

**City of Gainesville**

**DISADVANTAGED BUSINESS ENTERPRISE PROGRAM**

for

**LEE GILMER MEMORIAL AIRPORT**

***GAINESVILLE, GEORGIA***

FEBRUARY 2019

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**UNITED STATES DEPARTMENT OF TRANSPORTATION**  
**DBE PROGRAM – 49 CFR PART 26**  
City of Gainesville  
for the Lee Gilmer Memorial Airport, Gainesville GA

**POLICY STATEMENT**

**Section 26.1, 26.23                      Objectives/Policy Statement**

The City of Gainesville (hereafter ‘the City’) has established a Disadvantaged Business Enterprise (DBE) program in accordance with regulations of the U.S. Department of Transportation (USDOT) 49 CFR Part 26. The City has received federal financial assistance from USDOT, and as a condition of receiving this assistance, the City has signed an assurance that they will comply with 49 CFR Part 26.

It is the policy of the City to ensure that DBEs, as defined in 49 CFR Part 26, have an equal opportunity to receive and participate in USDOT–assisted contracts. It is also the policy:

1. To ensure nondiscrimination in the award and administration of USDOT-assisted contracts;
2. To create a level playing field on which DBEs can compete fairly for USDOT-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 USDOT assisted contracts;
6. To promote the use of DBEs in all types of federally-assisted contracts and procurement activities conducted by recipients;
7. To assist the development of firms that can compete successfully in the marketplace outside the DBE Program.
8. To provide appropriate flexibility to recipients of federal financial assistance in establishing and providing opportunities for DBEs.

**Lisa Poole, Airport Manager, P. O. Box 2496, Gainesville, GA 30503; Phone: 770-535-6882; Email: [lpool@gainesville.org](mailto:lpool@gainesville.org)** has been designated as the DBE Liaison Officer (DBELO). In that capacity, the Airport Manager is responsible for implementing all aspects of the DBE program. Implementation of the DBE program is accorded the same priority as compliance with all other legal obligations incurred by the City in its financial assistance agreements with the US Department of Transportation.

The City has disseminated this policy statement to the members of the Gainesville City Council and all the components of our organization. The City will distribute this statement to DBE and non-DBE business communities that perform work for the Airport on USDOT-assisted contracts in the following manner:

1. *This policy statement will be prepared as a handout, and made available at pre-bid conferences, and/or outreach meetings conducted by the City.*
2. *This policy statement will be posted on the City's website (<https://www.gainesville.org/lee-gilmer-memorial-airport>).*

\_\_\_\_\_  
Danny Dunagan, Mayor

\_\_\_\_\_  
Date

## **SUBPART A – GENERAL REQUIREMENTS**

### **Section 26.1 Objectives**

The objectives are found in the policy statement on the first page of this program.

### **Section 26.3 Applicability**

The City of Gainesville is the recipient of federal airport funds authorized by 49 U.S.C. 47101, *et seq.*

### **Section 26.5 Definitions**

The City will adopt the definitions contained in Section 26.5 for this program.

### **Section 26.7 Non-discrimination Requirements**

The City will never exclude any person from participation in, deny any person the benefits of, or otherwise discriminate against anyone in connection with the award and performance of any contract covered by 49 CFR Part 26 on the basis of race, color, sex, or national origin.

In administering its DBE program, the City will not, directly or through contractual or other arrangements, use criteria or methods of administration that have the effect of defeating or substantially impairing accomplishment of the objectives of the DBE program with respect to individuals of a particular race, color, sex, or national origin.

### **Section 26.11 Record Keeping Requirements**

#### Reporting to USDOT: 26.11(b)

The City will report DBE participation to USDOT as follows:

The Airport will submit annually the Uniform Reports of DBE Awards or Commitments and Payments, as modified for use by FAA recipients, via the FAA dbE-Connect system (<https://faa.civilrightsconnect.com/>).

#### Bidders List: 26.11(c)

The City will create and maintain a bidders list, consisting of information about all DBE and non-DBE firms that bid or quote on USDOT-assisted contracts. The purpose of this requirement is to allow use of the bidders' list approach to calculating overall goals. The bidder list will include the name, address, DBE non-DBE status, age, and annual gross receipts of firms.

The City will collect this information in the following ways:

- a. Include a contract clause requiring prime bidders to report the names/addresses, and possibly other information, of all firms who quote to them on subcontracts.
- b. Include a notice in all solicitations, and otherwise widely disseminated, request to firms quoting on subcontracts to report the approved information directly to the City's DBELO for inclusion in the bidder's list.
- c. Request the above information from all potential bidders who contact the Airport seeking bid information, and/or who attend pre-bid meetings, conferences, etc., at the Airport.
- d. The City may also consider the use of the Bidders List Data Collection form, as shown in Attachment 10.

### **Section 26.13 Federal Financial Assistance Agreement**

The City has signed the following assurances, applicable to all USDOT-assisted contracts and their administration:

Assurance: 26.13(a)

*The City of Gainesville shall not discriminate on the basis of race, color, national origin, or sex in the award and performance of any USDOT-assisted contract; or in the administration of its DBE Program or the requirements of 49 CFR Part 26. The City shall take all necessary and reasonable steps under 49 CFR Part 26 to ensure nondiscrimination in the award and administration of USDOT assisted contracts. The City's DBE Program, as required by 49 CFR Part 26 and as approved by USDOT, is incorporated by reference in this agreement. Implementation of this program is a legal obligation and failure to carry out its terms shall be treated as a violation of this agreement. Upon notification to the City of its failure to carry out its approved program, the Department may impose sanction as provided for under 49 CFR Part 26 and may, in appropriate cases, refer the matter for enforcement under 18 U.S.C. 1001 and/or the Program Fraud Civil Remedies Act of 1986 (31 U.S.C. 3801 et seq.).*

This language will appear in financial assistance agreements with sub-recipients.

Contract Assurance: 26.13b

The City will ensure that the following clause is placed in every USDOT-assisted contract and subcontract:

*The contractor, sub-recipient, or subcontractor shall not discriminate on the basis of race, color, national origin, or sex in the performance of this contract. The contractor shall carry out applicable requirements of 49 CFR Part 26 in the award and administration of USDOT assisted contracts. Failure by the contractor to carry out these requirements is a material breach of this contract, which may result in the termination of this contract or such other remedy as the City deems appropriate, which may include, but is not limited to:*

- (1) *Withholding monthly progress payment;*
- (2) *Assessing sanctions;*
- (3) *Liquidated damages; and/or*
- (4) *Disqualifying the contractor from future bidding as non-responsible.*

## **SUBPART B - ADMINISTRATIVE REQUIREMENTS**

### **Section 26.21 DBE Program Updates**

The City is required to have a DBE program meeting the requirements of this part as it will receive grants for airport planning or development and will award prime contracts, cumulative total value of which exceeds \$250,000 in FAA funds in a federal fiscal year. The City is not eligible to receive DOT financial assistance unless DOT has approved this DBE program and the City is in compliance with it and Part 26. The City will continue to carry out this program until all funds from DOT financial assistance have been expended. The City does not have to submit regular updates of the DBE program document, as long as it remains in compliance. However, significant changes in the program, including those required by regulatory updates, will be submitted for DOT approval.

### **Section 26.23 Policy Statement**

The Policy Statement is elaborated on the first page of this program.

### **Section 26.25 DBE Liaison Officer (DBELO)**

The City has designated the following individual as its DBE Liaison Officer:

**Lisa Poole, Airport Manager**  
**Lee Gilmer Memorial Airport**  
**P. O. Box 2496**  
**Gainesville, GA 30503**  
**Phone: 770-535-6882**  
**Email: [lpool@ Gainesville.org](mailto:lpool@ Gainesville.org)**

In that capacity, the DBELO is responsible for implementing all aspects of the DBE program and ensuring that the City complies with all provision of 49 CFR Part 26. The DBELO has direct, independent access to the Mayor concerning DBE program matters. An organization chart displaying the DBELO's position in the organization is found in Attachment 1 to this program.

The DBELO is responsible for developing, implementing and monitoring the DBE program, in coordination with other appropriate officials. The DBELO, along with her staff, will administer the program. The duties and responsibilities include the following:

1. *Gathers and reports statistical data and other information as required by USDOT.*

2. *Reviews third-party contracts and purchase requisitions for compliance with this program.*
3. *Works with all departments to set overall annual goals.*
4. *Ensures that bid notices and requests for proposals are available to DBEs in a timely manner.*
5. *Identifies contracts and procurements so that DBE goals are included in solicitations (both race-neutral methods and contract-specific goals).*
6. *Analyzes the City's progress toward attainment and identifies ways to improve progress.*
7. *Participates in pre-bid meetings.*
8. *Advises the City of Gainesville on DBE matters and achievement.*
9. *Provides DBEs with information and assistance in preparing bids, obtaining bonding and insurance.*
10. *Determines compliance of bidders/offerors with good faith efforts in bid submittals.*
11. *Provides outreach to DBEs and community organizations to advise them of opportunities.*

## **Section 26.27 DBE Financial Institutions**

It is the policy of the City to investigate the full extent of services offered by financial institutions owned and controlled by socially and economically disadvantaged individuals in the community, to make reasonable efforts to use these institutions, and to encourage prime contractors on USDOT-assisted contracts to make use of these institutions.

In developing this DBE program, the City's efforts did not identify any such institutions within its service area. The City will evaluate on a yearly basis, and if any such institutions are established in the Airport's service area, the City will consider the services offered by these institutions and refer them as noted above.

## **Section 26.29 Prompt Payment Mechanisms**

The City requires that all subcontractors performing work on USDOT-assisted contracts shall be promptly paid for work performed pursuant to their agreements, in accordance with all relevant federal, state, and local law.

The City has established, as part of its DBE Program, a contract clause to require prime contractors to pay subcontractors for satisfactory performance of their contracts no later than 10 days from receipt of each payment made to the prime contractor.

The City will ensure prompt and full payment of retainage from the prime contractor to the subcontractor within 10 days after the subcontractor's work is satisfactorily completed. The City will hold retainage from prime contractors, and will provide for prompt and regular incremental acceptances of portions of the prime contract; pay retainage to prime contractors based on these acceptances; and require a contract clause obligating the prime contractor to pay all retainage owed to the subcontractor for satisfactory completion of the accepted work within 10 days after payment to the prime contractor.

The City will consider a subcontractor's work is satisfactorily completed when all the tasks called for in the subcontract have been accomplished and documented as required by the City. When

the City has made an incremental acceptance of a portion of a prime contract, the work of a subcontractor covered by that acceptance is deemed to be satisfactorily completed.

The City will share information regarding required documentation for payment with subcontractors. The City will take steps to promote the timely submission by contractors of invoices for payment, and will also maintain adequate internal controls to facilitate timely payment to contractors.

The City will include the following clause in each DOT-assisted prime contract:

*The prime contractor agrees to pay each subcontractor under this prime contract for satisfactory performance of its contract no later than 10 days from the receipt of each payment the prime contract receives from the City. The prime contractor agrees further to return retainage payments to each subcontractor within 10 days after the subcontractor's work is satisfactorily completed. Any delay or postponement of payment from the above referenced time frame may occur only for good cause following written approval of the City. This clause applies to both DBE and non-DBE subcontracts.*

Dispute Resolution: 26.29(e) (1-3)

The City requires that prime contractors insert a contract provision in their subcontractor agreements that allows for a dispute resolution process. Pursuant to 49 CFR Part 26.29(e) (1-3), the following contract provisions will be reviewed and approved by the City:

1. A contract clause that requires prime contractors to include in their subcontractors' agreements language providing that prime contractors and subcontractors will use appropriate alternative dispute resolution mechanisms to resolve payment disputes; and disputes between the prime contractor and DBE subcontractor may also be subject to Georgia's Alternative Dispute Resolution process<sup>1</sup>.
2. A contract clause providing that the prime contractor will not be reimbursed for work performed by subcontractors unless and until the prime contractor ensures that the subcontractors are promptly paid for the work they have performed.

**Section 26.31      Directory**

The primary Disadvantaged Business Enterprise Directory for the City comes from the Georgia Department of Transportation (GDOT) and contains listings of certified minority- and women-owned construction firms and material suppliers from throughout the State of Georgia.

GDOT maintains active lists of certified disadvantaged businesses located throughout the state. Therefore, all of the firms listed in the directory have been certified by this state and in accordance

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<sup>1</sup> <http://godr.org>

with USDOT criteria. It should be noted also that these listings and certifications are periodically updated with some firms being added, while others are removed. Also, the State of Georgia Department of Administrative Services, which maintains a list of small businesses<sup>2</sup>, may be consulted to identify potential DBE firms.

These directories should enable prime contractors for projects at the Airport to proceed more easily in their attempts to comply with overall goals regarding Disadvantaged Business Enterprises.

GDOT revises the directory in real time, and the weblink may be found in Attachment 2.

### **Section 26.33            Overconcentration**

The City has not identified that overconcentration exists in the types of work that DBEs perform. However, the DBELO will continue to monitor the various categories every three years to ensure that non-DBE firms are not unduly burdened.

### **Section 26.35            Business Development Programs**

The City has not established a business development program. The DBELO will re-evaluate the need for such a program every three years.

### **Section 26.37            Monitoring and Enforcement Mechanisms**

#### Monitoring Payments to DBEs and Non-DBEs

The City will provide ongoing monitoring of prime contractor payments to subcontractors over the course of any covered contract. The City will require prime contractors to report documentation of payments to subcontractors monthly. The DBELO will review and verify that payments have been made and retainage has been returned to subcontractors in accordance to section 26.29.

The City will require prime contractors to maintain records and documents of payments to subcontractors, including DBEs, for a minimum of three (3) years unless otherwise provided by applicable record retention requirements for the City's financial assistance agreement, whichever is longer. These records will be made available for inspection upon request by any authorized representative of the City or DOT. This reporting requirement extends to all subcontractors, both DBE and non-DBE.

The City uses a number of DBE forms, which can be found in Attachment 3, to collect DBE information for initial project setup and for ongoing monitoring of DBE participation:

- DBE Project Compliance Review Checklist

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<sup>2</sup> <http://doas.ga.gov/state-purchasing/suppliers/minority-business-enterprise-certification>

- Listing of DBE Subcontractors
- DBE Monthly Report
- DBE Commercially Useful Function Report

The DBELO or the City's representative will conduct onsite compliance reviews of FAA-funded projects. The DBELO will review all DBE subcontracts and payments, and will evaluate any DBE firms working on the project during the date of the visit. The DBELO will conduct a commercially useful function (CUF) review at least once during the project for all DBEs. The DBELO will also review monthly progress reports submitted by prime contractors to determine if they are on track to meet the DBE goal. Written certification will be documented by the DBELO on the DBE Project Compliance Review Checklist form.

#### Prompt Payment Dispute Resolution

The City will take the following steps to resolve disputes as to whether work has been satisfactorily completed for purposes of §26.29.

A meeting will be scheduled with the prime contractor, subcontractor, DBELO and other appropriate City representative(s). Any meeting for the purpose of dispute resolution will include City representative(s) authorized to bind each interested party, including City representative(s) with authorization to take enforcement action.

The City has established, as part of its DBE program, the following mechanism(s) to ensure prompt payment and return of retainage:

A contract clause providing that the prime contractor will not be reimbursed for work performed by subcontractors unless and until the prime contractor ensures that the subcontractors are promptly paid for the work they have performed.

*If the prime contractor has not paid subcontractors in accordance with 26.29, the City will not reimburse the prime contractor for work performed by subcontractors until the prime contractor is in compliance with 26.29.*

#### Prompt Payment Complaints

Complaints by subcontractors regarding the prompt payment requirements are handled according to the following procedure.

1. The affected subcontractor shall file a complaint with the prime contractor directly regarding payment.
2. If filing a complaint with the prime contractor does not result in timely and meaningful action by the prime contractor to resolve the prompt payment dispute, the affected subcontractor may contact the City's DBELO.

3. If filing a prompt payment complaint with the DBELO does not result in timely and meaningful action by the City to resolve prompt payment disputes, the affected subcontractor may contact the FAA Office of Civil Rights.

#### Enforcement Actions for Noncompliance of Participants

The City will provide appropriate means to enforce the requirements of §26.29. These means may include:

- *Assessing liquidated damages, in accordance with the contract, against the prime contractor for each day beyond the required time period the prime contractor fails to pay the subcontractor*
- *Advising subcontractors of the availability of the payment and performance bond to assure payment for labor and materials in the execution of the work provided for in the contract*
- *Paying subcontractors directly and deducting this amount from the retainage owed to the prime contractor*
- *Issuing a stop-work order until payments are released to subcontractors, specifying in the contract that such orders constitute unauthorized delays, for the purposes of calculating liquidated damages, if milestones are not met.*

The City will actively implement the enforcement actions detailed above.

#### Monitoring Contracts and Work Sites

The City will review contracting records and will engage in active monitoring of work sites to ensure that work committed to DBEs at contract award or subsequently (e.g., as the result of modification to the contract) is actually performed by the DBEs to which the work was committed. Work site monitoring will be performed by the DBELO with assistance from the resident project representative. Contracting records will be reviewed by the DBELO. The City will maintain written certification that contracting records have been reviewed and work sites have been monitored for this purpose.

### **Section 26.39                      Fostering Small Business Participation**

The City has created an element to structure contracting requirements to facilitate competition by small business concerns, taking all reasonable steps to eliminate obstacles to their participation, including unnecessary and unjustified bundling of contract requirements that may preclude small business participation in procurements as prime contractors or subcontractors.

This element is included as Attachment 4. The City will actively implement the program elements to foster small business participation. Doing so is a requirement of good faith implementation of the DBE program.

## **SUBPART C – GOALS, GOOD FAITH EFFORTS, AND COUNTING**

### **Section 26.43 Set-asides or Quotas**

The City does not use quotas in any way in the administration of this DBE program.

### **Section 26.45 Overall Goals**

The City will establish an overall DBE goal covering a three-year federal fiscal year period if it anticipates awarding DOT/FAA-funded prime contracts the cumulative total value of which exceeds \$250,000 during any one or more of the reporting fiscal years within the three-year goal period. In accordance with Section 26.45(f), the City will submit its overall three-year DBE goal to FAA by August 1 as required by the established schedule below.

<b>Airport Type</b>	<b>Region</b>	<b>Date Due (Goal Period)</b>	<b>Next Goal Due (Goal Period)</b>
<b>Non-Primary (GAs, Relievers and State DOTs)</b>	<b>New England, Northwest Mountain, &amp; Southern</b>	<b>August 1, 2017 (2018/2019/2020)</b>	<b>August 1, 2020 (2021/2022/2023)</b>

The DBE goals will be established in accordance with the two-step process as specified in 49 CFR Part 26.45. If the City does not anticipate awarding DOT/FAA-funded prime contracts the cumulative total value of which exceeds \$250,000 during any of the years within the three-year reporting period, the City will not develop an overall goal; however, this DBE program will remain in effect and the City will seek to fulfill the objectives outlined in 49 CFR Part 26.1.

A description of the methodology to calculate the overall goal and the goal calculations can be found in [Attachment 5](#) to this program. This section of the program will be updated triennially.

In establishing the overall goal, the City will provide for consultation and publication. This includes consultation with minority, women's and general contractor groups, community organizations, and other officials or organizations that could be expected to have information concerning the availability of disadvantaged and non-disadvantaged businesses, the effects of discrimination on opportunities for DBEs, and the City's efforts to establish a level playing field for the participation of DBEs. The consultation will include a scheduled, direct, interactive exchange (e.g., a face-to-face meeting, video conference, teleconference) with as many interested stakeholders as possible focused on obtaining information relevant to the City's goal setting process, and it will occur before submitting the goal methodology to the FAA for review pursuant to paragraph (f) of this section. The City will document in the goal submission the consultation process that was utilized. Notwithstanding paragraph (f)(4) of this section, the City will not implement the proposed goal until this requirement is fulfilled.

In addition, the City will post a notice announcing the proposed overall goal before submission to the operating administration on August 1. The notice will be posted on the City's official

internet web site and may be posted in any other sources (e.g., minority-focused media, trade association publications). If the proposed goal changes following review by the operating administration, the revised goal will be posted on the official internet web site. The City will inform the public that the proposed overall goal and its rationale are available for inspection during normal business hours at the DBELO's office, and that the City will accept comments on the goals for 30 days from the date of the notice. Notice of the comment period will include the addresses to which comments may be sent (including offices and websites) where the proposal may be reviewed. The public comment period will not extend the August 1<sup>st</sup> deadline.

The City's overall goal submission to USDOT will include a summary of information and comments received during this public participation process and responses, if any comments are received.

The City will begin using the overall goal on October 1 of the required year of submission for general aviation airports in the FAA's Southern Region, unless it has received other instructions from USDOT. If the City establishes a goal on a project basis, it will begin using the goal by the time of the first solicitation for a USDOT-assisted contract for the project.

#### Section 26.45(f) - Prior Operating Administration Concurrent

The City understands that it is not required to obtain prior operating administration concurrence with the overall goal. However, if the operating administration's review suggests that the overall goal has not been correctly calculated or that the method for calculating goals is inadequate, the operating administration may, after consulting with the City, adjust the overall goal or require that the City do so. The adjusted overall goal is binding. In evaluating the adequacy or soundness of the methodology used to derive the overall goal, the U.S. DOT operating administration will be guided by the goal setting principles and best practices identified by the Department in guidance issued pursuant to § 26.9.

#### **Section 26.47            Goal Setting and Accountability**

If the awards and commitments shown on the City's Uniform Report of Awards or Commitments and Payments at the end of any fiscal year are less than the overall applicable to that fiscal year, the Airport will:

1. Analyze in detail the reason for the difference between the overall goal and the actual awards/commitments;
2. Establish specific steps and milestones to correct the problems identified in the analysis; and
3. Prepare, within 90 days of the end of the fiscal year, the analysis and corrective actions developed under paragraph (c)(1) and (2) of this section. The City will retain a copy of the analysis and corrective actions in its records for a minimum of three years. The City will make it available to FAA upon request.

**Section 26.49 Transit Vehicle Manufacturers Goals**

N/A

**Section 26.51(a-c) Breakout of Estimated Race-Neutral & Race-Conscious Participation**

The breakout of estimated race-neutral and race-conscious participation can be found in Attachment 6 to this program. This section of the program will be updated when the goal calculation is updated.

**Section 26.51(d-g) Contract Goals**

The City will use contract goals to meet any portion of the overall goal it does not project being able to meet using race-neutral means. Contract goals are established so that, over the period to which the overall goal applies, they will cumulatively result in meeting any portion of the overall goal that is not projected to be met through the use of race-neutral means.

The City will establish contract goals only on those USDOT-assisted contracts that have subcontracting possibilities. The City needs not establish a contract goal on every such contract, and the size of contract goals will be adapted to the circumstances of each such contract (e.g., type and location of work, availability of DBEs to perform the particular type of work).

The City will express its contract goals as a percentage of the total amount of a USDOT-assisted contract.

**Section 26.53 Good Faith Efforts Procedures**

Demonstration of good faith efforts (26.53(a) & (c))

The obligation of the bidder/offeror is to make good faith efforts. The bidder/offeror can demonstrate that it has done so either by meeting the contract goal or documenting good faith efforts. Examples of good faith efforts are found in Appendix A to Part 26.

The DBELO is responsible for determining whether a bidder/offeror who has not met the contract goal has documented sufficient good faith efforts to be regarded as responsive.

The City will ensure that all information is complete and accurate and adequately documents the bidder/offeror's good faith efforts before we commit to the performance of the contract by the bidder/offeror.

Information to be submitted (26.53(b))

In its solicitations for DOT/FAA-assisted contracts for which a contract goal has been established, the City will require the following:

- (1) Award of the contract will be conditioned on meeting the requirements of this section;
- (2) All bidders or offerors will be required to submit the following information to the City, at the time provided in paragraph (b)(3) of this section:
  - (i) The names and addresses of DBE firms that will participate in the contract;
  - (ii) A description of the work that each DBE will perform. To count toward meeting a goal, each DBE firm must be certified in a NAICS code applicable to the kind of work the firm would perform on the contract;
  - (iii) The dollar amount of the participation of each DBE firm participating;
  - (iv) Written documentation of the bidder/offeror's commitment to use a DBE subcontractor whose participation it submits to meet a contract goal; and
  - (v) Written confirmation from each listed DBE firm that it is participating in the contract in the kind and amount of work provided in the prime contractor's commitment.
  - (vi) If the contract goal is not met, evidence of good faith efforts (see Appendix A of 49 CFR Part 26). The documentation of good faith efforts must include copies of each DBE and non-DBE subcontractor quote submitted to the bidder when a non-DBE subcontractor was selected over a DBE for work on the contract; and
- (3) The City will require that the bidder/offeror present the information required by paragraph (b)(2) of this section under sealed bid procedures, as a matter of responsiveness, or with initial proposals, under contract negotiation procedures.

This information will be collected using the forms found in Attachment 7.

Administrative reconsideration (26.53(d))

Within seven (7) days of being informed by the City that it is not responsive because it has not documented sufficient good faith efforts, a bidder may request administrative reconsideration. Bidders should make this request in writing to the following reconsideration official:

**Chris Rotalsky, Director of Public Works**  
**City of Gainesville**  
**P. O. Box 2496**  
**Gainesville GA 30503**  
[crotalsky@gainesville.org](mailto:crotalsky@gainesville.org).

The reconsideration official will not have played any role in the original determination that the bidder did not document sufficient good faith efforts.

As part of this reconsideration, the bidder/offeror will have the opportunity to provide written documentation or argument concerning the issue of whether it met the goal or made adequate good faith efforts to do so. The bidder/offeror will have the opportunity to meet in person with the City's administrative reconsideration official to discuss the issue of whether it met the goal or made adequate good faith efforts to do. The City will send the bidder/offeror a written decision on reconsideration, explaining the basis for finding that the bidder did or did not meet the goal or make adequate good faith efforts to do so. The result of the reconsideration process is not administratively appealable to the US Department of Transportation.

#### Good Faith Efforts procedures in situations when there are contract goals (26.53(f)(g))

The City will include in each prime contract a provision stating:

The contractor shall utilize the specific DBEs listed to perform the work and supply the materials for which each is listed unless the contractor obtains the City's written consent as provided in this paragraph 26.53(f); and

That, unless the City's consent is provided under this paragraph 26.53(f), the contractor shall not be entitled to any payment for work or material unless it is performed or supplied by the listed DBE.

The City will require the contractor that is awarded the contract to make available upon request a copy of all DBE subcontracts. The subcontractor shall ensure that all subcontracts or an agreement with DBEs to supply labor or materials require that the subcontract and all lower tier subcontractors be performed in accordance with this part's provisions.

#### Good Faith Efforts when a DBE is replaced on a contract (26.53(f))

The City requires that prime contractors not terminate a DBE subcontractor listed on a bid/contract with a DBE contract goal without the City's prior written consent. Prior written consent will only be provided where there is "good cause" for termination of the DBE firm, as established by Section 26.53(f)(3) of the DBE regulation.

In those instances where "good cause" exists to terminate a DBE's contract, the City will require the prime contractor to make good faith efforts to replace a DBE that is terminated or has otherwise failed to complete its work on a contract with another certified DBE, to the extent needed to meet the contract goal. The City will require the prime contractor to notify the DBELO immediately of the DBE's inability or unwillingness to perform and provide reasonable documentation.

In this situation, the City will require the prime contractor to obtain prior approval of the substitute DBE and to provide copies of new or amended subcontracts, or documentation of good faith efforts. The City will provide such written consent only if the City agrees, for reasons stated in a

concurrence document, that the prime contractor has good cause to terminate the DBE firm. For purposes of this paragraph, good cause includes the following circumstances:

- (1) The listed DBE subcontractor fails or refuses to execute a written contract;
- (2) The listed DBE subcontractor fails or refuses to perform the work of its subcontract in a way consistent with normal industry standards. Provided however, that good cause does not exist if the failure or refusal of the DBE subcontractor to perform its work on the subcontract results from the bad faith or discriminatory action of the prime contractor;
- (3) The listed DBE subcontractor fails or refuses to meet the prime contractor's reasonable, non-discriminatory bond requirements.
- (4) The listed DBE subcontractor becomes bankrupt, insolvent, or exhibits credit unworthiness;
- (5) The listed DBE subcontractor is ineligible to work on public works projects because of suspension and debarment proceedings pursuant to 2 CFR Parts 180, 215 and 1,200 or applicable state law;
- (6) The City has determined that the listed DBE subcontractor is not a responsible contractor;
- (7) The listed DBE subcontractor voluntarily withdraws from the project and provides to us written notice of its withdrawal;
- (8) The listed DBE is ineligible to receive DBE credit for the type of work required;
- (9) A DBE owner dies or becomes disabled with the result that the listed DBE contractor is unable to complete its work on the contract;
- (10) Other documented good cause that the City has determined compels the termination of the DBE subcontractor. Provided, that good cause does not exist if the prime contractor seeks to terminate a DBE it relied upon to obtain the contract so that the prime contractor can self-perform the work for which the DBE contractor was engaged or so that the prime contractor can substitute another DBE or non-DBE contractor after contract award.

Before transmitting its request to the City to terminate and/or substitute a DBE subcontractor, the prime contractor must give notice in writing to the DBE subcontractor, with a copy to the City, of its intent to request to terminate and/or substitute, and the reason for the request.

The prime contractor must give the DBE five days to respond to the prime contractor's notice and advise the City and the contractor of the reasons, if any, why it objects to the proposed termination of its subcontract and why the City should not approve the prime contractor's action. If required in a particular case as a matter of public necessity (e.g., safety), the City may provide a response period shorter than five days.

In addition to post-award terminations, the provisions of this section apply to pre-award deletions of or substitutions for DBE firms put forward by offerors in negotiated procurements.

The City will require a contractor to make good faith efforts to replace a DBE that is terminated or has otherwise failed to complete its work on a contract with another certified DBE. These good faith efforts shall be directed at finding another DBE to perform at least the same amount of work under the contract as the DBE that was terminated, to the extent needed to meet the contract goal that the City established for the procurement. The good faith efforts shall be documented by the contractor. If the City requests documentation from the contractor under this provision, the contractor shall submit the documentation within seven (7) days, which may be extended for an additional seven (7) days, if necessary, at the request of the contractor, and the City shall provide a written determination to the contractor stating whether or not good faith efforts have been demonstrated.

The City will include in each prime contract the contract clause required by § 26.13(b) stating that failure by the contractor to carry out the requirements of this part is a material breach of the contract and may result in the termination of the contract or such other remedies set forth in that section that the City deems appropriate if the prime contractor fails to comply with the requirements of this section.

If the contractor fails or refuses to comply in the time specified, the City's contracting office will issue an order stopping all or part of payment/work until satisfactory action has been taken. If the contractor still fails to comply, the contracting officer may issue a termination for default proceeding.

Sample Bid Specification:

The requirements of 49 CFR Part 26, Regulations of the U.S. Department of Transportation, apply to this contract. It is the policy of the City of Gainesville, as owner of the airport, to practice nondiscrimination based on race, color, sex, or national origin in the award or performance of this contract. All firms qualifying under this solicitation are encouraged to submit bids/proposals. Award of this contract will be conditioned upon satisfying the requirements of this bid specification. These requirements apply to all bidders/offerors, including those who qualify as a DBE. A DBE contract goal of \_\_\_ percent has been established for this contract. The bidder/offeror shall make good faith efforts, as defined in Appendix A, 49 CFR Part 26, to meet the contract goal for DBE participation in the performance of this contract.

The bidder/offeror will be required to submit the following information:

- (1) the names and addresses of DBE firms that will participate in the contract;
- (2) a description of the work that each DBE firm will perform;
- (3) the dollar amount of the participation of each DBE firm participating;
- (4) written documentation of the bidder/offeror's commitment to use a DBE subcontractor whose participation it submits to meet the contract goal;
- (5) written confirmation from the DBE that it is participating in the contract as provided in the commitment made under (4);
- (6) if the contract goal is not met, evidence of good faith efforts.

**Section 26.55                    Counting DBE Participation**

The City will count DBE participation toward overall and contract goals as provided in 49 CFR 26.55.

**SUBPART D – CERTIFICATION STANDARDS**

**Section 26.61 – 26.73                    Certification Process**

The City will refer all matters pertaining to certification to the Georgia Department of Transportation’s Equal Employment Opportunity office in accordance with the State’s UCP program. The Equal Employment Opportunity office will use the certification standards of Subpart D of Part 26 to determine the eligibility of firms to participate as DBEs in USDOT-assisted contracts. To be certified as a DBE, a firm must meet all certification eligibility standards. The Equal Employment Opportunity office will make all certification decisions based on the facts as a whole.

For information about the certification process or to apply for certification, firms should contact:

**Georgia Department of Transportation  
Equal Employment Opportunity  
600 West Peachtree Street, N.W.  
7th Floor  
Atlanta, Georgia 30308  
(404) 631-1972  
<http://www.dot.ga.gov/PS/Business/DBE>**

The certification application forms and documentation requirements are found in Attachment 8 to this program.

**SUBPART E – CERTIFICATION PROCEDURES**

**Section 26.81                    Unified Certification Programs**

The City is a member of the Unified Certification Program (UCP) administered by the Georgia Department of Transportation (GDOT)’s Equal Employment Opportunity office. The UCP will meet all of the requirements of this section. Georgia’s UCP program uses the certification standards of Subpart D of Part 26 and the certification procedures of Subpart E of Part 26 to determine the eligibility of firms to participate as DBEs in USDOT/FAA-assisted contracts. Under the GDOT UCP Program, only the Equal Employment Opportunity office and Atlanta’s MARTA will conduct all DBE certifications. To be certified as a DBE, a firm must meet all certification eligibility standards. The City will refer all certifications to either of these two agencies.

## **SUBPART F – COMPLIANCE AND ENFORCEMENT**

### **Section 26.109 Information, Confidentiality, Cooperation**

The City will safeguard, from disclosure to third-parties, information that may reasonably be regarded as confidential business information, consistent with Federal, state, and local law. Notwithstanding any contrary provisions of state or local law, the City will not release personal financial information submitted in response to the personal net worth requirement to a third party (other than USDOT) without the written consent of the submitter.

#### **Monitoring Payments to DBEs**

The City will require prime contractors to maintain records and documents of payments to DBEs for three (3) years following the performance of the contract. These records will be made available for inspection upon request by any authorized representative of the City or USDOT. This reporting requirement also extends to any certified DBE subcontractor.

The City will perform interim audits of contract payments to DBEs. The audit will review payments to DBE subcontractors to ensure that the actual amount paid to DBE subcontractors equals or exceeds the dollar amounts states in the schedule of DBE participation.

### **ATTACHMENTS**

Attachment 1	Organizational Chart
Attachment 2	DBE Directory
Attachment 3	Monitoring and Enforcement Mechanisms
Attachment 4	Fostering Small Business Participation
Attachment 5	Overall Goal Calculation
Attachment 6	Breakout of Estimated Race-Neutral & Race-Conscious Participation
Attachment 7	Form 1 & 2 for Demonstration of Good Faith Efforts
Attachment 8	Certification Application Forms
Attachment 9	Regulations: 49 CFR Part 26
Attachment 10	Bidder's List Data Form

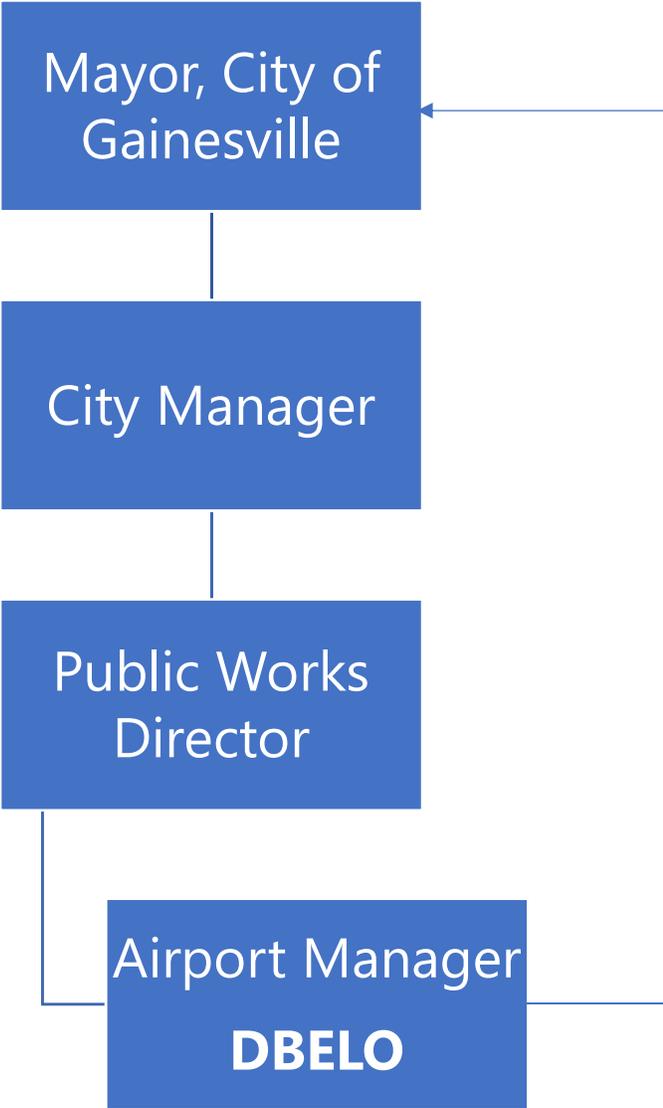
# **Attachment 1**

## Organizational Chart

City of Gainesville

Lee Gilmer Memorial Airport  
Gainesville, Georgia

Organizational Chart



# **Attachment 2**

DBE Directory

The DBE Directory for the State of  
Georgia may be found at  
[http://www.dot.ga.gov/PS/Business/DBE.](http://www.dot.ga.gov/PS/Business/DBE)

## **Attachment 3**

### Monitoring and Enforcement Mechanisms

## **City of Gainesville – Lee Gilmer Memorial Airport**

1. All participants are hereby notified that pursuant to Title 49 Code of Federal Regulations, United States Department of Transportation, Part 26 and the Disadvantaged Business Enterprise Participation Program for the City of Gainesville, they must affirmatively ensure that, in any contract entered into with the City, DBEs will be afforded *equal* opportunity to participate in subcontracting activities. It is the policy of the City to ensure that DBEs, as defined in Part 26, have an equal opportunity to receive and participate in USDOT-assisted contracts. It is further the policy of the City to ensure nondiscrimination in the award and administration of USDOT-assisted contracts.
2. All contracts between the City and a Contractor shall contain an appropriate provision to the effect that failure by the Contractor to comply with the City's DBE Program shall constitute a breach of contract, exposing the Contractor to a potential termination of the contract or other appropriate remedy, including withholding of funds, until such time as the contractor complies with all the DBE requirements of this program. Under authority granted by Georgia law, the City may impose liquidated damages, contract suspension, or even contract termination.
3. All documentation submitted at time of bid, as well as additional data provided by the successful bidder, is considered part of the contract documents. Any alterations, substitutions, deletions, etc., to data provided at time of submission of bid must have prior approval of the City's DBE Liaison Officer.
4. Should a DBE firm not certified by the Georgia Department of Transportation be proposed by a potential contractor as a part of his/her DBE plan efforts, the inclusion of said firm will not be considered a demonstration of making good faith efforts towards meeting the DBE goal.
5. In contracts with DBE contract goals, bids submitted which do not meet the DBE contract goals, and which do not show that a meaningful good faith effort was made to achieve the stated goals, will be considered non-responsive bids, and bidders will be notified of the deficiency and given opportunity to appeal to the Administrative Reconsideration Official (49 CFR 26.53). The bidder will not be eligible for award of the contract until the appeal procedures are complete. The Administrative Reconsideration Official will make the determination on the sufficiency of the good faith efforts.
6. The City reserves the right to reject any or all bids, or to re-advertise for bids. Award, if made, will be to the lowest responsive and qualified bidder. A bid will not be considered responsive unless the bidder complies with Title 49 Code of the Federal Regulations, Part 26, and the Disadvantaged Business Enterprise Program of the City.
7. The City shall require contractors to make good faith efforts to replace a DBE subcontractor that is terminated, or fails to complete its work on the contract for any reason, with another DBE subcontractor. If a DBE subcontractor is terminated, or fails to complete its work on the contract for any reason, the Contractor must notify the Airport immediately. These good faith

efforts shall be directed at finding another DBE to perform at least the same amount of work under the contract as the DBE that was terminated, to the extent needed to meet the established contract goal. The City shall approve all substitutions prior to contract award and during contract performance in order to ensure that the substitute firms are eligible DBEs.

Additional information on the City's Disadvantaged Business Enterprise Program can be obtained from the DBE Liaison Officer, **Ms. Lisa Poole, Airport Manager, P. O. Box 2496, Gainesville, GA 30503; Phone: 770-535-6882; Email: [lpool@ Gainesville.org](mailto:lpool@ Gainesville.org).**

8. The City will also implement a monitoring and enforcement mechanism to ensure that work committed to DBEs at contract award is actually performed by DBEs. This mechanism will provide for a running tally of actual DBE attainments (e.g., payments actually made to DBE firms), including a means of comparing these attainments to commitments. These mechanisms will include, but not be limited to, the following:
  - a. *Reviewing bid package documentation thoroughly, obtaining clarification, if necessary.*
  - b. *Reviewing monthly reports regarding employment as well as DBE participation to ensure adherence to plan as represented in bid documents and as stipulated in this program.*
  - c. *Monitoring progress of payments to DBEs through monthly reports from prime contractors.*
  - d. *Monitoring progress of DBEs work through on-site visits and communication with DBEs. The City will implement a monitoring and enforcement mechanism that will include written certification that the City has reviewed contracting records and monitored work sites for this purpose. This monitoring will be conducted during routine project site visits on a monthly basis. The DBELO will sign off on the written certification.*
9. The City will bring to the attention of the US Department of Transportation any false, fraudulent, or dishonest conduct in connection with the program, so that USDOT can take the steps (e.g., referral to the Department of Justice for criminal prosecution, referral to the USDOT Inspector General, action under suspension and debarment or Program Fraud and Civil Penalties rules) provided in 26.109.
10. The City also will consider similar action under its own legal authorities, including responsibility determinations in future contracts. In addition, the City will apply legal and contract remedies under state and local law. This includes, for example, applying liquidated damages, withholding payments, etc.
11. In its reports of DBE participation to the USDOT, the City will show both commitments and attainments, as required by the USDOT reporting form.

Attachment 9 contains a web-link to 49 CFR Part 26, which describes federal regulations, provisions, and contract remedies available to the City in the event of non-compliance by a participant.

## **Attachment 4**

Fostering Small Business Participation

## **Section 26.39 – Fostering Small Business Participation**

### **A. Purpose and Objective of this Element**

This element, 49 CFR Part 26.39, is included as part of the DBE program plan for the City of Gainesville (“the City”), on behalf of the Lee Gilmer Memorial Airport (“the Airport”) and is herein referenced as the Small Business Participation Plan (SBPP). This new part calls for the inclusion of an element to

“structure contracting requirements to facilitate competition by small business concerns, taking all reasonable steps to eliminate obstacles to their participation.”

The City hereby sets forth its plan to implement these requirements. The City’s SBPP is also regarded as a substantial effort toward fulfilling the overall intent of 49 CFR Part 26.51, which is to meet the maximum feasible portion of its overall goal by using race-neutral means to obtain DBE participation. Therefore, implementation of the City’s SBPP will be based on the standard of business size, without regard to race or gender of the business owner.

This element also addresses the unnecessary and unjustified “bundling” of contract requirements which may preclude or inhibit small business participation in procurements, as either prime or subcontractors.

Further, the City perceives the objectives of this section to be consistent with its DBE Program policy statement, which says in part:

*“- To ensure nondiscrimination in the award and administration of DOT-assisted contracts.  
- To help remove barriers to the participation of DBEs in DOT assisted contracts...  
- To assist the development of firms that can compete successfully in the market place outside the DBE Program.”*

The City’s policy statement and this small business element (SBPP) are consistent with the City’s mission of creating and encouraging business opportunities at all levels.

### **B. SBPP Strategy**

The City intends to carry out the objectives of this part by employing the following strategies and supporting activities:

#### **1. Establishment of a Race-neutral “Subcontracting Goal”**

The City proposes, where feasible, on certain prime contracts that do not have a DBE contract goal, that prime contractors will be required to provide subcontracting opportunities to qualified small business concerns (SBCs), as defined herein, without regards to race or gender of the business owner. Verified business size and subcontracting opportunities will be the basis of this subcontracting goal. The

opportunities must be of a size that SBCs, including some which may also happen to be DBEs, can reasonably perform. The Airport, through the Airport Manager's office and/ or consultants, will assess the feasibility for race-neutral subcontracting goals on projects. The Airport Manager's office will assist the potential primes by reviewing the project(s), in advance of the solicitation, and by suggesting potential subcontracting opportunities in the solicitation documents. This will help to establish a reasonable race-neutral subcontracting goal.

## 2. Consideration of "Unbundling" of Large Contracts

The City has given consideration to "unbundling" as a small business strategy. However, because the Airport is a general aviation facility, the City believes that, at this time, such a strategy will not be suitable for the airport. Because of the limited number and size of contracts each year, the increased total number of bid solicitations with "unbundling" could significantly increase both administrative and project costs per bid. This will reduce the necessary "economy of scale" for small general aviation airports.

## C. Definitions for this Element

### 1. Small Business

For purposes of this program element, which is part of the City's approved DBE program, "small business" shall have the same definition as "small business concerns" contained in 49 CFR 26.5:

*"Small business concern means, with respect to firms seeking to participate as DBEs in DOT-assisted contracts, a small business concern as defined pursuant to section 3 of the Small Business Act and Small Business Administration regulations implementing it (13 CFR part 121) that also does not exceed the cap on average annual gross receipts specified in §26.65(b)."*

For additional clarification, it is useful to include here some excerpts from the SBA regulations, 13 CFR, 121.105:

*(a)(1) Except for small agricultural cooperatives, a business concern eligible for assistance from SBA as a small business is a business entity organized for profit, with a place of business located in the United States, and which operates primarily within the United States or which makes a significant contribution to the U.S. economy through payment of taxes or use of American products, materials or labor...." and,*

*(b) A business concern may be in the legal form of an individual proprietorship, partnership, limited liability company, corporation, joint venture, association, trust or cooperative, except that where the form is a joint venture there can be no more than 49 percent participation by foreign business entities in the joint venture.*

Small business concerns must meet the business size standards, as defined by the SBA. The business size standards are based upon the average annual revenues, and they vary according to the type of business. More information can be found at [http://www.sba.gov/sites/default/files/files/Size\\_Standards\\_Table.pdf](http://www.sba.gov/sites/default/files/files/Size_Standards_Table.pdf).

Further, it is acknowledged that the SBA rules make allowances for the dollar amounts to be adjusted from time to time.

## **2. Disadvantaged Business Enterprise**

Disadvantaged Business Enterprise (DBE) means a for-profit small business concern (defined by SBA rules, above) that meets the standards of 49 CFR Part 26, i.e.

- *At least 51 percent owned by one or more individuals who are both socially and economically disadvantaged or, in the case of a corporation, in which 51 percent of the stock is owned by one or more such individuals;*
- *Whose socially and economically disadvantaged owners do not exceed the personal net worth (PNW) does not exceed the described in 49 CFR Part 26. (The current PNW cap is \$1.32 million.)*
- *Whose management and daily business operations are controlled by one or more of the socially and economically disadvantaged individuals who own it;*
- *Has been certified as a DBE by a certifying member of the Georgia Unified Certification Program (GA UCP) in accordance with the full requirements of 49 CFR 26.*

It is understood that in the implementation of this element, all of the “small business concerns” may not necessarily be DBE firms. However, small businesses that are also owned and controlled by individuals who meet the DBE standard will certainly be encouraged to seek DBE certification. Only DBE certified firms who participate as small business concerns, pursuant to this element, will be counted towards DBE race-neutral participation on FAA-assisted contracts in this program.

## **D. Verification Standards and Procedures**

For purposes of this small business element, the City will require the following verification and/or certification:

1. **Georgia Unified Certification Program (GA UCP) DBE Certification** – DBE certification by a certifying member of the GA UCP which stipulates that a firm has been determined to meet all the requirements in accordance with 49 CFR Part 26. All certification determinations are evidenced by a letter of DBE certification issued by a certifying member of the GA UCP. It should be noted that the Airport is a non-certifying member of the GA UCP and relies on certification decisions of the Georgia Department of Transportation (GDOT). The GDOT certification staff applies the standards and procedures for DBE certification applicants contained in Subparts D and E of 49 CFR 26.61 – 26.91.
2. **Small business status** - A non-DBE certified potential small business concern may have to complete a simplified application and/or provide the following information

at time of response to a solicitation or a bid submittal, as evidence of the small business status:

- a. Evidence of SBA 8(a) or SBD Certification (as described in 13 CFR Parts 121 and 124);
  - b. A copy of the business tax returns for the most recent three-year period indicating the gross receipts; and/or
  - c. A notarized statement from a Certified Public Accountant indicating the firm's average gross receipts for the past three years.
3. **Use of Personal Net Worth:** The City, in addition to the standards for small business concerns described above, plans to utilize the current personal net worth standards of the DBE program (49 CFR Part 26.67), presently at \$1.32 million.

#### **E. Supportive Services**

The Airport is a non-certifying member of the GA UCP. The Airport does not conduct DBE certifications on behalf of the Airport, but relies on certifications of GDOT. While the Airport also does not provide direct supportive services or business development programs to DBEs or small businesses, the Airport is aware of several valuable resources in the surrounding area. The Airport will coordinate and make referrals to potential and qualifying small business concerns to these services. Some of the resources are listed below:

Access to Capital for Entrepreneurs  
3173 Highway 129 North  
Cleveland GA 30528  
Phone: (706) 348-6609  
<http://www.ace loans.org/site/apply>

Georgia Mountains Regional Commission  
1310 West Ridge Road  
Gainesville GA 30501  
Phone: (770) 538-2609  
<http://www.gmrdc.org/Finance.htm>

SCORE.org  
Fulton County Branch  
North Atlanta National Bank  
10500 Old Alabama Road Connector  
Alpharetta, GA 30022  
Phone: (678) 277-9353  
<https://northmetroatlanta.score.org/our-locations-2>

University of Georgia SBDC  
The Featherbone Center  
999 Chestnut Street  
Gainesville, GA 30501  
Phone: (770) 531-5681  
<http://www.georgiasbdc.org>

## **F. Implementation Plan and Timetable**

The City proposes to have its SBPP fully implemented within 120 days of the FAA final approval of the plan. The City will utilize the timeframe to properly set up the program in order to maximize the potential for ultimate success. These set-up activities will include:

1. Reviewing, in coordination with the **Airport Manager's** office, all upcoming projects to determine which, if any, will be conducive for application of the selected SBPP strategy described in Section B, above.
2. Reviewing, in coordination with the **Airport Manager's** office and with legal input, the necessary revisions and modifications to bid solicitation language, etc., prior to implementation.
3. Coordinating properly with the Georgia UCP to initiate discussions as to whether any changes/modifications are implicated in the UCP stakeholder agreement, due to verification of small business concerns.
4. Coordinating with other entities currently providing relevant supportive services and/or business development for referrals to their programs, as appropriate for the small business concerns that may contact the City to increase their competitive opportunities at the Airport.
5. The City, during the pre-implementation period, may also seek consultation with the representative small business community.

## **G. Assurances**

To help insure the successful implementation of the Small Business Participation Plan (SBPP), the City, by way of review, accepts the following Assurances:

1. *A detailed description of the small business program, its objectives, and how it is designed to operate.*
  - a. The details of the proposed program are described in sections A through G, of this part.

2. *Assurance that the program is authorized under state law.*
  - a. The City's SBPP will adhere to all applicable local and state laws and regulations.
3. *Assurance that certified DBEs that meet the size criteria established under the program are **presumptively** eligible to participate in the program;*
  - a. As stated in D. 4, of this section, certified DBE firms that meet the size criteria established under the program are presumptively eligible to participate in the small business program.
4. *Assurance that there **are no geographic preferences** or limitations imposed on any federally assisted procurement included in the program.*
  - a. The City will assure that there will be no geographic preferences or limitations imposed on any federally assisted procurement included in the City's DBE program.
5. *Assurance that there **are no limits** on the number of contracts awarded to firms participating in the program but that every effort will be made to avoid creating barriers to the use of new, emerging, or untried businesses.*
  - a. The City will assure that it will not limit the number of contracts awarded to firms that are participating in the small business program. The City further assures that it will make a concerted effort to avoid creating barriers to the use of new, emerging, or untried businesses.
6. *Assurance that aggressive steps will be taken to encourage those minority- and women-owned firms that are eligible for DBE certification to become certified.*
  - a. The City recognizes that, while some firms encountering the City's SBPP program may be small-business eligible, they may not be certified as DBE firms. If, in the verification process, such firms appear to be DBE-eligible as well, they will be referred to the state UCP and encouraged to become DBE-certified. The Airport will also make them aware of additional potential business opportunities if they become certified as DBEs.
7. *Assurance that the program is open to small businesses regardless of their location (i.e., that there is no local or other geographic preference).*
  - a. The assurance stated in item 4, above, is also applicable to specifically to the airport's SBPP program as well.

## **H. Principal Responsible Person**

The principal responsible person for overseeing and implementing the City's SBPP will be the currently designated Disadvantaged Business Enterprise Liaison Officer (DBELO). The DBELO for the Airport is **Ms. Lisa Poole, Airport Manager**.

## **Attachment 5**

### Overall Goal Calculation

**FY 2018 - FY 2020  
DISADVANTAGED BUSINESS ENTERPRISE PROGRAM METHODOLOGY  
FOR**



**LEE GILMER MEMORIAL AIRPORT**

**GAINESVILLE GA**

**FEBRUARY 2019**

**METHODOLOGY for Establishing the FY 2018-FY 2020 Overall Disadvantaged Business Enterprise (DBE) Goal for:**

Airport Sponsor: **City of Gainesville**

Airport: **Lee Gilmer Memorial Airport**

**DBELO: Lisa Poole, Airport Manager**

Lee Gilmer Memorial Airport

P.O. Box 2496

Gainesville, GA 30503

Phone: 770-535-6882

[lpool@gainesville.org](mailto:lpool@gainesville.org)

**I. Detailed Methodology: Specific Steps**

**A. Amount of Goal**

The City of Gainesville’s (“the City”) FY 2018-2020 overall goal for the federal financial assistance it will expend in USDOT-assisted contracts is the following:

Overall Goal:	<b><u>11.22%</u></b>		<b><u>FY 2018 Goal</u></b>	<b><u>11.99%</u></b>
Race-Neutral:	<b><u>3.67%</u></b>		<b><u>FY 2019 Goal</u></b>	<b><u>n/a</u></b>
Race-Conscious:	<b><u>7.55%</u></b>		<b><u>FY 2020 Goal</u></b>	<b><u>7.95%</u></b>

The City expects to let approximately **\$1,574,250** in USDOT-assisted contracts for FY 2018-FY 2020. The City has set a goal of expending approximately **\$176,576** with DBE firms during this three-year period.

**B. Determination of the Market Area of the study**

The normal market area is derived by determining where the substantial majority of contracting dollars for AIP-funded projects were spent, and from where the majority of bidders over a given period of time have come. The market area is shown below in Table 1.

**Table 1: Counties in the Local Market Area for Lee Gilmer Memorial Airport**

<b>County</b>	<b># of bidders</b>	<b>% of bidders</b>	<b>Dollars</b>	<b>Percent of Dollars</b>
<b>Cherokee</b>	1	14.3%	\$0	0%
<b>Cobb</b>	1	14.3%	\$0	0%
<b>Dawson</b>	1	14.3%	\$0	0%
<b>Douglas</b>	1	14.3%	\$0	0%
<b>Hall</b>	2	28.6%	\$0	0%
<b>Walton</b>	1	14.3%	\$1,327,014	100%
<b>TOTAL</b>	<b>7</b>	<b>100.0%</b>	<b>\$1,327,014</b>	<b>100%</b>

**C. Determination of relevant NAICS codes**

Based on information provided by the consulting engineer concerning the proposed projects for this fiscal year, a list of NAICS codes corresponding to these projects was developed and is shown below:

**Table 2: Lee Gilmer Memorial Airport—FY 2018-FY 2020 Projects & Activities**

<i>FY 2018 Projects</i>		
<b>PROJECT</b>	<b>ACTIVITY</b>	<b>NAICS CODE</b>
• <b>Runway Safety Area Improvements Phase 1</b>	Heavy construction	237310
	Electrical contracting	238210
	Demolition; grading	238910
	Seeding	561730
<i>FY 2019 Projects</i>		
<b>PROJECT</b>	<b>ACTIVITY</b>	<b>NAICS CODE</b>
<i>No proposed projects exceeding \$250,000 in AIP funds</i>		
<i>FY 2020 Projects</i>		
<b>PROJECT</b>	<b>ACTIVITY</b>	<b>NAICS CODE</b>
• <b>Runway 5/23 Safety Area Improvements, Phase 2</b>	Clearing	238910
	Land appraisal	531320
	Engineering	541330
	Surveying	541370
• <b>Environmental Assessment</b>	Environmental consulting	541620

SOURCE: Lead Edge Design Group, Inc.

**D. Determination of Relative Availability of DBEs in Market Area, compared to all firms**

**Table 3a: DBEs—Lee Gilmer Memorial Airport, by Relevant NAICS Codes—FY 2018**

<b>RUNWAY SAFETY AREA IMPROVEMENTS PHASE 1</b>						
<b>Activity</b>	<b>NAICS CODES</b>	<b>DBE Firms</b>	<b>All Firms</b>	<b>Percentage of DBE Firms Available</b>	<b>Grant Amount Breakdown</b>	<b>DBE Amount</b>
<b>Heavy construction</b>	237310	10	43	23.26%	\$226,078	\$52,576
<b>Electrical contracting</b>	238210	6	381	1.57%	\$592,666	\$9,333
<b>Demolition; grading</b>	238910	6	135	4.44%	\$377,067	\$16,759
<b>Seeding</b>	561730	10	500	2.00%	\$78,439	\$1,569
<b>Engineering</b>	541330	19	216	8.80%	\$31,770	\$2,795
<b>TOTAL =</b>					<b>\$1,274,250</b>	<b>\$80,237</b>
					<b>STEP 1 DBE BASE FIGURE =</b>	<b>6.30%</b>

**Table 3b: DBEs—Lee Gilmer Memorial Airport, by Relevant NAICS Codes—FY 2020  
RUNWAY 5/23 SAFETY AREA IMPROVEMENTS, PHASE 2**

Activity	NAICS CODES	DBE Firms	All Firms	Percentage of DBE Firms Available	Grant Amount Breakdown	DBE Amount
Obstruction removal	238910	1	141	5.80%	\$150,000	\$8,701
Land appraisal services	531320	1	46			
Engineering services	541330	19	225			
Surveying	541370	4	19			
		25	431			
<b>TOTAL</b>					<b>\$150,000</b>	<b>\$8,701</b>
<b>STEP 1 DBE BASE FIGURE =</b>						<b>5.80%</b>

**Table 3c: DBEs—Lee Gilmer Memorial Airport, by Relevant NAICS Codes—FY 2020  
ENVIRONMENTAL ASSESSMENT FOR TERMINAL AREA EXPANSION**

Activity	NAICS CODES	DBE Firms	All Firms	Percentage of DBE Firms Available	Grant Amount Breakdown	DBE Amount
Environmental consulting	541620	1	24	4.17%	\$150,000	\$6,255
<b>STEP 1 DBE BASE FIGURE =</b>						<b>4.17%</b>

SOURCES:

1. 2016 County Business Patterns, U.S. Census Bureau, April 2018.
2. Georgia DOT Directory of Certified Disadvantaged Business Enterprises, January 2019.

**NOTE:** The County Business Patterns data were used as the source to determine the denominator, or the number of all firms in the market area. The DBE directories listed above were used to determine the numerator, or the number of DBE firms in the market area.

**E. Determination of the DBE Base Figures**

The Step 1 DBE Base Figure for each project was derived by multiplying the dollars for each activity by the percentage of relevant DBE firms to all relevant firms. The total DBE goal in dollars was divided by the total grant amount to derive the step 1 goals.

**FY 2018**

Runway Safety Area Improvements, Phase I – **6.30%**

**FY 2019**

N/A

**FY 2020**

Runway 5/23 Safety Area Improvements, Phase II – **5.80%**  
Environmental Assessment for Terminal Expansion – **4.17%**

## II. Adjustments to the DBE Base Figure

After the DBE Base Figure has been developed, the regulations (49 CFR Part 26) require that:

“...additional evidence in the sponsor’s jurisdiction be considered to determine what adjustment, if any, is needed to the base figure in order to arrive at your overall goal” (26:45(d)).

### A. Adjustment Factors to Consider

The regulations further state that there are several types of evidence that must be considered when adjusting the base figure. These include:

*“(i) The current capacity of DBEs to perform work in your USDOT-assisted contracting program, as measured by the volume of work DBEs have performed in recent years.*

*“(ii) Evidence from disparity studies conducted anywhere within your jurisdiction, to the extent it is not already accounted for in your base figure...”*

**Table 4: Lee Gilmer Memorial Airport DBE Accomplishments**

Report Period	Approved DBE Goal	Total DBE Percent achieved	Achieved over/under
<b>FY 2015</b>	14.80%	16.53%	1.73%
<b>FY 2016</b>	13.20%	18.82%	5.62%
	<b>MEDIAN =</b>	<b>17.67%</b>	<b>3.67%</b>

49 CFR Part 26.45(d)(2) also states that the following must be considered for the purposes of considering an adjustment to the base figure:

*“(i) Statistical disparities in the ability of DBEs to get the financing, bonding and insurance required to participate in your program;*

*“(ii) Data on employment, self-employment, education, training and union apprenticeship programs, to the extent you can relate it to the opportunities for DBEs to perform in your program.”*

There are a number of programs available to DBEs. ESBO (<http://www.georgia.org/Business/SmallBusiness>) has a state-sponsored Mentor-Protégé program in which small and minority-owned businesses team with major and established businesses to bolster the small and minority-owned businesses’ chances of succeeding at bidding on government-funded contracts, securing capital, etc. ESBO also has other resources available for DBEs, including certification information, legislation involving small businesses, and contact information for small and minority business coordinators throughout the state of Georgia.

The University of Georgia’s Small Business Development Center in Gainesville GA has consultants available to assist DBE firms in: writing business plans; conforming to federal government regulations; bidding on federal, state, and local contracts; find capital, etc. The agency does not conduct disparity studies, but does provide resources to assist DBEs in obtaining a greater opportunity to participate in federal contracts.

**B. Adjustment to Step 1 DBE Base Figures: Lee Gilmer Memorial Airport, FY 2018-FY 2020**

With the adjustment factors considered to this point, the City will adjust the Step 1 base figure as calculated above by adding the median of DBE percent achieved, as derived in Table 4 above (17.67%), to the base figures, and averaging the total, for an adjusted overall DBE goal.

Fiscal Year	Project	Step 1	Step 2 adjustment	Overall Goal	Federal portion project costs	DBE Goal (dollars)
FY 2018	Runway Safety Area Improvements, Phase I	6.30%	17.67%	11.99%	\$1,274,250	\$152,719
<b>FY 2018 Total</b>				<b>11.99%</b>	<b>\$1,274,250</b>	<b>\$152,719</b>
FY 2019			N/A			
FY 2020	Runway 5/23 Safety Improvements, Phase 2	5.80%	17.67%	11.74%	\$150,000	\$17,603
	Environmental Assessment for Terminal Area Expansion	4.17%	N/A <sup>3</sup>	4.17%	\$150,000	\$6,255
<b>FY 2020 Total</b>				<b>7.95%</b>	<b>\$300,000</b>	<b>\$23,858</b>
<b>FY 2018 - FY 2020 Overall Goal</b>			<b>11.22%</b>		<b>\$1,574,250</b>	<b>\$176,576</b>

The total DBE goal in dollars was divided by the total federal portion of project costs to derive the overall DBE goal of **11.22%** for FY 2018-FY 2020.

<sup>3</sup> Base figure will not be adjusted for professional services-only projects.

**Resources: Lee Gilmer Memorial Airport - Disadvantaged Business Enterprise Program  
Methodology (FY 2018 – FY 2020)**

**A. Resource Documents:**

1. 2016 County Business Patterns, U.S. Census Bureau, April 2018.
2. Georgia DOT Directory of Disadvantaged Businesses, January 2019.

## **APPENDIX A:**

### **PUBLIC COMMENTS**

No comments were received from the public regarding the DBE goal for Lee Gilmer Memorial Airport for FY 2018-FY 2020. The notice to the public was posted at <https://www.gainesville.org/lee-gilmer-memorial-airport> (see Appendix B).

The DBE subconsultant to the Airport's engineering consultant hosted a web conference on \_\_\_\_\_, 2019, at 10:30 a.m. There were \_\_ invitations sent out, and there were \_\_ participants. Invitations were sent to prime contractors; subcontractors, including DBE subcontractors, and minority business advocacy organizations.

**APPENDIX B:**

**NOTICE TO THE PUBLIC**

## **Attachment 6**

Breakout of Estimated Race-Neutral & Race-Conscious Participation

## I. Breakout of Estimated Race-Conscious/Race-Neutral Participation

The City of Gainesville will meet the maximum feasible portion of its overall goal by using race-neutral means of facilitating DBE participation. The City will use a combination of the following race-neutral means to increase DBE participation:

1. *Arranging solicitations, times for the presentation of bids, quantities, specifications, and delivery schedules in ways that facilitate DBE, and other small businesses participation (e.g., unbundling large contracts to make them more accessible to small businesses, encouraging prime contractors to subcontract portions of work that they might otherwise perform with their own forces);*
2. *Disseminating information communications on contracting procedures and specific contract opportunities (e.g., ensuring the inclusion of DBEs, and other small businesses, on recipient mailing lists for bidders, ensuring the dissemination to bidders on prime contracts of lists of potential subcontractors).*

The City estimates that, in meeting its overall goal of **11.22%**, that it will obtain **3.67%** from race-neutral participation and **7.55%** through race-conscious measures. The reason for this projected split is that the median amount by which annual DBE accomplishments on the FAA-AIP projects funded since FY 2015 was exceeded was 3.67%. The remainder of the goal is projected to be met via race-conscious measures for this fiscal three-year period.

The City will adjust the estimated breakout of race-neutral and race-conscious participation as needed to reflect actual DBE participation (26.51(f)) and it will track and report race-neutral and race-conscious participation separately. For reporting purposes, race-neutral DBE participation includes, but is not necessarily limited to, the following:

- DBE participation through a prime contract a DBE obtains through customary competitive procurement procedures
- DBE participation through a subcontract on a prime contract that does not carry a DBE goal
- DBE participation on a prime contract exceeding a contract goal.

## II. Process

The City will normally submit its overall goal to the FAA on August 1 of the required year of submission for general aviation airports in the FAA's Southern Region.

In establishing the overall goal, the City provided for consultation and publication. The consultation included minority-, women's and general contractor groups, and small business organizations that could be expected to have information concerning the availability of disadvantaged and non-disadvantaged businesses, the effects of discrimination on opportunities for DBEs, and the City's efforts to establish a level playing field for the

participation of DBEs. The consultation included a scheduled, direct, interactive exchange via a web conference with as many interested stakeholders as possible focused on obtaining information relevant to the City's goal setting process. The consultation web conference was held on \_\_\_\_\_, 2019, prior to the submission of the DBE goal methodology to the FAA for review pursuant to paragraph (f) of this section. The City documented in the goal submission the consultation process that was utilized (see Appendix A of Attachment 5).

Following this consultation, the City published a notice of the proposed overall goal, that informed the public that the proposed goal and its rationale were available for inspection during normal business hours at the office of the Airport Manager for 30 days from the date of the notice. The notice was posted at <https://www.gainesville.org/lee-gilmer-memorial-airport>.

The City will begin using the overall goal on October 1 of the required year of submission, unless the City has received other instructions from USDOT/FAA (or, if the goal is established on a project basis) by the time of the first solicitation for a USDOT/FAA-assisted contract for the projects.

### **III. Contract Goals**

The City will use contract goals to meet any portion of the overall goal that the City does not project being able to meet using race-neutral means. Contract goals are established so that, over the period to which the overall goal applies, they will cumulatively result in meeting any portion of its overall goal that is not projected to be met through the use of race-neutral means.

The City will establish contract goals only on those USDOT-assisted contracts that have subcontracting possibilities. The City does not need to establish a contract goal on every such contract, and the size of contract goals will be adapted to the circumstances of each such contract (e.g., type and location of work, availability of DBEs to perform the particular type of work).

The City will express its contract goals as a percentage of the total share of a USDOT-assisted contract.

## **Attachment 7**

Form 1 & 2 for Demonstration of  
Good Faith Efforts

**CITY OF GAINESVILLE**

**FORM 1: DISADVANTAGED BUSINESS ENTERPRISE (DBE) UTILIZATION**

The undersigned bidder/offeror has satisfied the requirements of the bid specification in the following manner (please check the appropriate space):

\_\_\_ The bidder/offeror is committed to a minimum of \_\_\_ % DBE utilization on this contract.

\_\_\_ The bidder/offeror (if unable to meet the DBE goal of \_\_\_%) is committed to a minimum of \_\_\_% DBE utilization on this contract and has submitted documentation demonstrating good faith efforts.

Name of bidder/offeror's firm: \_\_\_\_\_

State Registration No. \_\_\_\_\_

By \_\_\_\_\_  
(Signature) Title

**CITY OF GAINESVILLE**

**FORM 2: LETTER OF INTENT**

Name of bidder/offeror's firm: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Name of DBE firm: \_\_\_\_\_

Address: \_\_\_\_\_

City: \_\_\_\_\_ State: \_\_\_\_\_ Zip: \_\_\_\_\_

Telephone: \_\_\_\_\_

Description of work to be performed by DBE firm:

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-----  
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The bidder/offeror is committed to utilizing the above-named DBE firm for the work described above. The estimated dollar value of this work is \$ \_\_\_\_\_.

**Affirmation**

The above-named DBE firm affirms that it will perform the portion of the contract for the estimated dollar value as stated above.

By \_\_\_\_\_  
(Signature) (Title)

**If the bidder/offeror does not receive award of the prime contract, any and all representations in this Letter of Intent and Affirmation shall be null and void.**

(Submit this page for each DBE subcontractor.)

## **Attachment 8**

Certification Application Forms

The UCP DBE certification application for the State of Georgia may be found at <http://www.dot.ga.gov/PS/Business/DBE>.

# **Attachment 9**

Regulations: 49 CFR Part 26

The federal regulations, Title 49 of the Code of Federal Regulations, Part 26, can be found at <http://www.ecfr.gov>.

# **Attachment 10**

Bidders List Data Form

**BIDDERS LIST DATA FORM**

Firm Name	Firm Address and Phone No.	DBE or Non-DBE Status <i>(verify via GDOT DBE Directory)</i>	Age of Firm	Annual Gross Receipts
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M
			<input type="checkbox"/> Less than 1 year <input type="checkbox"/> 1- 3 years <input type="checkbox"/> 4-7 years <input type="checkbox"/> 8-10 years <input type="checkbox"/> More than 10 years	<input type="checkbox"/> Less than \$500K <input type="checkbox"/> \$500K - \$1M <input type="checkbox"/> \$1-2M <input type="checkbox"/> \$2-5M <input type="checkbox"/> Greater than \$5M