



ATKINS

Disadvantaged Business Enterprise FY 2021 – 2023 Goal Setting Methodology

for the

Lakeland Linder International Airport
City of Lakeland
Polk County, Florida

June 2022

**CITY OF LAKELAND, POLK COUNTY, FLORIDA
LAKELAND LINDER INTERNATIONAL AIRPORT**

**FEDERAL AVIATION ADMINISTRATION (FAA) PROJECTS
DISADVANTAGED BUSINESS ENTERPRISE (DBE) PROGRAM
OVERALL TRI ANNUAL DBE GOAL METHODOLOGY
FOR**

FEDERAL FISCAL YEAR (FY) 2021-2023

For the period of October 1, 2020 to September 30, 2023

POLICY STATEMENT

Section 26.1, 26.23 Objectives/Policy Statement

The City of Lakeland, Polk County, Florida (City/Sponsor), owner of the Lakeland Linder International Airport (LAL), has established a Disadvantaged Business Enterprise (DBE) Program in accordance with regulations of the U.S. Department of Transportation (the Department, or DOT), 49 CFR Part 26 (Part 26). The Sponsor anticipates receipt of Federal financial assistance from the Federal Aviation Administration / Department of Transportation (FAA/DOT) for completion of projects at LAL as projected in the Airport Capital Improvement Plan (ACIP) and Airport Master Plan for the next three years, and, as a condition of receiving this assistance, the Sponsor has signed an assurance that it will comply with Part 26.

It is the policy of the Sponsor to ensure that DBEs, as defined in Part 26, have an equal opportunity to receive and participate in FAA/DOT-assisted contracts. It is also the policy of the Sponsor to engage in actions in a continuing effort to allow equitable DBE participation on ACIP projects using a Race Neutral (RN) basis approach as follows:

1. To ensure nondiscrimination in the award and administration of DOT-assisted contracts;
2. To create a level playing field on which DBEs can compete fairly for DOT-assisted contracts;
3. To ensure that the DBE Program is narrowly tailored in accordance with applicable law;
4. To ensure that only firms that fully meet 49 CFR Part 26 eligibility standards are permitted to participate as DBEs;
5. To help remove barriers to the participation of DBEs in DOT-assisted contracts;
6. To promote the use of DBEs in all types of federally assisted contracts and procurement activities;
7. To assist the development of firms that can compete successfully in the marketplace outside the DBE Program; and
8. To provide appropriate flexibility to recipients of Federal financial assistance in establishing and providing opportunities for DBEs.

The current LAL Fiscal & Operations Manager - Airport (FOMA) has been designated as the DBE Liaison Officer (DBELO) for LAL. In that capacity, the current FOMA (or her/his successor) is responsible for implementing all aspects of the DBE program. Contact information for the DBELO is:

Lakeland Linder International Airport
Attn: Fiscal Operations
3900 Don Emerson Drive Ste. 210
Lakeland, FL 33811
lakelandairport@lakelandgov.net
(863) 834-3298 Phone
(863) 834-3274 Fax

Implementation of the DBE program is accorded the same priority as compliance with all other legal obligations incurred by the Sponsor in its financial assistance agreements with the FAA/DOT.

The Sponsor has disseminated this policy statement to all appropriate divisions and all the components of the LAL organization. This statement will be available for public viewing by DBE and non-DBE business communities that may perform work on LAL FAA/DOT-assisted contracts. This statement will be published on the Sponsor's website.

Kris Hallstrand, Interim Airport Director (Sponsor)

Date

Section 26.45: Overall DBE Three-Year Goal Methodology

Amount of Goal

The Sponsor's overall goal for Fiscal Year 2021-2023 (October 1, 2020 – September 30, 2023) is the following:

5.93% of FAA-assisted contracts will be expended with DBE contractors through RN means.

The estimated dollar amount of FAA-assisted contracts proposed through the Airport's Capital Improvement Plan (ACIP) or identified in the LAL Master Plan for FY 2021-2023 is **\$16,088,344**. The Sponsor has set a goal of expending **5.93%** of that amount, or **\$954,039**, for DBE contract work for the LAL during FY 2021-2023. However, the actual dollar amount spent will depend on project contracts awarded and the relative DBE goal percentage achieved on those projects.

Step 1: Methodology used to Calculate Overall Goal

Section 26.45(c)

The LAL DBE project participation goal is calculated by first establishing a base of the total DBE firms within the market area that are registered by the Florida Department of Transportation (FDOT) and ready, willing, and able to accept and perform the proposed ACIP projected projects' contracting opportunities anticipated in FY 2021-2023. These registered firms shall be certified with the applicable North American Industry Classification System (NAICS) codes (NAICS CODE table below) representing their capabilities to allow performance of the proposed work scope for the goal period.

The resulting base number of qualified DBE firms denotes the numerator in the DBE base goal calculation which is then divided by the total licensed contractors (general and DBE) with the same NACIS code registrations in the same market area. The resulting number, or base goal, is then adjusted using historical attainment for the past triannual period along with any disparity or socioeconomic factors that could have a bias on DBE participation in the area. Goal participation dollar amounts for DBE firms is then determined by taking this adjusted DBE participation goal percentage and multiplying by the estimated dollar amount for ACIP projects, as outlined in the airport's Master Plan, and/or submitted for review to the FAA for the triannual period FY 2021-2023.

In identifying relevant NAICS codes, the Sponsor first reviewed the contract opportunities anticipated for projects under consideration for FY 2021-2023. The anticipated work scope includes earthwork, drainage, paving, pavement marking, electrical, engineering and surveying related services, environmental services, trucking and material hauling¹. Based on its familiarity with construction and professional services procurement and practices within its operating jurisdiction (market area) as well as information contained in its bidders/proposers lists and pre-bid conference attendance history, the Sponsor determined that the contractors both DBEs and non-DBEs, qualified to perform the services anticipated for the period FY 2021-2023 have traditionally come from within Hillsborough, Orange, and Polk counties in the State of Florida. For the projects being offered, the Sponsor found no reason to research business patterns beyond the market area location as identified in the following paragraph; therefore, the Sponsor has established its market area for LAL to include the counties of Hillsborough, Orange, and Polk.

Further, it should be noted that, while the area listed above has been deemed the market area in the goal setting process, DBEs from outside the area with the appropriate NACIS code designations will be given the same bid opportunities provided they are appropriately certified by the FDOT, Florida Unified Certification Program (UCP), or another approved Florida DOT certifying agency.

The Sponsor used the FDOT Disadvantaged Business Enterprise Database website ([DBE Directory \(state.fl.us\)](http://state.fl.us)) as the data source for the DBE goal calculation numerator identified above. The Census Bureau's County Business Patterns Database (CBP) latest data for 2019 ([Census - Table Results](#)) was utilized to determine the total number of firms within the same market area with matching NAICS codes as those taken from the above DBE directories, thus creating the number for the base goal denominator.

The DBE and non-DBE firms identified were verified to be registered with the appropriate categories within the same NAICS codes (code table below) and market areas, which were filtered from both these data sources (DBE and the CBP database).

¹ Work scope is identified in the bid specifications and engineer's estimate for each project

NAICS CODE TABLE

NAICS Code	Census Bureau Classification	Related Work Category
23799	Heavy Civil Construction	Asphalt Paving, Structures, Grading
23811	Poured Concrete Foundation	Heavy Construction, Concrete Construction
23821	Electrical Contractors	Electrical
48411	Trucking Contractors	Materials Transport, Hauling
54138	Testing Laboratories	Quality Control Testing and Verification
54162	Environmental Services	Environmental CATEX Consulting
54133	Engineering Services	Engineering and Related Services
54137	Survey/Mapping Services	Surveying and Mapping Services

Table from the Census.gov North American Industry Classification System².

Based on the Sponsor's review of the County Business Pattern (CBP) and FDOT DBE directory data pertaining to the NACIS codes above and its market area, the total number of firms qualified with the appropriate NACIS codes and represented within the filtered categories for all registered contractors (DBE and non-DBE) in the market area are listed in the two tables below:

CONTRACTOR REGISTRATIONS BY NAICS CODE IN MARKET AREA*

NAICS Code	Census Bureau Classification	CBP Total Firms (Market Area)
23799	Heavy Civil Construction	48
23811	Poured Concrete Foundation	262
23821	Electrical Contractors	776
48411	Trucking Contractors	484
54138	Testing Laboratories	986
54162	Environmental Services	86
54133	Engineering Services	68
54137	Survey/Mapping Services	104
TOTAL		2814

*Table from Census Bureau County Business Patterns Database ([Census - Table Results](#)).

The totals above will be used as the denominator in the base goal calculation.

² NAICS Codes reflect the changes made by the 2019 NAICS Update. Refer to www.census.gov for conversion information

DBE FIRMS REGISTERED BY NAICS CODE IN MARKET AREA*

NAICS Code	FDOT DBE Classification	DBE Total Firms (Market Area)
23799	Heavy Civil Construction	2
23811	Poured Concrete Foundation	4
23821	Electrical Contractors	5
48411	Trucking Contractors	1
54138	Testing Laboratories	8
54162	Environmental Services	27
54133	Engineering Services	41
54137	Survey/Mapping Services	11
TOTAL		99

*Table Generated from the FDOT Certified DBE List (www.fdot.gov).

The totals above will be used as the numerator in the base goal calculation.

The next step in the Sponsor’s process of shaping the DBE goal equitable participation percentage is to divide the numerator, representing the ratio of ready, willing, and able DBE firms, by the denominator, representing all firms (DBE and non-DBEs) available for each of the work (NAICS) categories. Application of this formula yielded the following baseline information for the Step 1 base DBE goal figure:

99 (Number of ready, willing, able DBEs to participate Sponsor projects)
2814 (Number of All registered Firms) (including DBEs and non-DBEs)
99/2814 = 3.52% (Base Figure)

Therefore, the Step 1 DBE base figure for FY 2021-2023 is **3.52%**.

The next step is to list the ACIP projected FAA-assisted projects for the LAL managed by Sponsor (table below). These projects have contracting, and subcontracting opportunities as identified in the current Master Plan or ACIP; are anticipated to be awarded with estimated dollars amounts shown in the table; and are expected to be expended within FY 2021-2023. These projects’ estimates are the basis for the DBE target dollar amount to be derived from the program adjusted goal.

ACIP PROJECTED FAA GRANT ASSISTED PROJECTS 2021-2023*

PROJECT	Total Estimated Project Costs	Estimated Federal Dollar Share
Lakeland Linder International Airport (LAL)		
2021 – No Project Scheduled	\$0.00	\$0.00
2022 – No Project Scheduled	\$0.00	\$0.00
2023 – Re Construct Taxiway P and Construct Taxiway P1	\$4,130,000	\$3,871,875
2023 – Environmental Assessment for RWY 10R/28L (New Parallel)	\$387,700	\$363,469
2023 – Design/Construct TWY A Shoulders and Run Up Pad	\$12,643,200	\$11,853,000
LAL TOTAL	\$17,160,900	\$16,088,344

*Table from 3-year projected Airport Capital Improvement Program (ACIP) and/or identified in the Master Plan Update CIP (Project totals are engineers' estimates).

Step 2: Adjusting the Base Figure

Section 26.45(d)

Section 26.45 (d) identifies numerous procedures to use when adjusting the Step 1 base figure to make it applicable and fair to the DBE firms seeking to participate in the LAL contracting opportunities. This Step 2 adjustment is intended to modify the percentage participation the DBE recipient to reflect what one would expect in the absence of discrimination. Factors enumerated in the above-referenced documents were reviewed and considered in determining whether an adjustment was appropriate or necessary. These factors included past DBE goal attainments/commitments (three-year), disparity studies, and socioeconomic factors along with other evidence. A summary of these considerations is outlined in the following sections.

A. Past 3-Year DBE Goal Attainments

The table below includes the actual use of DBE participation (attainment) in projects receiving Federal Grant funds at LAL over the past three years:

- 3-12-0041-041-2018** – Rehabilitate Taxiway H; Rehabilitate Terminal Apron
- 3-12-0041-041-2019** – Rehabilitation and Strengthening Runway 9/27 (Phase I & II)
- 3-12-0041-044-2020** – Rehabilitate NE Quadrant Taxiways A, B & C

DBE Participation for Previous Triennial Period*

DBE Attainments within the last 3 years			
	2018	2019	2020
LAL	6.43%	9.91%	8.68%

* From the grant project closeout reports

The documented historical DBE participation for LAL in the table above is averaged over the three-year period (2018-2020) LLA, as follows:

$$\text{Average DBE attainment over the previous 3-year period} \\ \mathbf{(6.43 + 9.91 + 8.68) / 3 = 8.34\%}$$

This historical DBE participation representing the previous triennial DBE attainment for the airport projects will be used to adjust the DBE base goal of **3.52%**, as calculated in Step 1.

B. Evidence of Disparity Studies and Socioeconomic Conditions

Disparity Studies

Neither the Sponsor nor any other agencies in the market area have conducted recent disparity studies related to minority participation in government contracting such as those activities engaged in at the LAL. Additionally, no known recent relative disparity studies have been completed in Polk County.

Socioeconomic Conditions

The U.S. Census Bureau Quick Facts sheets for Florida were used to find per capita income, percent of population in the workforce, and percent of minority owner (DBE). The table below compares these data from the State of Florida to those of Polk County.

Polk County's per capita income is less than the State, and the county has a slightly lower civilian labor force percentage. The percent of minority-owned firms is also lower in Polk County when compared to the overall State. This lower number indicates the potential for lower participation by minority owned firms in government contracts. The number of DBE firms in the State is most likely influenced by high concentrations of minorities and minority-owned firms in the State's highly populated urban areas.

There could be a case for determining a logical and equitable adjustment to the base goal figure; however, review of these socioeconomic factors does not provide a clear method for statistically addressing the lower percentage of minority owned firms in the market area. Therefore, no adjustments from socioeconomic conditions in Polk County were applied in Step 2 of the DBE base goal process.

Comparison of Selected Sociodemographic Factors*

Location	Per Capita Income (2020 dollars)	Percent of Population in Civilian Labor Force (2013-2019)	Percent Minority- Owned Firms (2012)
State of Florida	\$32,848	58.6%	53.4%
Polk County	\$25,820	55.3%	44.1%

*Source: U.S. Census Bureau Quick Facts

C. Other Evidence

The Sponsor did not discover any anecdotal evidence, nor is it aware of any other factors or adverse considerations, that would have a material effect of DBEs availability within the market area or on DBEs ability to participate (meeting bonding, insurance, and financial requirements) in the Sponsor's FAA-assisted contracting program. Therefore, no further consideration toward goal adjustment was made for this DBE goal. The Sponsor will continue to explore and consider all available evidence that materially would affect the opportunities for DBEs to form, grow, and compete in the airport's FAA-assisted contracting program, and it will adjust the target goal calculated in this report, as required.

Overall Goal Adjustment

The Sponsor has elected to make an adjustment to its Step 1 base figure for the airport using the previous 3-year airport DBE goal attainments. The adjusted figure is the average of the base figure in Step 1 (**3.52%**) plus the average DBE attainment over the previous 3-year period (**8.34%**).

2021-2023 DBE Goal Calculation

$$(3.52\% \text{ (base goal)} + 8.34\% \text{ (average 3-year attainment)}) / 2 = 5.93\%$$

Conclusion

The Sponsor's overall adjusted DBE goal for FY 2021-2023 is **5.93%** and will be attained using RN means. The City will set and track a dollar amount of \$954,039 for project work performed by DBE firm participation from the estimated ACIP projects over the next triannual period which represents 5.93% of the total estimated FAA fund grant application requests.

Breakout of Estimated "Race and Gender Neutral" (RN) and "Race and Gender Conscious" (RC) Participation.

The average DBE attainment for each of the previous reporting three-year period (2018-2020) was greater than the adjusted base goal set for this period; therefore, the Sponsor anticipates meeting the maximum feasible portion of the overall goal by using RN means of facilitating DBE participation.

PUBLIC PARTICIPATION

In accordance with Public Participation Regulatory Requirements of 49 CFR Part 26, minority, women, local business chambers, and community organizations within the LAL market area will be provided an opportunity to review this goal analysis.

The City has issued a Public Notice in general circulation media and on their website publishing the Sponsor's overall annual DBE Goal for FY 2021-2023 on FAA-assisted contracts. Such notice will inform the public that the proposed goal and its rationale are available for inspection at the City offices of the Lakeland Linder International Airport during normal business hours. The Public Notice will be posted for a minimum of 30 days following the date of publication, and the Sponsor will accept comments on the goal analysis DBE participation percentage for 45 days from the posting date of the notice. Results of the public participation process will be incorporated as applicable into the City's Overall Annual DBE Goal established for FY 2021-2023.

NOTICE OF AVAILABILITY OF DRAFT DISADVANTAGED BUSINESS ENTERPRISE PLAN FOR LAKELAND LINDER INTERNATIONAL AIRPORT

The City of Lakeland (City) announces the availability of a Draft Disadvantaged Business Enterprise Program (DBE Program) in accordance with the requirements of the U.S. Department of Transportation under 49 CFR Part 26 for Lakeland Linder International Airport. The Draft DBE Program is being circulated for review and comment from the public and federal, state, and local agencies. Comments from federal, state, and local agencies, and the public, will be considered as part of the Final DBE Program. The Final DBE Program will be submitted to the Federal Aviation Administration (FAA) for the agency's review and acceptance. The DBE Program will be available for review for thirty (30) days following the date of this publication.

The City has established a DBE project participation goal of 5.93% of the Federal financial assistance it will receive for improvements to Lakeland Linder International Airport. This goal will be achieved through 100% race neutral means.

An electronic copy of the Draft DBE Program is available for public review at <https://www.flylakeland.com/airport-projects>. Both hard copies and electronic copies will also be displayed for inspection and review at the following locations:

Larry R. Jackson Branch Library
1700 N. Florida Avenue
Lakeland, FL 33805

eLibrary South Lakeland
4740 S. Florida Avenue
Lakeland, FL 33813

Lakeland Linder International Airport Terminal
3900 Don Emerson Drive, Suite 210
Lakeland, FL 33811

How to Comment: Written comments on the Draft DBE Plan will be accepted by mail, email, and/or in person at the Lakeland Linder International Airport. Mailed comments should be postmarked no later than September 15, 2022 and addressed to:

**Lakeland Linder International Airport
Attention: Kris Hallstrand, Interim Airport Director
3900 Don Emerson Drive, Suite 210
Lakeland, FL 33811**

Comments may also be submitted via email to lakelandairport@lakelandgov.net. Requests for reasonable accommodation with obtaining the document for review, and/or for registering comments, can also be made to this address. All comments will be carefully reviewed and considered in the Final DBE Program prior to submittal to the Federal Aviation Administration (FAA) for review and acceptance. Comments on the DBE Program and rationale will be received for 45 days following the date of this publication.