitive areas, and (ii) limited general aviation operations. Plans to lengthen the south runway to accommodate commercial jets have been on hold since nearby residents and environmental activists expressed strong opposition. Delays in the lengthening of the south runway will likely lead

to the reservation of FLL's airfield capacity for commercial airline operations, and the divergence of general aviation traffic to other airports in Broward and Miami-Dade counties.

Fort Lauderdale Executive Airport ("FXE") is a general aviation airport owned and operated by the City of Fort Lauderdale. The FAA, through its National Plan of Integrated Airport Systems ("NPIAS"), has designated FXE as a reliever airport for FLL. FXE is one of the busiest general aviation airports in the country and has, in recent years, ranked in the top two (2) busiest general aviation airports for United States Customs processing.

In FXE's master plan update prepared in 2002, it was estimated that the airport's annual airfield capacity is approximately 273,000 operations. In 2004, FXE accommodated approximately 227,000 operations, according to Florida Department of Transportation ("FDOT") records. The airport is also reaching on-airport development saturation, as available land is becoming scarce.

The saturation at FXE and FLL counterpoints the situation at OPF. Opa-locka Airport served 137,000 operations in 2005, yet MDAD planners estimate OPF capacity at 406,400 annual operations. Clearly, OPF is underutilized and therefore available for growth.

With more than five hundred (500) acres of vacant land available for aviation or non-aviation related development and business operations, OPF is attracting increased interest in land leases and facility development by existing and prospective tenants.

OPF has two (2) long runways with three (3) precision approaches. These runways can accommodate all aircraft currently flying. OPF also has a parallel training runway that allows simultaneous approaches with its longest runway, which is used primarily by larger aircraft. A new airport rescue and fire fighting ("ARFF") facility was constructed at the Airport in 2004.

The County is well positioned to capture increasing shares of the corporate and general aviation demand in South Florida given the lack of available land to expand elsewhere in South Florida, and capacity constraints at nearby commercial and general aviation airports.

## **II. Task Force Overview**

On March 3, 2005, the Miami-Dade Board of County Commissioners (“the Board” or “BCC”) approved Resolution No. R-286-05 creating the Opa-locka Airport Development Task Force (the “Task Force”) comprised of nine (9) members who either reside or work in proximity to Opa-locka Airport or have demonstrated expertise in designated areas. The Task Force was charged with creating a development plan to maximize the potential for Opa-locka Airport and the surrounding areas. Task Force composition was dictated by the resolution.

The Task Force submitted its preliminary report to the Regional Transportation Committee (“RTC”) and the Community Empowerment and Economic Revitalization Committee (“CEER”), in August 2005. Since that time, the Task Force has met bi-weekly, in duly noticed and recorded sessions, to further develop and expand upon its preliminary findings.

Meetings were staffed by the Miami-Dade Aviation Department (“MDAD”) and the County Attorney’s Office (“CAO”), and attended, at various times, by leaseholders, tenants, and prospective developers. A presentation by the Task Force was provided to the Opa-locka Airport Noise Abatement Task Force (“NATF”). A special public meeting was held in January 2006 at the City of Opa-locka Commission Chambers to gather input from surrounding communities, leaseholders, and the general public.

The Task Force established a vision for the Airport: “To be a self-sustaining, full-service domestic and international general aviation reliever airport with supporting aircraft maintenance, repair and overhaul operations, along with the maximization of non-aviation support revenues.”

### **III. OPF Today**

#### **A. Overview**

Opa-locka Airport is located only ten (10) minutes from Dolphin Stadium, thirty-five (35) minutes from Downtown Miami, thirty (30) minutes from Miami Beach and twenty (20) minutes from Miami International Airport (see map, page 5). Designated as a reliever to MIA, Opa-locka Airport features no landing fees and quick and easy access.

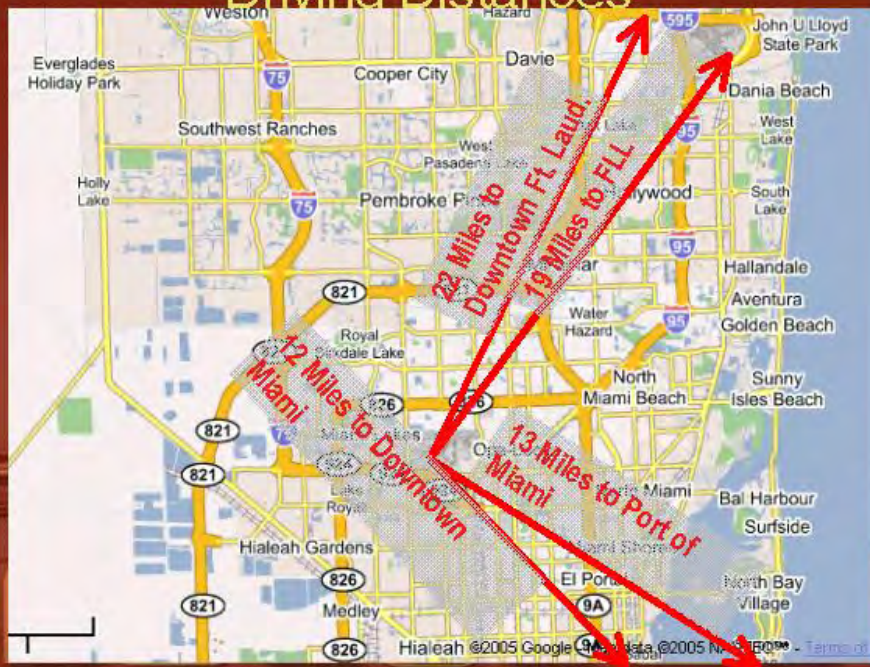
The Airport offers full fixed base operator (“FBO”) service; aircraft repair and maintenance on airframes, power plants and avionics; and United States Customs Service on the airfield. The Airport is also home to the busiest United States Coast Guard Air/Sea Rescue Station in the world.

Today, Opa-locka Airport serves corporate and business flights, with a moderate amount of flight training and some air taxi/charter activity (see chart, page 6). A United States Coast Guard search-and-rescue unit based at the Airport uses both fixed and rotor-wing aircraft. The Airport is well positioned to draw new general aviation and corporate technology, such as Small Aircraft Transportation System (“SATS”) (see attachment VI-A). Six (6) flight schools are on the Airport, with approximately twenty (20) based-aircraft. Florida Memorial University’s Aviation School utilizes the Airport as well. There is some industrial park activity primarily to the south and west of the Airport; however, none is controlled by MDAD.

Of approximately 140,000 annual operations, 8,500 per year are military-related, from Coast Guard helicopters to C-130 Hercules aircraft, and according to Florida Department of Transportation records, 310 aircraft are based at OPF (see chart, page 7). The based aircraft fleet consists of 137 single-engine aircraft, 104 multi-engine aircraft, 32 jet aircraft, 21 helicopters, and 16 military aircraft. Approximately 85 percent of the aircraft are tied-down on the existing aircraft aprons. The remainder of the based aircraft is stored in either conventional hangars or T-hangars.

Under existing County resolutions, OPF does not serve scheduled commercial operations and is precluded from serving such activities in the future. As such, the Airport’s role is limited to activities that maintain OPF as a primary general aviation reliever airport for Miami International Airport.

## Driving Distances



### Uses

Opa-locka	None	Low	Medium	High
Recreational Flying/Support		X		
Camping	X			
Sport/Experimental Aviation		X		
Gliders/Soaring	X			
Ultralights	X			
Banner Towing		X		
Sightseeing		X		
Sky Diving	X			
Real Estate Tours		X		
Traffic Reporting				X
Fire Fighting	X			
Flight Training			X	
Business/Corporate				X
Charter/Air Taxi				X
Military			X	
Coastal Patrol/Rescue		X		
Emergency/Medical Flights			X	
Environmental Patrol		X		
Agricultural Spraying	X			
Other (Cargo)			X	
Other (Government Charters)			X	
Other (Police and Fire)				X

FDOT

	YEAR	Based Aircraft	Annual Operations
HISTORIC BASED AIRCRAFT	1991	392	199,604
	1992	392	196,897
	1993	386	220,947
	1994	437	215,669
	1995	405	181,714
	1996	405	145,502
	1997	331	117,950
	1998	260	109,343
	1999	358	117,626
	2000	328	147,894
	2001	372	149,813
	2002	293	151,353
	2003	291	145,398
	2004	310	140,179
	2005	313	137,192
FORECAST BASED AIRCRAFT	2006	330	142,997
	2007	331	144,427
	2008	333	145,871
	2009	334	147,330
	2010	336	148,803
	2011	338	150,291
	2012	340	151,794
	2013	341	153,312
	2014	343	154,845
	2015	346	156,393

Forecast using FDOT and FAA calculations, verified and updated by MDAD Staff

## **B. Physical**

### **1. Infrastructure**

Infrastructure such as a redundant fire loop and utility connections are lacking, with leaseholders/developers expected to fund connection to water and sewer systems and upgrades to 16-inch pipes. There are two (2) fire loops – one each on the southeast and north central sides of the Airport – that meet current needs. There are no fire loops on the west side and the northeast side; these are required for development and represent a cost that developers must fund.

These infrastructure issues make the land less desirable because they represent a cost to developers and could hinder development of the Airport. Consideration must be given to improving infrastructure to encourage development.

### **2. Runways**

OPF has four (4) active runways:

- Runway 9L-27R – 8,002 feet long by 150 feet wide, asphalt pavement in good condition, ILS CAT I, grooved.
- Runway 9R-27L – 4,306 feet long by 100 feet wide, asphalt pavement in good condition.
- Runway 12-30 – 6,800 feet long by 150 feet wide, asphalt pavement in good condition, ILS CAT I, grooved.
- Runway 18-36 – 4,394 feet long by 100 feet wide, asphalt pavement in fair condition.

All runways have full parallel taxiways 75 feet wide. The Airport has a 1,000 –square foot general aviation terminal and a 1,000 –square foot administration building.

Noise impacts are determined by which runway an aircraft uses. MDAD prefers pilots use Runway 12-30 (the diagonal runway) to limit noise impacts. Unfortunately, that runway is not the longest. The longest runway, which runs east-west on the northern side of the airport, impacts the most people with noise in surrounding communities. It can be difficult to get pilots to use the diagonal runway – even though it is longer than those at some international airports, and more than adequate length for all intended uses – because it is more economical and efficient for pilots to use the north runway and, because it is longest, pilots may request to use the north runway even when the runway is closed at night.

### **3. Air Traffic Control Tower**

A replacement Air Traffic Control Tower costing an estimated \$10.9 million is required by June 30, 2007 under federal Occupational Safety & Health Administration (“OSHA”) regulations. The FAA, which operates the tower under the Contract Tower Program, is



poised to execute an Other Transaction Agreement (“OTA”) for \$2.5 million, which includes a \$1.0 million Congressional earmark from the FY 2005 Omnibus Appropriations legislation.

MDAD will be able to access \$4.2 million in state funding, leaving a \$4.2 million shortfall. MDAD is requesting additional funding from the FAA for up to \$4.2 million to assist in funding the construction of the replacement tower. Without additional federal funding, MDAD and its airlines and tenants will be forced to absorb the additional cost of replacing the control tower, resulting in a partially unfunded federal mandate.

#### **4. 40-Year Recertification**

After Hurricane Andrew, all Airport buildings 40 years or older must be recertified as meeting the building codes of Miami-Dade County. Because the tenant must pay 50% of this cost, all MDAD leases now contain a recertification clause. The 40-year recertification of the Airport’s buildings to bring them up to code is completed, except for those structures that will be demolished if they are not deemed of historical value.

#### **5. Zoning**

Opa-locka Airport is currently zoned “GU” for government use; therefore it is limited to aviation use only. Non-aviation uses such as warehousing, retail, and schools are currently not allowed except for parcels south of the Airport. MDAD realized the need to change the Airport’s zoning. OPF lies within the boundaries of the City of Opa-locka (eastern side of Airport) and unincorporated Miami-Dade County (western side of Airport). The Board of County Commissioners recently passed and adopted Ordinance No. 06-20, which changed the zoning west of 47<sup>th</sup> Avenue. The zoning of the eastern side can be changed but a separate effort will be needed in concert with the City of Opa-locka and the City of Miami Gardens. The City of Opa-locka is currently working on such a measure.

#### **C. Financing/budget**

OPF generates a local economic impact of \$80 to \$100 million. The Airport’s budget is less than \$2 million, \$800,000 of which is for the fire station. Airport maintenance is covered under Miami International Airport’s budget, with \$700,000 for salaries, benefits and equipment. Replacement of vehicles and equipment is covered under the reserve budget. Security Improvement Projects are paid for by a state grant.

**Miami-Dade Aviation Department  
Opa-locka Airport Budget Summary  
FY 2006**

	<b>Proposed Budget FY 2006</b>
<b>Revenues</b>	
Aircraft Parking	\$ 4,500
Fuel & Oil	\$ 397,073
Building Rentals	\$1,213,214
Pavement	\$ 85,846
Ground Rentals	\$ 614,373
Electricity	\$ 800
Delinquency Charges	\$ 500
Miscellaneous Income	\$ 3,000
Security Deposits	\$ 0
Sales Tax	\$ 100,000
<b>Total</b>	<b>\$2,419,306</b>
<b>Expenses</b>	
Direct Operating Expenses	\$ (769,000)
Maintenance	\$ (817,867)
Properties Managers	\$ (94,790)
<b>Total</b>	<b>\$(1,681,657)</b>
<b>Net Operating Revenues</b>	<b>\$ 737,649</b>
<b>Allocated Debt Service</b>	<b>\$(1,852,557)</b>
<b>Net Income/Loss after Allocated Debt Service</b>	<b>\$(1,114,908)</b>
<b>Administrative Support and Overhead</b>	<b>\$ (502,000)</b>
<b>Full Cost Allocation Surplus/Deficit</b>	<b>\$(1,616,908)</b>

#### D. Market Area Characteristics

The market area for each Florida airport varies significantly in terms of its socioeconomic and demographic descriptions. The following table provides insight into five (5) key descriptors for the Airport's market area that help to bracket its characteristics in comparison to market areas for other public use airports in the state. This information is based on a standard thirty (30) minute service area for all airports.

Factor	Total	Florida Ranking	Florida Average
Population Growth (2000-2020)	802,738	3	174,454
Total Actual Employment	430,851	2	89,776
Post Secondary Enrollment	0	82	28,537
Hotel/Motel Rooms	2,790	36	4,375
Distance to 4-Lane Highway (Mi)	0	59	11.67

FDOT/FASP

#### E. Master, System, Strategic, and Land Use Plans

There are no current Master, Strategic, System, or Land Use Plans for Opa-locka Airport. Plans were developed but rejected by the Board of County Commissioners when the Resolution No. R-409-01 prohibiting development of a commercial airport was passed.

These plans are defined as follows:

**Master Plan:** FAA-mandated requirement for developing a needs assessment based on demand and identifying capacity, safety or other improvements to allow for optimal utilization of the airport. It results in an airport layout plan, which is a graphic and visual depiction of improvements. Opa-locka Airport does not have a master plan but it has an Airport Layout Plan from 1994, which the FAA accepts in place of a master plan. Funding permitting, MDAD will update the master plan and layout plan.

**System Plan:** Defines the airport's role within a system of airports. It is MDAD's intention to update the OPF plan as part of the Strategic Airport Master Planning process. If funded, this four-year process will begin by the end of 2006.

**Strategic Plan:** An extremely long-range master plan that looks at more than one alternative. It provides a menu of development alternatives based on demand or activity levels that would dictate development.

**Land Use Plan:** Details how the land is used.

## **F. Leases and Tenants**

Four companies lease seventy percent (70%) of undeveloped land at Opa-locka Airport:

- JP Aviation since March 1998, 34.7 Acres (Phase 1A-25 years, 1B-25 years, 2A-35 years, 2B-25 years, 3-35 years)
- CDC- since Revised Amendment May 1997, 120 Acres plus 54 acres joint venture with OAG (40 years)
- OAG- since August 1999, approximately 240 acres and 54 acres joint venture with CDC (50 years with four 10 year extensions)
- Renaissance- since July 1999, 176 acres (55 years with two 15 year extensions)

Previously, leases had no definitive triggers for development, and many sat vacant for years, generating no revenue to the County or Airport. New leases include development requirements and timelines. Specifically, a statement that requires the tenant to develop the agreed amount of property with a specific time frame and a dollar amount they are required to develop for a specific lease term. The policy MDAD uses is \$10,000 per acre per year (For example: 10 acres x \$10,000 = \$100,000 x 20 years = \$2,000,000 investment). If the tenant does not meet the investment requirement, then the lease would reduce the term for the entire premises to a length consistent with the investment development (\$10,000 per acre per year).

The FAA has stated that no lease should exceed 25 years with a five-year development window; longer lease terms must be justified.

The Task Force has developed a recommendation for leaseholds (see Recommendations page 14).

## **G. Progress**

In the past five (5) years, progress has been made at the Airport. In 2000, a new Customs Building and an Administration and Maintenance Facility were constructed and opened at a cost of \$1.0 million and \$1.7 million, respectively. In 2004, a \$2.6-million Airport Rescue and Fire Fighting facility opened.

J.P. Aviation constructed a 31,500-square-foot, five-bay hangar in 2003.

## **IV. Recommendations**

### **A. Physical**

#### **1. Beautification**

Currently, tenants report and the Task Force has observed it is difficult to determine where users enter and exit the Airport property, as there is not a definitive signage statement at the entrance. The Task Force recommends beautification (i.e., signage, landscaping) of the Airport as a “quick win” to spur further development. A \$1.6 million federal grant has been dedicated to Opa-locka Airport to beautify its two (2) entrances and to install a traffic light at LeJeune Road and Northwest 142<sup>nd</sup> Street where the Airport Administration building sits. Plans to implement these improvements were delayed by the 2005 hurricanes. MDAD anticipates completion of this project by year’s end.

The Task Force has been informed that these funds are adequate to complete the projects; therefore, it recommends that these projects be expedited.

#### **2. Signage**

A lack of signage on surrounding major roadways is detrimental to the marketing, identity, and development of Opa-locka Airport. The Task Force recommends that this situation be rectified immediately within the constraints of the law. If a resolution or ordinance is deemed necessary in order to allow Airport directional signage on surrounding roadways, the Task Force urges such a measure.

#### **3. Zoning**

The Task Force supports the current rezoning ordinance passed and adopted by the Board and strongly recommends the County work with the City of Opa-locka and City of Miami Gardens to rezone the eastern portion of the Airport to provide for commercial/industrial non-aviation development as quickly as possible.

#### **4. Infrastructure**

The Task Force recommends consideration be given to funding infrastructure improvements at the Airport to encourage development.

#### **5. Master Plan**

The Task Force recommends development of a Master Plan for OPF in order to best control and direct its future through planning.

### **B. Financial**

#### **1. Funding**

The Task Force understands that dedicated funding for Opa-locka Airport improvement is non-existent aside from the basic operational funds and \$1.6 million in federal grants

earmarked to beautify the Airport's two (2) entrances and install a traffic light at the Administration Building intersection.

Opa-locka Airport is located within the district of Commissioner Barbara Jordan, the Vice Chair of the Community Empowerment and Economic Revitalization Committee, and a member of the Infrastructure and Land Use Committee ("ILUC"). Commissioner Natacha Seijas' district is adjacent to the Airport and she is the Chair of the ILUC. In addition to Commissioners Jordan and Seijas, Commissioner Sally Heyman sponsored the resolution creating the Opa-locka Airport Development Task Force, and is a member of the Regional Transportation Committee.

The Task Force respectfully requests and recommends that the aforementioned Commissioners consider:

- a) dedicating a portion of their discretionary/commercial revitalization allocation to fund beautification and infrastructure projects at and/or on areas surrounding Opa-locka Airport;
- b) beginning a dialogue with the Miami-Dade congressional delegation to earmark monies for development at the Airport.

The Task Force further recommends conducting a cost benefit analysis of the suggested uses within this report to best determine how to accomplish the goal of developing Opa-locka Airport to its full potential.

## **2. Landing Fees**

The County's General Aviation Airports ("GAAs") are currently subsidized by revenues from MIA. The MIA Users Group, comprised of airlines, tenants and MDAD staff, dictates how these aviation revenues are spent. Airlines at MIA do not want to subsidize GAAs.

Adding landing fees for general aviation was discussed even though that suggestion would be met with opposition from GAA users. GAA users currently pay a fuel flowage fee in lieu of landing fees, with MDAD receiving that fee.

The Task Force does not recommend charging landing fees at present but desires to keep that option open for future consideration.

## **3. Lease Termination**

Several leaseholders have neither developed their leaseholds, nor paid any revenues to the County, and thereby prohibit development of Opa-locka Airport land that could generate revenue and benefit surrounding communities. The Task Force therefore recommends terminating inactive, non-performing leases. New leases should require an upfront payment and economic investment on the part of leaseholders within a *predetermined time frame*.

Further, the Task Force fully supports the current actions taken by the Board of County Commissioners and MDAD regarding the OAG lease, as this action will assist in the effort

for the Airport to become self-sufficient by adding leases with timelines and which produce revenue.

## **C. Business Development & Marketing**

### **1. Local Small Business Participation**

Paramount in discussions regarding the development of the Airport was a desire to ensure that local, small businesses have a chance to participate in and benefit from said development.

It is the Task Force's understanding that the FAA does not support local preferences unless a local preference program is in place (i.e., the Miami Intermodal Center ("MIC") Rental Car Facility, for which a local small business program was created).

The Task Force recommends that the County allocate smaller parcels for leasehold opportunities for local small developers. If needed, the Task Force recommends creation of a local small business program for the development of Opa-locka Airport.

### **2. GAA Industry Representation**

Opa-locka Airport Development Task Force members recognized the success of the West Kendall Business Association, formerly the Tamiami Airport Business Association, with representatives from tenants, users, MDAD staff, and local business owners.

The Task Force recommends that GAA representation at "an appropriate forum" be instituted to advocate for Opa-locka Airport interests.

### **3. Marketing**

Opa-locka Airport does not enjoy the reputation it deserves, and therefore, it does not garner the business it needs for self-sufficiency. Experience has demonstrated that general aviation flights prefer to land at Miami International Airport in spite of a charged landing fee, higher fuel costs, and having to integrate into the flight paths of large aircraft at MIA.

Opa-locka Airport handled 137,000 operations in 2005, yet MDAD planners estimate OPF capacity at 406,400 annual operations. Clearly, OPF is underutilized and therefore available for growth.

The MDAD Marketing Division presented to the Task Force a new brochure used to market OPF and other County GAAs. The brochure includes GAA layout plans, local business parks and attractions and is distributed at national shows. But even the best sales materials cannot work alone.

The Task Force strongly recommends designating a marketing manager and funding dedicated solely to marketing Opa-locka Airport. The increased business garnered from a dedicated manager could dramatically escalate the economic impact of Opa-locka Airport,

as evidenced by data from Sebring and Ft. Lauderdale Executive (see attachment VI-B).

As part of this effort to increase the Airport's visibility, the Task Force recommends changing the Airport's name to Opa-locka Executive Airport to better align itself with its vision and to enhance marketing to potential customers. This unanimous recommendation has the support of two key Task Force members: current and former Opa-locka Mayors Joseph Kelley and John Riley.

To further support the aforementioned efforts, the Task Force recommends that directional signage to Opa-locka Airport be placed on all major surrounding roadways.

#### **D. Opportunities**

Aviation consultants Ricondo & Associates has identified the major factors that are routinely identified by industry leaders as having the most significant potential influence on the future of general aviation.

The Task Force recommends a cost benefit analysis to determine which of the following options and recommended opportunities will best enhance the airport's development and allow it to become financially self-sustaining:

- Continued growth in business and corporate use of general aviation.
- Innovative ways of sharing the cost of aircraft ownership and/or new ways of accessing business aircraft.
- The potential expanded use of general aviation as an alternative to commercial passenger airline use by corporate travelers.
- Industry promotion of learn-to-fly programs, including the introduction of the Sport Pilot License.
- The pending introduction of very light jet ("VLJ") aircraft, consisting of relatively inexpensive one- and two-engine jet aircraft.
- The impact and/or utilization of the Small Aircraft Transportation System in the United States.

In exploring uses for the Airport, the Task Force was mindful of noise impacts generated from increased usage and development. The Opa-locka Noise Abatement Task Force established in 2001, created noise mitigation procedures (see attachment VI-F) that this Task Force wholeheartedly supports. The Task Force recommends keeping open for consideration in the future the option to extend the diagonal runway for noise mitigation purposes. Possible closure of the little used, short north/south runway may also be considered in the future to further development prospects.

#### **1. Multinational Companies**

In addition to encouraging small local businesses to invest at OPF, the Task Force recommends that multinational companies be aggressively and competitively pursued.



The Beacon Council is targeting labor-intensive projects – some that may require large workforces – and therefore create significant direct and indirect economic impacts on Opa-locka Airport and its surrounding communities. The projects/ targets are:

- Multi-national parts distributor/training facility
- Cargo import/export
- Maintenance Repair Overhaul (“MRO”) firm
- Airline composite shop
- Airline maintenance facility
- Health Maintenance Organization (“HMO”) provider
- Spare parts distributor.
- Aircraft part-out (chop shop)
- International Original Equipment Manufacturer (“OEM”) (assembly facility).
- Test equipment manufacturer
- Laundry facility (pillows, blankets, seat cushions, etc.)
- Food distributor
- International Air Show directed to the Americas

The Beacon Council reports that this list can be expanded as it increases advertising and promotion of OPF.

The Task Force recommends the County and MDAD work closely with the Beacon Council to further these efforts and consider tax breaks to encourage relocation of these important companies.

## **2. Aviation Schools**

Aviation schools currently located at or near Opa-locka Airport include:

- ADF Airways
- ATP
- Endeavor Flight Training
- New Hope Flight Academy
- Platinum Aviation School
- Wayman Aviation

The Task Force has looked at the impact of educational institutions on aviation and concluded that the marriage of the two is a win-win situation, impacting positively on the upward mobility of the students and on the surrounding communities with the creation of jobs and the accompanying increased spending benefiting local communities.

Creation of a teaching airport, perhaps as a joint plan with airport staff enhancing Florida Memorial University (“FMU”) or combined with a relocation of the George T. Baker Aviation School (“Baker”) from its location just east of MIA to OPF, would greatly benefit the Airport, local aviation, and the surrounding communities. OPF is an ideal location for educational institutions including secondary, collegiate and technical schools.

### **3. Film Shoots**

Producers have utilized Opa-locka Airport for film shoots for television shows, movies, and commercials, including Miami Vice, National Geographic, and a Chevrolet Cobalt commercial shot for Olympics airing. This is good business not only for the Airport and its surrounding environs, but also for the Miami/South Florida region as a whole.

The Task Force recommends that the County's Office of Filming & Entertainment pursue further commercial filming opportunities and utilization of Opa-locka Airport. This public relations endeavor will enhance the Airport's reputation and attract additional business investment.

### **4. General Aviation**

As mentioned above, the County should make every effort to market business development and commercial/industrial revitalization on Airport property. Support activities such as retail and construction of hangars as well as the availability of a sound infrastructure, and promotion of the Airport by a marketing manager will contribute to the expansion of general aviation activity at Opa-locka Airport and a positive economic impact on surrounding communities.

### **5. Army Reserve**

Miami-Dade County Transit, in an effort to relocate the Army Reserve at Northwest 119<sup>th</sup> Street and 27<sup>th</sup> Avenue, visited Opa-locka Airport in December 2005. This Army Reserve represents the only military unit in Kendrick Meek's district, and the Congressman has expressed a desire to keep it within his district. The County must work closely with Congressman Meek's office to negotiate an acceptable arrangement to relocate the Army Reserve to Opa-locka Airport.

### **6. Wholesale/Retail**

The rezoning ordinance passed and adopted by the Board of County Commission will open the door for this important support sector. As aviation grows at Opa-locka, the need for restaurants, shopping, and service will grow in importance.

The Task Force supports Ordinance No. 06-20 adopted at the February 7, 2006, Board of County Commissioners meeting as being in the best interests of the Airport and surrounding environs.

## **Acronyms Used in this Report**

AIP	Airport Improvement Program
ARFF	Airport Rescue and Fire Fighting
BCC	Board of County Commissioners
CAO	County Attorney's Office
CDC	Community Development Corporation
CEER	Community Empowerment and Economic Revitalization Committee
CIP	Capital Improvement Program
EDP	Economic Development Planning
FAA	Federal Aviation Administration
FBO	Fixed Base Operator
FDOT	Florida Department of Transportation
FLL	Fort Lauderdale-Hollywood International Airport
FMU	Florida Memorial University
FXE	Fort Lauderdale Executive Airport
FY	Fiscal Year
GAA	General Aviation Airport
ILUC	Infrastructure and Land Use Committee
MAAC	Miami Airport Affairs Committee
MIA	Miami International Airport
MIC	Miami Intermodal Center
MDAD	Miami-Dade Aviation Department
NATF	Noise Abatement Task Force
NPIAS	National Plan of Integrated Airport Systems
OPF	Opa-locka Airport
OSHA	Occupational Safety & Health Administration
OTA	Other Transaction Agreement
RTC	Regional Transportation Committee
SATS	Small Aircraft Transportation System
USCG	United States Coast Guard

## **VI. Attachments**

- A. Small Aircraft Transportation System**
- B. General Aviation Airports Economic Development Planning**
- C. Zoning Ordinance**
- D. OPF Layout Map**
- E. OPF Business Directory**
- F. Noise Mitigation Evaluation for OPF**

## **ATTACHMENT 2**

Applicant's March 19, 2008 memo request to Miami-Dade Metropolitan Planning Organization addressing NW 57 Avenue/SR 823 and NW 135 Street/SR 916



# Memorandum



**Date:** March 19, 2008

**To:** José Luis-Mesa  
Miami-Dade MPO Secretariat

**From:** José Abreu, P.E.  
Aviation Director

**Subject:** Request for amendment to the Long-Range Transportation Plan

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The Miami-Dade Aviation Department requests that the Miami-Dade MPO amend the Long-Range Transportation Plan (LRTP) to include capacity improvements by widening NW 57 Avenue (SR 823), between the Palmetto Expressway (SR 826) and NW 135 Street (SR 916) from 6 to 8 lanes; and the widening of NW 135 Street (SR 916), between NW 57 Avenue (SR 823) and NW 42 Avenue (SR 953), from 4 to 6 lanes, to be included in the Priority IV Unfunded list. These proposed improvements as supported by the attached traffic analysis are necessary to support the Aviation Department's plans for the long-term development of Opa-locka Executive Airport (OPF), which requires that Opa-locka Executive Airport's Master Plan be consistent with the Miami-Dade Metropolitan Planning Organization's Long Range Transportation Plan to the Year 2030.

Since the development projects at OPF are anticipated to occur in the 10 to 15 year time frame, resulting in a build-out year of approximately 2022 or 2023 and possibly longer given current market conditions, the long-term traffic impact analysis was rounded up to 2030 to correspond with the availability of the future roadway network planned for 2030. Therefore, the needed roadway improvements can be included in the Priority III (2016-2020) list projects of the 2030 LRTP. This approach will give MDAD staff time to work with the developer's ways to address this issue. MDAD understands that the County's CDMP Traffic Circulation Sub-element Figure 1, Planned Year 2025 Roadway Network, will be amended to depict the proposed improvements.

C: George M. Burgess, County Manager  
Subrata Basu, Interim Director for Planning, DP&Z  
John Cospers, Deputy Aviation Director  
Sunil Harman, Planning Division Director, MDAD





**ATTACHMENT 3**

**DCA TABLE 1**



**DCA TABLE 1 (3/6/2007)**  
**Miami-Dade County Water and Sewer Department**  
**Average Annual Daily Demand (AADD) Finished Water (MGD)**  
**20-Year WUP Combined Biscayne Aquifer (BA) and AWS Water Demand Projection**

1	2	3	4	5	6	7	8	9		10	11
Projections				Biscayne Aquifer (BA) Base Finished Water Allocation <sup>(c)</sup> (MGD)	Alternative Water Supply Projects					Totals	
Year	Population Served <sup>(a)</sup>	Finished Water (gpcd)	Projected AADD Finished Water <sup>(b)</sup> (MGD)		Water Conservati on <sup>(d)</sup> (MGD)	New Upper Floridan Aquifer RO WTP <sup>(e)</sup> (MGD)	Floridan Aquifer Blending <sup>(f)</sup> (MGD)	Reuse/ Reclaimed Water <sup>(g)</sup> (MGD)		Available AADD Water Supply (MGD)	Contingency/ Surplus <sup>(h)</sup> (MGD)
								Reuse (Irrigation)	Recharge Credit		
TOTAL MDWASD WATER SYSTEM SERVICE AREA											
2006**	2,200,000	155	340.80	340.80							
2007	2,250,944	155	348.90	340.80	1.11	0.0	7.4	0.0	0.0	349.31	0.42
2008	2,230,895	155	345.79	340.80	2.22	0.0	7.4	0.0	0.0	350.42	4.63
2009	2,260,476	155	350.37	340.80	3.45	0.0	12.2	0.0	0.0	356.45	6.07
2010	2,290,058	155	354.96	340.80	4.67	0.0	12.2	3.0	0.0	360.67	5.71
2011	2,319,639	155	359.54	340.80	5.90	10.0	12.2	3.0	0.0	371.90	12.36
2012	2,349,221	155	364.13	340.80	6.29	10.0	12.2	3.0	0.0	372.29	8.16
2013	2,378,803	155	368.71	340.80	6.70	10.0	12.2	3.0	0.0	372.70	3.99
2014	2,408,385	155	373.30	340.80	7.10	10.0	12.2	3.0	18.0	391.10	17.80
2015	2,438,819	155	378.02	340.80	7.50	10.0	12.2	4.0	18.0	392.50	14.48
2016	2,463,169	155	381.79	340.80	7.90	10.0	12.2	4.0	18.0	392.90	11.11
2017	2,487,519	155	385.57	340.80	8.27	10.0	12.2	4.0	18.0	393.27	7.70
2018	2,511,869	155	389.34	340.80	8.64	15.0	12.2	4.0	18.0	398.64	9.30
2019	2,536,219	155	393.11	340.80	9.00	15.0	12.2	4.0	18.0	399.00	5.89
2020	2,560,569	155	396.89	340.80	9.37	15.0	12.2	4.0	38.0	419.37	22.48
2021	2,584,918	155	400.66	340.80	9.74	15.0	12.2	4.0	38.0	419.74	19.08
2022	2,609,268	155	404.44	340.80	10.12	15.0	12.2	4.0	38.0	420.12	15.68
2023	2,633,618	155	408.21	340.80	10.48	15.0	12.2	4.0	38.0	420.48	12.27
2024	2,657,968	155	411.99	340.80	10.84	15.0	12.2	4.0	38.0	420.84	8.85
2025	2,682,318	155	415.76	340.80	11.21	15.0	12.2	4.0	38.0	421.21	5.45
2026	2,706,668	155	419.53	340.80	11.58	15.0	12.2	4.0	53.0	436.58	17.05
2027	2,731,018	155	423.31	340.80	11.95	15.0	12.2	4.0	53.0	436.95	13.64
2028	2,755,368	155	427.08	340.80	12.31	17.5	12.2	4.0	53.0	439.81	12.73
2029	2,779,718	155	430.86	340.80	12.68	17.5	12.2	4.0	53.0	440.18	9.33
2030	2,804,068	155	434.63	340.80	13.05	17.5	12.2	4.0	53.0	440.55	5.92

**Footnotes:**

- a. Populations projections agreed to by the SFWMD. Population served includes both the WASD retail customers and the wholesalers/large users. City of North Miami Beach drops out after 2007.
- b. Finished AADD Projections between 2007 and 2030 assume 155 gpcd total water system demand. North Miami Beach drops out in 2008. Hialeah and North Miami are included through 2030.
- c. Average annual daily demands of finished water for 2006\*\* represent the 12 months preceding 4/1/2006 per SFWMD Rule and equate to 347.8 MGD of Biscayne Aquifer raw water withdrawal. Finished water base allocation of 340.8 MGD equates to 347.3 MGD of Biscayne Aquifer raw water withdrawal.
- d. WASD will be undertaking the 20-year water conservation plan and expects reductions in unaccounted for water (UFW). Water Conservation projections were taken from a Water Conservation Best Management Practices (BMP) Planning Spreadsheet prepared by Malcolm Pirnie, Inc. dated 1/23/2007. Values reflect projections as of 2/2/2007. Water conservation projections do not reflect water demand reductions presented by the "Unaccounted Water Loss Reduction Plan (February 2007)" prepared by Malcolm Pirnie, Inc. and currently under review by MDWASD.
- e. New Upper Floridan Aquifer RO WTP (10.0 mgd Phase I by 2011) see CIE Table 12, Project 20D; (5.0 MGD Phase II by 2018); (2.5 MGD Phase III by 2028).
- f. Floridan Aquifer Blending at Alexander Orr Water Treatment Plant/West and SW Wellfields (assuming 4% of Finished Water Demand) (7.4 mgd) by 2007 including ASR (wet season). See CIE Table 12, Project 20A. Hialeah/Preston Floridan Aquifer Blending Wellfield (or equal) (assumes 3% of Finished Water Demand) (4.8 mgd) by 2009. See CIE Table 12, Project 20C.
- g. Tentative Alternative Water Supply Reuse/Reclaimed Water Projects (exclusive of any BBCW rehydration AWS credits) by 2015 to replace existing finished water demand (gallon for gallon credit).

- |   |                    |
|---|--------------------|
| 1. North District WWTP Reuse Projects. This excludes the 5 mgd that <u>will be</u> used by the City of North Miami Beach. See CIE Table 8, Project 29 | 2.0 mgd +/-        |
| 2. Central District WWTP Reuse Projects. See CIE Table 8, Project 30.   | 1.0 mgd +/-        |
| 3. Coastal Wetlands Rehydration Demonstration Project by 2015. See CIE Table 8, Project 27.   | <u>1.0 mgd +/-</u> |
| Total (est.)  | 4.0 mgd +/-        |

- h. South District Wastewater Treatment Plant (SDWWTP) Reuse Projects for groundwater recharge as shown in the table below. Exclusive of Coastal Wetland Rehydration AWS Credits.

Phase	Recharge Area	Applied (MGD)	AADD (MGD)	Implementation Year	CIE Table 8 Project Number
1	S. Miami Heights	23	18	2014	31
2	Alex-Orr	21	20	2020	32
3	Alex-Orr	16	15	2026	33
Total (est.)		60	53		

**ATTACHMENT 4**

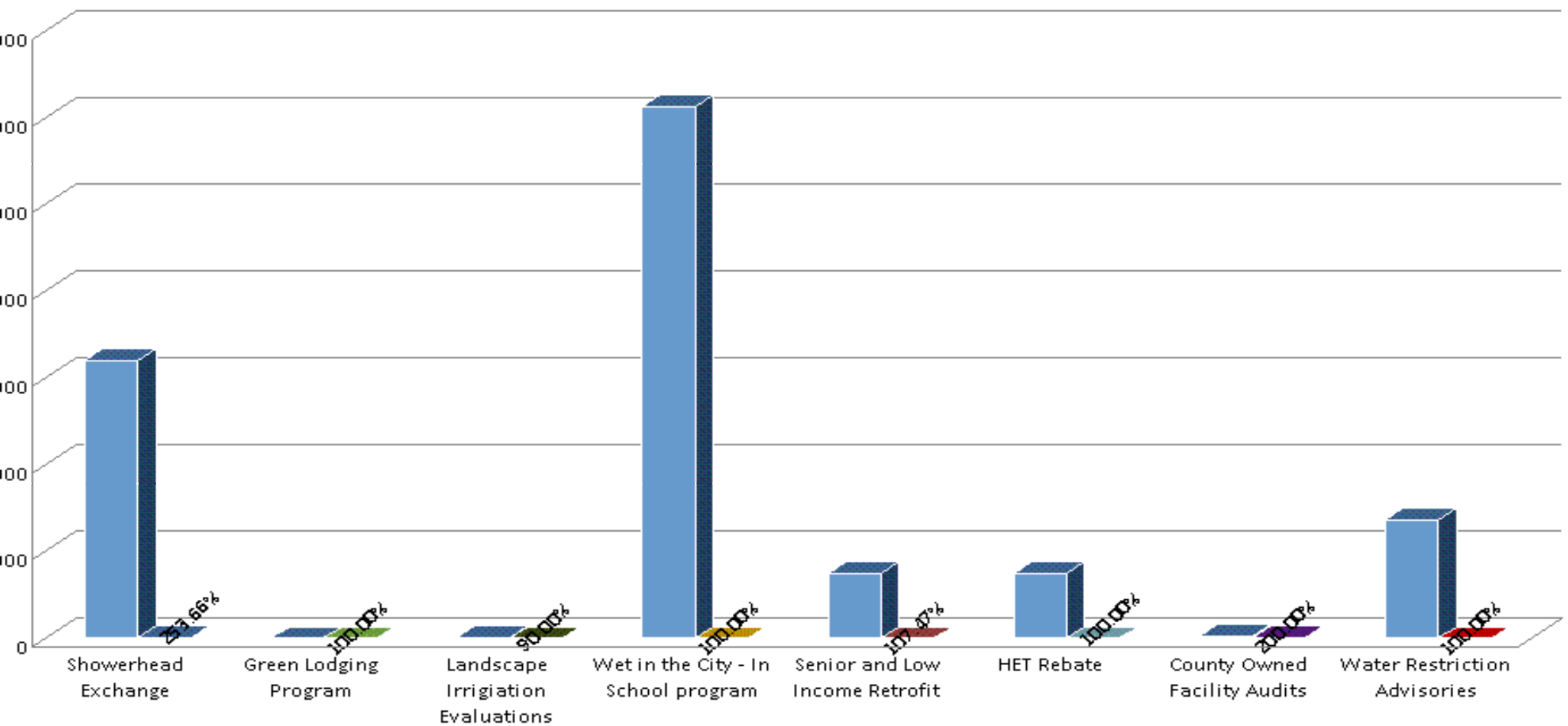
**WATER CONSERVATION EVENTS  
AND  
WATER CONSERVATION OBJECTIVES AND PROGRESS**



<u>WUEP Project</u>	<u>Total Numbers</u>	<u>Targets</u>	<u>% Complete</u>
Showerhead Exchange	8117 Showerheads	3200	253.66%
Green Lodging Program	1 Hotel	1	100.00%
Landscape Irrigation Evaluations	9 Homeowners Assoc.	10	90.00%
Wet in the City - In School program	6134 Students	6134	100.00%

<u>WUEP Project</u>	<u>Total Numbers</u>	<u>Targets</u>	<u>% Complete</u>
Senior and Low Income Retrofit	806 Retrofits	750Retrofits	107.47%
HET Rebate	750 Rebates	750Rebates	100.00%
County Owned Facility Audits	50 Facilities	25 Facilities	200.00%
Water Restriction Advisories	1362 Advisories	1362 Advisories	100.00%

## WUEP Projects Percentage of Targeted Goals Achieved



EVENTS		
<u>MONTH</u>	<u>EVENT</u>	<u>DATE</u>
<i>April</i>	Earthfest	04/22/07
<i>May</i>	Feria de La Mujer	05/05/07
	Adopt-a-Tree	05/12/07
<i>June</i>	District 8- Showerhead Distribution	06/18/07
	District 6- Showerhead Distribution	06/19/07
	Historical Museum- Water Stories Event	06/23/07
	Adopt-a-Tree	06/23/07
<i>July</i>	District 12- Green Lodging Event	07/17/07
	District 9- Showerhead Distribution	07/20/07
	Adopt-a-Tree	07/21/07
	City of Hialeah Showerhead Dist.	07/24/07
<i>August</i>	District 13- Showerhead Distribution	08/06/07
	Adopt-a-Tree	08/18/07
<i>September</i>	Adopt-a-Tree	09/15/07
	District 11-Dia de la Integracion Cultural	09/16/07
<i>October</i>	Adopt-a-Tree	10/13/07
<i>November</i>	Green Affordability Symposium	11/12-13/07
	Harvest Fest	11/17/07
<i>December</i>	District 4 - Showerhead Distribution	12/06/07

AWARDS		
<i>FSAWWA Water Conservation Award for Excellence</i>		Orlando, FL
<i>Category Demand Management</i>		
<i>Show of Excellence</i>		HET Rebate Project
<i>Meritorious</i>		Senior Retrofit project
<i>Conserve Florida</i>	How to Develop a Water Conservation	Orlando, FL
<i>National Association of Counties (NACO)</i>		Richmond, VA
	Presentation & Panel Participation	
	Water Isn't Free: Managing Water Infrastructure and Supply Issues	

FEATURES		
<u>SOURCE</u>	<u>ARTICLE/NEWSLETTER</u>	<u>DATE</u>
EPA	The WaterSense Current	Spring 2007
Miami Herald	H2Oh	07/10/07
EPA	The WaterSense Current	Summer 2007
CBS4	Miami-Dade Want Green Hotels	07/18/07
Miami Herald	Going Green has perks for business	07/22/07
Palmetto Bay	Moss Office Distributes showerheads	08/07/07
Miami Herald	Senor, gadgets save water	12/09/07
Miami Herald	Low-Flow Showerheads being distributed	12/09/07
Miami Herald	Conservationist go yard to yard	12/20/07
Historical Museum	Water Stories	06/23/07-01/20/08